
EXECUTIVE SUMMARY

The UNDP in partnership with the Japanese government supported the GBPNU from January 2012 – March 2013. The objectives of the project were to build the capacity of members and staff of Parliament, district councillors and technocrats on gender budgeting; strengthen the evidence base for gender equality and women’s empowerment in Northern Uganda recovery, reconstruction and development; improve the capacity of women activists to demand for gender equitable resource allocation; provide technical support to specific committees of Parliament and districts council committees on gender analysis of budgets, policies and gender sensitive oversight of government performance in Northern Uganda. The project was a collaborative initiative of the Parliamentary Budget Office (PBO), the Ministry of Gender, Labour and Social Development (MGLSD), Makerere University School of Women and Gender Studies (SWGS) and Development Alternatives (DELTA). It was implemented at the national and district level; in the Districts of Kampala, Amuru, Apac, Lamwo and Nebbi.

At the closure of the project, UNDP found it imperative to conduct a terminal evaluation of the GBPNU. Dr Euzobia M. Mugisha Baine, a gender and development Consultant was hired, to conduct the evaluation. The objectives of the evaluation were to determine the relevance, effectiveness, impact and the possibility for sustainability of the project. It also examined whether: the capacity of members and staff of parliament, district technical staff and councillors was built in gender-responsive budgeting; whether the project strengthened the evidence base for gender equality and women’s empowerment in Northern Uganda; whether the capacity for women activists to demand for gender-equitable resource allocation was strengthened; and whether and how the project provided technical support and strengthened specific committees of parliament and district councils on gender responsive budgeting.

The evaluation covered the five districts and was conducted through: reviewing relevant documents (such as activity reports, periodic reports, publications, minutes of meetings, memoranda, Uganda government and UNDP policy documents among others); key informant
interviews, focus group discussions and buzz group discussion with selected participants of the 
project and observation of naturally occurring phenomena. Data was analysed through content 
and discourse analysis and a report written regarding the exercise.

Major findings are that the gender GBPNU was and still is a relevant project with great ability to 
enhance the quest for gender equality and women’s empowerment in Uganda. Apart from 
providing technical support to women councillors, all activities were implemented. However 
efficiency, effectiveness and potential for sustainability was hampered by the inability to fit the 
project into the annual budget cycle of parliament, delays in completion of the needs 
assessment and the activities that depended on it, delays in approval and disbursement of funds 
to the implementing partners and a very short life span of the project (one year). In terms of 
impact the project built capacity in gender-responsive budgeting for members and staff of 
parliament, district councillors and women activists in Amuru, Apac, Lamwo and Nebbi districts. 
In order to achieve sustainable outcomes that can be attributed to this project, the consultant 
recommends as follows:

a) The project had a number of outputs namely the Needs Assessment Report, the Gender 
Disaggregated Public Expenditure Incidence Analysis Report, the Districts Policy 
Dialogue Report and a Training Manual for Gender-Responsive Budgeting for Parliament 
and Districts. These outputs are a strong foundation for another phase of the project.

b) The project partners should consider initiating a subsequent phase that would take into 
account the identified challenges and limitations in the implementation. They will need to 
create more synergy and stronger team work among themselves, and organise the project 
in such a way that implementation actually coincides with the national budget cycle at 
parliament and districts because this was a major tenet of the project

c) Once another project is developed it should be implemented for a minimum of five years 
effective January of the year of implementation. The period of January-June should be 
used to plan and put in place the necessary mechanism to enable the project commence 
on 1st July, in time for the commencement of the national budget cycle.
d) Given the lessons learnt, the project should be rolled out to all 55 PRDP districts and 9 municipalities and incorporate the sub-county as the lowest unit of implementation while targeting the least served sub counties. The District Planning office and the gender office should be equally targeted and work more closely.

e) Implementing partnership should be expanded and to include the Office of the Prime Minister particularly to strategise on how to influence PRDP programmes and their future; and the Ministry of Finance, Planning and Economic Development (MOFPED) in order to enhance sustainability and infusion into routine budgeting processes and alignment to national development priorities.

f) The GBPNU was implemented through a short term project approach. This is unsuitable in supporting gender mainstreaming initiatives because though it can yield short term outputs they are not easy to sustain and translate into long term outcomes. This mainly because factors that produce and reinforce gender discrimination are deeply rooted and cannot be solved in the short term with one-off interventions. To achieve sustainable and substantive gender equality and women’s empowerment, the government of Japan, UNDP and the government of Uganda should adopt medium and long-term funding frameworks of 5 - 10 year cycles for gender mainstreaming activities and align them to national priorities such as the National Development Plan and Vision 2040.

g) The government of Japan has been instrumental in supporting gender budgeting initiatives under the MOFPED since 2000 and provided the bulk of the funds for the GBPNU. However this support has been to limited areas and on a small scale basis. Gender mainstreaming is not articulated among the four priorities in the bilateral cooperation programme with Uganda. It would have been better if the bilateral programme also incorporated gender mainstreaming as a crosscutting issue in order to have more tangible impact, improve effectiveness and visibility of Japanese support to Uganda.
h) There are many gender mainstreaming initiatives being undertaken by various organizations in Uganda and these are not well documented and coordinated. This leads to duplication and wastage of meager resources because you find some areas having many organizations budgeting and implementing similar activities in the same area while other areas have none or very few. In order to minimize this, the MGLSD should assert and strengthen its coordination role by establishing an inventory and a coordination mechanism for all organizations working in the field of gender and development in the country. If one area is already being served in a particular aspect such training in gender-responsive budgeting, then other organization interested in gender-responsive budgeting should be directed to underserved areas in regard to access to water. Such will improve targeting resources to those that need them most, enhance synergy, improve efficiency, effectiveness and overall service delivery.

5.2. Lessons Learnt

The project had envisaged that gender office or community development office would be the most crucial in the implementation of the GBPNU. However it was later realised that much as these two offices are still very crucial, with training and follow-up the Planning Officer can be a catalyst in making sure that the gender-responsive budgeting and implementation become a reality. The works of the CDOs/Gender officers can only have impact if the District Planner and his/her team are on board since they are at the heart of resource allocation in the district.

In the Uganda government structure, a sub county is a very important level when it comes to generating budgets, setting priorities and execution of the budget. All respondents acknowledged that all budgeting initiatives should involve a sub county as a basic level of implementation of the future gender-budget initiatives at the grassroots.