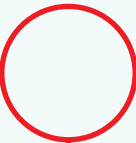# PARISH DEVELOPMENT MODEL

Assessment on the Barriers towards Access and Utilisation of Government Poverty Eradication Programmes among LGBTIQ+ & Sex Workers Communities in Uganda

MONU
MEN OF THE NIGHT UGANDA

UKPC
UGANDA
KEY POPULATIONS
CONSORTIUM

FREE TO BE ME

Contents

ACKNOWLEDGEMENT

It's our sincere hope that the findings in this report form part of the much-needed evidence to potentially offer direction and guidance to all government institutions and development partners for improved inclusive programing in initiation and implementation of poverty eradication Programmes in Uganda.

ABOUT MONU

Men of the Night Uganda (MONU) is a fully registered organization initiated by male sex workers dedicated to support and champion social change, justice, health and rights of men who have sex with men for commercial purposes and urban refugees. Our mission is to empower, advocate and educate sex workers and lessen stigma towards male sex workers in all their different diversities. Our work is community need driven putting key populations more so sex workers as initiators and beneficiaries at the center of all our projects/work. MONU is a membership-based organization with registered members across Uganda receiving healthcare and nutrition services through our referral/ member benefit systems, financial services literacy and economic empowerment skilling as direct project beneficiaries.

LIST OF ACRONYMS

CSOs	**Civil Society Organizations**
FGDs	Focused Group Discussions
GBV	**Gender Based Violence**
KII	Key Informants Interviews
KPs	**Key Populations**
LGBTIQ	Lesbian, Gay, Bisexual, Transgender, Intersex and Queer persons
LGPs	**Local Government Plans**
MDGs	Millennium Development Goals
NDPs	**National Development Plans (NDPs)**
NGOs	Non-Governmental Organisations
OWC	**Operation Wealth Creation**
PDM	Parish Development Model
PEAP	**Poverty Alleviation Action Plan**
SACCOs	Savings and Credit Cooperative Organisations
SDGs	**Sustainable Development Goals**
SIPs	Sector Investment Plans
SWs	**Sex Workers**
UNDP	United Nations Development Programme
UWEP	**Uganda Women Entrepreneurship Programme**

EXECUTIVE SUMMARY

Background

Poverty is a serious economic and social problem that afflicts a large proportion of the world's population and manifests itself in diverse forms such as lack of income and productive assets to ensure sustainable livelihoods, chronic hunger and malnutrition, homelessness, lack of durable goods, diseases, lack of access to clean water, lack of education, low life expectancy, social exclusion and discrimination, high levels of unemployment, high rate of infant and maternal mortality, and lack of participation in decision making. Because poverty has harmful impacts on human well-being, its eradication has been identified as an ethical, social, political and economic imperative of humankind.

The 2030 Agenda acknowledges that eradicating poverty in all its forms and dimensions, including extreme poverty, is the greatest global challenge and an indispensable requirement for sustainable development. Sustainable Development Goal (SDG)1 aims to eradicate every form of extreme poverty including the lack of food, clean drinking water, and sanitation.

Uganda is one of the 193 countries that have recommitted themselves to ensuring that poverty is entirely eradicated among its citizens by 2030. Over the last 30 years, Uganda has undergone several plans, Programmes, projects, and models aimed at boosting its economic development journey.

To address the poverty concerns, the Government started its ambitious economic plans aimed at transforming Ugandan homesteads from subsistence to market-oriented production through poverty eradication programmes by introducing programmes like the Rural Farmers Scheme in the early 1990s, Entandikwa in the run-up to 1996, Bona Bagaggawale in 2007, the Youth Capital Venture that later became Youth Livelihood Programme to the Emyooga which was introduced in October 2020, Operation Wealth Creation and currently the Parish Development Model (PDM).

Despite important development efforts of the Programmes, certain challenges remain including lack of community engagements in their diversities at the local and central governments still remains a challenge to achieve the desired outcomes of the poverty eradication Programmes. Therefore, this stud assessed the extent to which LGBTIQ+ Sex Workers Communities access and utilize poverty eradication initiatives in Uganda.

Methodology

This study used a qualitative approach in data collection and analysis to enable deeper probing into the current status in the initiation and implementation of the poverty eradication Programmes in Uganda. The study relied on primary and secondary data sources to make its findings. Secondary data was collected from multiple sources, including reviews of relevant literature. The study used different data collection techniques like online/phone interviews, questionnaires to collect data from identified key informants and the focus Group (FGDs) within the study districts in Uganda. The study was conducted in 4 regions (central, Eastern, Western and Northern) covering 10 districts of Kampala, Wakiso, Mukono, Masaka, Mbarara, Mbale, Jinja, Iganga, Arua and Gulu. Because most of these districts have now upgraded to a city status with high flow in of people and businesses that attracts sex work. We also focused on Mbale and Gulu since Mbale is a boarder district to Kenya and Gulu is a transit route to Southern Sudan and Congo.

Key Findings

For three decades now, the country has undergone several plans, Programmes, projects, and models over the last 30 years, aimed at boosting the economic development journey, with varying levels of success, according to the reviewed literature and respondents of the study. These Programmes are aimed at lifting as many people out of poverty as possible.

The assessment study established that there is a wide gap between the rhetoric and the reality of citizen participation in implementing poverty eradication Programmes. Whereas several strides have been made by the government of Uganda, the politicisation of the government Programmes has taken a centre stage as the local leaders are steadily losing their grip on deepening citizen participation, because they continuously play a local-agent role to the central government in a patronage-like fashion.

The study established that despite having CSOs advocating for the health and rights of LGBTIQ+ Sex workers communities, they have no targeted Programmes to empower their communities through information sharing and capacity enhancement to meaningfully engage and participate in the implementation of the poverty eradication Programmes.

The legal and policy environment is not all that conducive for LGBTIQ+ Sex workers organizing in groups to access and utilise the poverty eradication Programmes in Uganda. The policies and laws are restrictive and prohibitive towards sex work and LGBTIQ+ activities. Uganda hasn't yet embraced the concept of leaving no one behind in initiating and developing poverty eradication Programmes hence

making it hard for the LGBTIQ+ sex workers to organise and benefit from the Programmes.

There are no deliberate efforts from the LGBTIQ+ Sex workers communities in embracing poverty eradication Programmes in Uganda. There is self-inflicted stigma among the community members because of the assumption that they are stigmatised and discriminated by the general public. Thus, leading to less or non-involvement in government Programmes.

Recommendations

From the study, the results indicate that over time, Uganda is progressing in initiating poverty eradication Programmes targeting the vulnerable communities though not in their diversities. Therefore, study recommends the following: -

As a strategy to mobilise all the citizens without stigma and discrimination, the government should initiate sound dissemination strategies of the poverty eradication Programmes and opportunities through the mass media and in the local languages. Doing this helps communities to be knowledgeable about the Programmes and benefits, and they can be encouraged to organise and access the services in their communities. Through this dissemination, the purpose of these Programmes should be made clear to prevent political interference and manipulation in particular.

Scale up advocacy and coordination initiatives among the CSOs working for the LGBTIQ+ Sex workers and engagement with government sectors to support socio economic interventions for the communities. This can be done through the establishment of coalitions championing poverty eradication agenda for the communities.

Government of Uganda, particularly the responsible ministries to work with Civil Society organizations working for the Key Populations in identifying the marginalised groups to have inclusive policy frameworks and guidelines informing the implementation of the poverty eradication Programmes in Uganda

To respond to stigma and discrimination against LGBTIQ+ Sex workers in the society, there is need for capacity building for communities, local leaders, government technocrats heading the poverty eradication Programmes, Government Ministries and Development Agencies managing these Programmes.

Government of Uganda should effectively meaningfully engage CSO organizations working with LGBTIQ+ sex workers in the programming stages (designing stages and introduction) of such government Programmes before implementations to see how these communities can also benefit from them.

Empowering LGBTIQ+ sex workers communities with information and knowledge through capacity building initiatives about the value of these government Programmes, when and where to access them. The capacity building sessions should include the responsible government agencies implementing the Programmes.

There is a need for a harmonized approach to the SWs and LGBTIQ+ situation in Uganda; rather than push for specific community categories, CSOs should join hands and efforts to ensure all Key Population categories are advocated for in equal measure if the government is going to consider involving them at the initial planning stages for the poverty eradication Programmes.

Fund more research or assessments beyond the health and Human Rights focus to generate evidence for government and relevant development partners to consider socio-economic interventions for the Key Population communities in Uganda.

1.0 INTRODUCTION

The Global context

Poverty is a serious economic and social problem that afflicts a large proportion of the world's population and manifests itself in diverse forms such as lack of income and productive assets to ensure sustainable livelihoods, chronic hunger and malnutrition, homelessness, lack of durable goods, diseases, lack of access to clean water, lack of education, low life expectancy, social exclusion and discrimination, high levels of unemployment, high rate of infant and maternal mortality, and lack of participation in decision making. Because poverty has harmful impacts on human well-being, its eradication has been identified as an ethical, social, political and economic imperative of humankind.

The 2030 Agenda acknowledges that eradicating poverty in all its forms and dimensions, including extreme poverty, is the greatest global challenge and an indispensable requirement for sustainable development. Sustainable Development Goal (SDG)1 aims to eradicate every form of extreme poverty including the lack of food, clean drinking water and sanitation. Achieving this goal includes finding solutions to new threats caused by climate change and conflict. SDG 1 focuses not just on people living in poverty, but also on the services people rely on and social policy that either promotes or prevents poverty. Its seven associated targets aim, among others, to eradicate extreme poverty for all people everywhere, reduce at least by half the proportion of men, women and children of all ages living in poverty, and implement nationally appropriate social protection systems and measures for all including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable.

At the launch of the SDGs, about 800 million people were still surviving on less than $ 1.25 per day (United Nations Development Programme, UNDP, 2016). Reducing this number remains a daunting challenge to all governments. The entire world has recommitted itself to building on what they learnt from the MDGs and to eradicating poverty in all its forms by 2030.

1 World Bank. World Development Report 2000/2001: Attacking Poverty. New York: Oxford University Press; 2001
2 Sneyd A. The poverty of 'poverty reduction': The case of African cotton. Third World Quarterly. 2015;36(1):55-74
3 https://sdgs.un.org/topics/poverty-eradication
4 "Goal 1: No Poverty". United Nations Development Programme (UNDP). Retrieved 17 September 2020.
5 https://sdgs.un.org/topics/poverty-eradication
6 https://sustainabledevelopment.un.org/topics/povertyeradication
7 Human Development Report to focus on inequality: UNDP, 2019
8 Uganda Vision 2040

UNDP is one of the leading international organisations partnering with other agencies to ensure that poverty is eradicated by 2030. The 2019 Human Development Report focuses on examining and understanding the dimensions of inequality that has the most impact on people's well-being, and what is behind them. The report further highlights inequalities in other dimensions such as education, health, access to technologies, and exposure to economic and climate-related shocks. In all societies, the report indicates that long-standing forms of inequality persist while gaps are emerging in new aspects of life.

National Context

Uganda is one of the 193 countries that have recommitted themselves to ensuring that poverty is entirely eradicated among its citizens by 2030. Over the last 30 years, Uganda has undergone several plans, Programmes, projects, and models aimed at boosting its economic development journey. These started at the turn of the 1990s when the World Bank and other official statistics put Uganda's poverty level at 55 per cent of the population.

Over the past three decades, Uganda's national poverty rate has fallen by more than half, from 56% in 1992/1993 to 21.4% in 2019/2020, owing mostly to improved agricultural incomes among poor households and improved regional markets. Yet Uganda remains one of the poorest countries in the world. In 2019/2020, 12.3 million people (30.1% of the population) lived below the poverty line of U.S. $1.77 per person per day.

The number of Ugandans who are not poor but vulnerable increased as well, as did the number of those who shift in and out of poverty. The proportions of people who are not poor but vulnerable to poverty increased by 10 percentage points, from 33% in 1992/1993 to 43% in 2016/2017. Between 2015 and 2019, 8.4% of households moved out of poverty, while 10.2% slipped into poverty. And the COVID-19 pandemic has exacerbated the problem, causing 300,000 more Ugandans to slide back into poverty (Uganda Bureau of Statistics, 2020, 2021; Independent News, 2021).

2.0 THE RATIONALE

The Government is popular for its ambitious economic plans aimed at transforming Ugandan homesteads from subsistence to market-oriented production through poverty eradication programmes that encourage value addition production. As a result, there has been, introduction of several poverty alleviation programmes like the Rural Farmers Scheme in the early 1990s, Entandikwa in the run-up to 1996, Bona Bagaggawale in 2007, the Youth Capital Venture that later became Youth Livelihood Programme to the Emyooga which was introduced in October 2020, Operation Wealth Creation and currently the Parish Development Model (PDM)

Despite important development efforts of the Programmes, certain challenges remain. Although Uganda is on track to meet several of its SDG goals, success in actually attaining them will require strong economic growth (at least 7 percent per annum), a significant equitable distribution of growth and development.

Improved governance is one of the areas that need to be addressed in order to effectively implement policies and enhance transparency and accountability in public fund management. Lack of community engagements in their diversities at the local and central governments still remains a challenge to achieve the desired outcomes of the poverty eradication Programmes.

Therefore, the purpose of this study is to assess the extent to which LGBTIQ+ Sex Workers Communities access and utilize poverty eradication initiatives in Uganda. The specific study objectives include:

> To establish the key poverty eradication Programmes in Uganda

> To assess and document the barriers LGBTIQ+ Sex Workers Communities go through in accessing and utilizing poverty eradication initiatives in Uganda.

> To document the lived realities of LGBTIQ+ Sex Workers Communities in accessing and utilizing poverty eradication initiatives in Uganda.

9 *"World Bank. 2022. Uganda Poverty Assessment: Strengthening Resilience to Accelerate Poverty Reduction. Washington, DC: World Bank. ©*
World Bank. https://openknowledge.worldbank.org/handle/10986/37752 License: CC BY 3.0 IGO."
10 Uganda Bureau of Statistics, 2020
11 Uganda Bureau of Statistics, 2021
12 World Bank Group, 2016
13 Uganda Bureau of Statistics, 2020

3.0 METHODOLOGY

3.1   Study Design

This study used a qualitative approach in data collection and analysis to enable deeper probing into the current status in the initiation and implementation of the poverty eradication Programmes in Uganda. The study relied on primary and secondary data sources to make its findings. Secondary data was collected from multiple sources, including reviews of relevant literature. The study used different data collection techniques like online/phone interviews, questionnaires to collect data from identified key informants and the focus Group (FGDs) within the study districts in Uganda. The approach helped the team to discover new thoughts and individual views to generate a deeper understanding of the implementation of the poverty eradication Programmes.

The study was conducted in 4 regions of Uganda (Central, Eastern, Western and Northern) covering 10 districts of Kampala, Wakiso, Mukono, Masaka, Mbarara, Mbale, Jinja, Iganga, Arua and Gulu. Because most of these districts have now upgraded to a city status with high flow in of people and businesses that attracts sex work. We also focused on Mbale and Gulu since Mbale is a boarder district to Kenya and Gulu is a transit route to Southern Sudan and Congo.

3.2   Data Collection and Sources

This assessment relied on both primary and secondary data sources. The study employed various methods of data collection to realize the study objectives. The study undertook a desk review of the poverty eradication Programmes initiated in Uganda, this involved scanning the literature and analyzing secondary data.

An interview guide was designed for the purpose of conducting key informant interviews and Focus Group Discussions (FDGs) which involved interviewing people with informed perspectives on the Programmes, policy formulation and implementation. The interviews were qualitative in nature from the selected participants with in the community of LGBTQ+ sex workers.

3.2.1 Desk review

The study undertook a desk review of the existing literature on the implementation of the poverty eradication Programmes in Uganda. This process involved scanning the available literature, analysing

secondary data and creating a reference list for the study. The study drew data from existing databases of parliament, newspaper articles, ministry of Gender, Labour and Social Development website, Ministry of Finance and Economic Development, ministry of Agriculture, Animal Industries and Fisheries, relevant existing research studies and other institutions to make comparisons on the performance of the Programmes. These databases provided data on key information for analysis and interpretation.

3.2.2 Key Informant Interviews

Personal interviews were conducted to collect information from key informants using a structured interview guide. The responses of interviewees were used to snowball and reach more informants who were considered important in informing the study.

3.2.3 Online/virtual Interviews

The study used online calls and e-mails to reach key informants who could not be met face to face due to un avoidable circumstances. A Survey Monkey was designed thereafter and sent to the participants for response.

3.2.4 Data Analysis

The data collected from desk reviews was tabulated and interpreted using the Thematic Content Analysis (TCA). On the other hand, key informant interviews and Focus Group Discussion notes were transcribed and coded to develop emerging themes from the different interviews.

3.3 Innovations in response to Covid-19

The study was conducted in a period of Covid-19 thus the need of observing all COVID-19 prevention Standard Operating Procedures (SOPs) as per the Ministry of Health guidelines. These included: procured and distributed facemasks to all FGD respondents before engaging them. We selected a COVID-19 monitor in every group who ensured all the members put on masks throughout the meetings. The study also procured and used sanitizers that were used prior to the meetings, during and after the meetings. The COVID-19 monitor also ensured compliance to 4-metre social distance between participants as recommended by ministry of health.

3.4   Limitations of the study

The study is purely qualitative and did not extend to quantitative aspects that could have given a clear picture of progress on the implementation of the poverty eradication Programmes in Uganda. In addition, the scope of the assessment was limited to 10 districts in Uganda, thus not representative enough for the target population.

4.0 FINDINGS AND DISCUSSIONS

This section of the report presents the results based on data from the desk review, Focus Group Discussions and key informant interviews.

4.1 Poverty Eradication Programmes in Uganda

Uganda has undergone several plans, Programmes, projects, and models over the last 30 years, aimed at boosting the economic development journey, with varying levels of success, according to beneficiaries, experts, and leaders. These started at the turn of the 1990s when the World Bank and other official statistics put Uganda's poverty level at 55 per cent of the population. These initial Programmes were aimed at lifting as many people out of poverty as possible, hence code names like the Rural Farmers Scheme in the early 1990s, Entandikwa in the run-up to 1996, Bona Bagaggawale in 2007, the Youth Capital Venture that later became Youth Livelihood Programme, Uganda Women Entrepreneurship Programme (UWEP), Operation Wealth Creation (OWC), Emyooga to the current Parish Development Model (PDM) introduced in 2022 among others. All these Programmes are aimed at addressing high unemployment rate and poverty among the youth in the country, increasing the ability of the poor to raise their incomes, and directly increasing the quality of the life of the poor.

The first comprehensive programmes were the Poverty Alleviation Action Plan (PEAP), had four different pillars aimed at transforming Uganda into a modern economy in which people in all sectors would effectively participate in economic growth by 2017. Its preparation followed a consultative process involving the central government and other key stakeholders. Alongside this, there have also been other planning frameworks, such as Uganda Vision 2025, now 2040, the National Development Plans (NDPs) I, II and III. Others include Sector Investment Plans (SIPs), Local Government Plans (LGPs), and annual work plans and budgets that have significant components of poverty alleviation activities and programmes. All these have been designed to fulfil Vision 2040, which aims to modernise Uganda by engaging in sustainable wealth creation, which directly addresses the challenges of poverty.

Table 1: Key poverty Eradication Programmes in Uganda.

Program	Launched	What it is about	Whom is it targeting
The Entandikwa credit scheme	1995	To reduce poverty and facilitate the small-scale entrepreneurs.	The poor, the marginalized people in particular, women, youth and persons with disabilities.
Prosperity For All program (Bona Bagagawale)	2007	To establish Savings and Credit Organisations in at least 1,000 sub-counties	All Ugandan household at sub county level.
Operation Wealth Creation	2013	It is aimed at Efficiently facilitating national socio-economic transformation with a focus on raising household incomes and wealth creation by transforming subsistence farmers into commercial farmers	Subsistence farmers
Youth Livelihood Program (YLP)	2014	It is a Government of Uganda financed programme designed as one of the interventions of Government in response to the high unemployment rate and poverty among the youth in the country.	The poor and unemployed youth between 18 and 30 years of age.
Uganda Women Entrepreneurship Programme (UWEP)	2015	It is an initiative of the Government of Uganda that is aimed at improving access to financial services for women and equipping them with skills for enterprise growth, value addition and marketing of their products and services.	Women (Unemployed women, Vulnerable Groups e.g., Single young mothers, Widows and gender-based Violence (GBV) survivors, Women with Disabilities, Women living with HIV/AIDS, Women heading households, Women slum dwellers, Women living in hard-to-reach areas, and Ethnic minorities.)

14 https://parliamentwatch.ug/blogs/is-government-failing-its-programmes/
15 https://www.imf.org/external/NP/prsp/2000/Uga/01/
16 Third National Development Plan (NDPIII) 2020/21 – 2024/25
17 https://www.gou.go.ug/content/uganda-vision-2040
18 https://allafrica.com/stories/200107040194.html
19 https://ugandaradionetwork.com/story/president-museveni-launches-bona-bagagawale-program
20 https://owc.go.ug/
21 https://mglsd.go.ug/ylp/

The Presidential Initiative on Wealth and Job creation (Emyooga)	2019	It is a government strategy targeting to transform 68% of homesteads from subsistence to market-oriented production with the overall objective of promoting job creation and improving household incomes	Ugandans in the informal sector
Presidential Initiative on Skilling the Girl Child	2017	It has an aim of equipping youthful girls with hands-on skills to enable them to create jobs and generate wealth.	Girls and women
Parish Development Model	2022	It is a government strategy or approach for organizing and delivering public and private sector interventions for wealth creation and employment generation at the parish level as the lowest economic planning unit. This will ensure support for more Ugandans to increase their demand for goods and services.	Households that are in a subsistence economy

*"I've heard but I don' really see the impact of this organization. Sometimes the organization merely does it to fulfill a role. There are groups like SACCOs but the KPs do not really benefit from them because when the money comes, the SACCO does not specifically categorize money for KPs, rather they mostly think about themselves because they think that if they include the KPs, they themselves won't benefit". **(FGD respondent – Wakiso)***

*"I heard of them when the LC Chairmen in the village were saying that there are some initiatives that government has brought; first EMYOOGA and then the Parish Model. Some people actually benefited". **(FGD respondent - Arua)***

22 https://mglsd.go.ug/uwep/
23 https://parliamentwatch.ug/wp-content/uploads/2021/07/Presidential-Initiative-on-Wealth-and-Job-Creation-Emyooga0-1.pdf
24 https://www.newvision.co.ug/category/news/presidential-initiative-on-skilling-girl-chil-125755
25 https://theconversation.com/ugandas-new-parish-model-tries-development-from-the-grassroots-177752

The poverty eradication initiatives have been aimed at moving national development planning to the grassroots. Article 176 of Uganda's constitution provides for decentralisation "to ensure people's participation and democratic control in decision making" while the Uganda's Local Government Acts recognises two types of administrative units at sub-county level: parishes and villages. The assumption is that by getting citizens at the lowest administrative levels to identify and assign resources for their own social needs, development can tilt in favour of the poor. The overall aim, is to deepen the decentralisation process, improve household incomes, and increase accountability at local levels.

4.2 Citizens participation in Poverty Eradication Programmes

Citizen's participation continues to capture a centre-stage position in many policies of nations, states and international development agencies in recent years. The common belief is that involving citizens in rural programmes and empowering them have the potential to boost their livelihoods and foster development. As such, many projects in Uganda and other developing countries receive donor funding with a component on integrating the community in their proposals. Participation in Uganda is associated with the decentralisation policy, adopted in 1992. The argument raised in favour of this policy is that it promotes devolution of powers to local government units (LGUs) and popular participation in planning, decision making, and implementation of development projects at the local levels.

While the decentralisation system is regarded as capable of enhancing citizen participation and the process of rural development, the unfolding events over time do not seem to suggest so. Hence, this report also assesses the barriers the LGBTIQ+ Sex Workers Communities go through in accessing and utilising the poverty eradication initiates in Uganda.

4.2.1 Political Patronage

There has been general lack of political commitment on the side of the central government towards effective devolution of powers, which is evident in the continued influence and interference in the functioning of local government units. The growing political culture is that of polarisation, where top central government politicians do not only interfere in local elections, but also frustrate the local

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26 Constitution of the Republic of Uganda, 1995.
27 Local Governments Act Chapter 243
28 Francis, P. & James, R. 2003. Balancing Rural Poverty Reduction and Citizen Participation: The Contradictions of Uganda's Decentralisation Program. World Development, 31 (2).
29 Ibid
30 Crook, R.C. 2003. Decentralisation and Poverty Reduction in Africa: The Politics of Local-Central Relations. Brighton: Institute of Development Studies, University of Sussex .

communities that do not seem to subscribe to the ruling party. This is evident during the election campaign where local leaders that subscribe to the ruling party and the central government officials who are supposed to be nonpartisan openly use government Programmes as campaign tools to benefit those that support the ruling government hence leaving behind and discriminating those who do not support the government.

*There is a lot of politics in these government Programmes which we know of like Parish Development Model, Emyooga among others, you must be attached to the ruling political party and known by the local leaders. Some of us live in Kampala and urban areas due to the nature of our work and also being witch hunted by the local leaders due to the association with the LGBTIQ+ sex work communities hence making us hide away from such initiatives **(FGD respondent Mukono)***

A report by Alliance for Finance Monitoring, a non -government organization monitoring money in politics said that in 2019, the Ugandan Government conducted a country-wide survey that showed that 68.9% of Ugandans were outside the money economy. These Ugandans according to the report were living hand to mouth and yet the Operation Wealth Creation program had been in operation for more than 5 years. The report notes that, a closer scrutiny of many of the poverty alleviation programmes, reveals a pattern of them being designed and implemented in the year running-up to elections or even in the middle of the electioneering period which automatically turns them into political tools at the expense of fighting poverty.

*……For example, Bona Baggagawale (Prosperity for all) was tied to NRM's 2006 campaign promise to transform Uganda into a 'united, stable, peaceful and modern industrial country' but three years down the road, the production was low with food and financial insecurity lurking. **(KI 1 – Local leader, Kampala)***

Certainly, such patronage and influence peddling only work to suffocate local citizen participation, as well as facilitate the alienation of the citizens from the sense of ownership of the people's power.

4.2.2 Access to Information

Under the Access to Information Act 2005, every citizen has a legal right to obtain information, in any form, that is under the control of a government institution. However, the rural citizens tend to have minimal or no access to information concerning the poverty eradication Programmes and hence limited participation and opportunity to influence decisions that affect their lives and localities. This is attributed to failure by local authorities to mobilise the people leading to poor information flow and civic incompetence to interact. The poverty eradication Programmes are based on 4 pillars including information.

……participating wouldn't be bad but there is a problem of lack of information to people. Information is not being passed to the less privileged. People just pass information and it ends in the offices, so it doesn't reach the less privileged like us. **(FGD respondent – Gulu)**

There is very little information available on the extent to which the poverty eradication Programmes are being implemented that can be accessed by the communities both at the central and local governance units.

"………participating wouldn't be bad but there is a problem of lack of information to people. Information is not being passed to the less privileged. People just pass information and it ends in the offices, so it doesn't reach the less privileged". **(FGD respondent – Jinja)**

4.2.3 Civil Society Organisations Engagement

Civil society may be defined as a "third sector," distinct from government and business. In this view, civil society refers essentially to the so-called "intermediary institutions" such as professional associations, religious groups, labour unions, citizen advocacy organisations, that give voice to various sectors of society and enrich public participation in democracies and developmental Programmes (Civil Society International, 2003). Civil Society Organisations (CSOs) play a key role in promoting inclusive social, economic and political development by acting as alternatives to a state apparatus. CSOs are often seen as advocates of the poor through their participatory and citizen-driven approach that has the potential to deliver bottom-up approaches to development. The prominence of civil society is to a large extent grounded in their ability to enhance collective action. CSOs promote collective action by increasing opportunities for interaction, networking and consensus-building among citizens. In Uganda, Civil Society Organisations are viewed as service providers involved in the provision of a variety of public services such as health, education services among others and advocating for the rights of marginalised groups in society. Not only do CSOs complement the state in service provision, they also engage citizens to meaningfully participate in government Programmes.

"……we are partly to blame. Our focus is dependent on the donor needs as our implementation is based on the projects that we get, where most of them are focused on health and human rights advocacy and

31 https://parliamentwatch.ug/blogs/is-government-failing-its-programmes/
32 The New Poverty Agenda in Uganda: Anne Mette Kjaer and Fred Muhumuza DIIS Working Paper 2009:14
33 Bebbington, A., J. (2004), NGOs and uneven development: Geographies of development intervention. Progress in Human Geography, 28(6),725-745.
34 Putnam (1993).
35 https://www.kas.de/documents/280229/280278/Reality+Check+11+Civil+Society.pdf/c17c76f7-e3d5-40d4-a5e8-fc8af1107a5b?t=1580718867580
36 Banks, N., & Hulme, D. (2012). The role of NGOs and civil society in development and poverty reduction, BWPI Working Paper 17.

service provision. This has a history due to bad policies the have has that discriminate the Key populations" **(KI -2 CSO Executive Director Mbarara)**

However, it has been observed that few Uganda's civil society organisations (CSOs) working the marginalised groups/communities including the LGBTIQ+ sex workers have not been able to successfully galvanise their constituencies to participate effectively in the poverty eradication Programmes.

..... We only have economic empowerment Programmes in our organisations but these are not related to the ones we hear are for government like this current one the Parish development Model. Our Programmes are about learning how to bake bread, making soap among others......." **(FDG respondent, Mbale)**

"Not all of them. Some have tried, but you know the politics around LGBTIQ organizing. So sometimes also these government opportunities are limited. We all know that when it comes to LGBTIQ organizing, so I think that's why they are not so much into that. And also the problem of registration". **(KI-3 Program Manager CSO Masaka)**

It may be argued that the current failure of organisations working for the marginalised groups to initiate and engage conversations with the government on inclusivity and participation in the implementation of the poverty eradication Programmes.

".......yes, there is an organization I know, that is Trans Youth Initiative Uganda. They've tried to lobby for government funds to help out LGBTIQ+ persons, most especially inclusiveness in sports". **(FGD respondent – Kampala)**

"I've heard but I don' really see the impact of this organization. Sometimes the organization merely does it to fulfill a role. There are groups like SACCOs but the KPs do not really benefit from them because when the money comes, the SACCO does not specifically categorize money for KPs, rather they mostly think about themselves because they think that if they include the KPs, they themselves won't benefit". **(FGD respondent – Wakiso)**

4.2.4 Legal and Policy Landscape

Uganda's legal framework is governed and informed by both international and domestic laws. This comprises of international law instruments that Uganda is a state party to and laws enacted by Uganda's Parliament. Thelegal system jointly presents both opportunities and challenges for LGBTIQ+ sex workers in terms of the human rights framework and existing penal laws respectively.37 Although Uganda's

Constitution of 1995 incorporates extensive human rights guarantees and protections, section 145 of the Penal Code Act still maintains the colonial criminalisation of carnal knowledge against the order of nature. This provision, coupled with a 2005 Constitutional amendment which prohibits same sex marriages, provides a justification for the legal and social persecution, marginalisation and discrimination of LGBT people.38 Sex work continues to be criminalized under section 138 and 139 of the Penal Code Act and recently under the Sexual Offences Act 2021, punishable with up to seven years imprisonment. Over a decade, a number of laws, beyond criminal provisions, have been enacted which impact upon the rights of sex workers. These include the Anti-Pornography Act 2014, the NGO Act 2016, the HIV/AIDS Prevention and Control Act 2014 and the Sexual Offences Act, 2021, whereas regarding LBTIQ+, the Penal Code Act remains the most problematic law.

Subsequently, the LGBTIQ+ sex workers face numerous socio-economic difficulties including arrests, imprisonment and prosecution, stigmatisation, exploitation, lack of protection, limited access to public services and vulnerability to sexually transmitted diseases. Since these acts are prohibited, the LGBTIQ+ sex workers battle to find legal remedies, support and services to aid them when their rights are violated and this impacts on their wellbeing and inclusivity in government poverty eradication Programmes.

"What I think should be done might not be possible now. Why? Because right now, the thinking even in government is that the LGBTIQ+ and sex worker communities are illegal, in society. Such discrimination is still strong. But if it was legal and allowable, there would be no programming that LGBTIQ+ sex worker communities would not benefit from". **(KI -5 Head Programmes CSO-Mbale)**

"To my thinking, I am pretty sure that the LGBTIQ+ members can be included in those programmes, after all they are by the government and they are there to chase away poverty and all that….." **(FGD respondent – Mukono)**

During the parliamentary update on the Presidential Initiative on Wealth and Job Creation (EMYOOGA) during the 10th Parliament of Uganda on 6th August 2020, the Minister of Finance, Economic Planning and Development presented 18 categories of enterprises and special interest groups to benefit from the program that included: 1) Boda Boda, 2) Women Entrepreneurs, 3) Carpenters, 4) Saloon Operators, 5) Taxi Operators, 6) Restaurant owners, 7) Welders, 8) Market Vendors, 9) Youth Leaders, 10) Persons with Disabilities, 11) Produce Dealers, 12) Mechanics, 13) Tailors , 14) Journalists, 15) Performing Artists, 16) Veterans, 17) Fishermen, and 18) Elected local leaders. This clearly indicated that the Key Populations is

37 Legal regulation of sex work in Uganda: Exploring the current trends and their impact on the human rights of sex workers: HRAPF, 2016
38 Human rights abuses and violations against Lesbian, Gay, Bisexual and Transgender (LGBT) persons in detention and imprisonment in Uganda: A case study of Kampala, 2019

not a priority to government under the poverty eradication Programmes

"Government should create a fund that is non-discriminatory, so I ask that the government should create a special fund for them directed specifically towards the KPs; the government could invite them, organize them and then give them money to develop their lives. KPs are very many and they don't have jobs, and sometimes they even fear to be seen accessing these programmes; to line up and register for them. What I ask that the government calls them and assesses what KPs can do, and then give them funds". **(KI-4 Team Leader CSO Wakiso)**

"………yes, they can benefit from them because first, they are Ugandans and every Ugandan has a right to use what the government puts in place. And remember sometimes KPs are discriminated against in some jobs. So it's better that when the KP benefits from such government programmes, they can create their own jobs, instead of going to look for a job which they won't be given". **(FGD respondent – Iganga)**

"The first thing is that the government does not really care about the LGBTIQ+ community. In fact, if someone identifies as part of the LGBTIQ+ community, such a person can even be chased from the job. In fact, they are chased at once. But for NECO (sex workers) who engage with the opposite sex, they are more likely to benefit from government funding". **(FGD respondent – Kampala).**

The enabling environment is primarily influenced by the existing structural, social and legal barriers that criminalize the lifestyles and behaviours. Therefore, there is a need to create an enabling environment for inclusivity and facilitating delivery of services to SWs and LGBTIQ+ communities.

4.3 Lived Realities of LGBTIQ+ Sex Workers

The study established that LGBTIQ+ Sex workers like any other human being have a life to live and face un seen challenges in their day to day lives as highlighted below: -

LGBTIQ+ Sex workers find it difficult to compete with the general public in accessing and utilising poverty eradication programmes due to stigma and discrimination. They are still looked at as outcasts and therefore discriminated against and isolated within the communities they live. Such stigma and discrimination has led the LGBTIQ+ Sex workers not to focus and follow-up on government programmes, further complicating their wellbeing and vulnerability status.

"Because there's a lot of discrimination among us the KPs. Because now if they see that you are a KP, they don't value you". **(FGD respondent – Masaka)**

"The experience was quite bad because they discriminated me after finding out that I am part of the LGBT

community". (FGD respondent – Jinja)

The assessment established that LGBTIQ+ Sex workers are criminalised in Uganda hence being viewed as criminals and social misfits in the society especially where they have been convicted and sentenced. It's really difficult for LGBTIQ+ Sex workers to re integrate with in the society after serving their sentence in prison because they are still seen as criminals in the eyes of the public.

"Arrested sex workers are usually charged with a host of offences under the Penal Code such as prostitution, living on the earnings of prostitution, being idle and disorderly and being a rogue and vagabond. It is only upon paying bribes or offering sex that they are released.

"Arrests of LGBT persons are usually characterised by violence, chaos and abuses unleashed on LGBT people by police officers. An example of the arrest of 125 persons from Ram Bar Kampala in 2019".

".....LGBTIQ+ persons face various violations arising out of the reason for their arrest, and they without any evidence to support, They are usually arbitrarily arrested these arrests. They are also arrested for committing offences not related to their sexual orientation or gender identity".

The assessment clearly points to the need to create more awareness and information sharing to the LGBTIQ+ sex workers communities about the government initiatives for poverty eradication. There is little information and knowledge about the programmes. The organisations working for these communities should take an initiative to engage the government and the relevant authorities for credible information about the programmes. The programmes are there but the communities don't have the necessary information for them to benefit.

"I've heard but I don' really see the impact of our organizations about government poverty eradication programme. Sometimes our organization main focus is on health advocacy with less focus on economic empowerment. We don't have enough information about the programmes like Parish Development Model".
(FGD respondent – Wakiso)

The general public in Uganda is equally hostile towards LGBTIQ+ Sex workers communities. This is further escalated by un conducive legal and policy environment as the general public thinks these communities don't deserve to be provided any socio-economic services or benefit from the poverty eradication programmes.

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39 https://www.finance.go.ug/sites/default/files/press/Hon.%20MSFPED%20Statement%20on%20EMYOOGA-1.pdf
40 Amnesty International 'We are not criminals, we are people; a Ugandan sex worker tells her story' 26 May 2016
https://www.amnesty.org/en/latest/news/2016/05/bad-black-sex-workertestimony-Uganda/
41 https://www.hrw.org/news/2019/11/17/uganda-stop-police-harassment-lgbt-people
42 https://hrapf.org/index.php/resources/research-re-ports/156-the-impact-of-the-legal-and-policy-framework-on-access-to-justice-for-transgenderpersons-in-uganda/file

5.0 CONCLUSION AND RECOMMENDATIONS

5.1 Conclusions

For three decades now, the country has undergone several plans, Programmes, projects, and models over the last 30 years, aimed at boosting the economic development journey, with varying levels of success, according to the reviewed literature and respondents of the study. These Programmes are aimed at lifting as many people out of poverty as possible.

The assessment study established that there is a wide gap between the rhetoric and the reality of citizen participation in implementing poverty eradication Programmes. Whereas several strides have been made by the government of Uganda, the politicisation of the government Programmes has taken a centre stage as the local leaders are steadily losing their grip on deepening citizen participation, because they continuously play a local-agent role to the central government in a patronage-like fashion.

The study established that despite having CSOs advocating for the health and rights of LGBTIQ+ Sex workers communities, they have no targeted Programmes to empower their communities through information sharing and capacity enhancement to meaningfully engage and participate in the implementation of the poverty eradication Programmes.

The legal and policy environment is not all that conducive for LGBTIQ+ Sex workers to organise in groups, to access and utilise the poverty eradication Programmes in Uganda. The policies and laws are restrictive and prohibitive towards sex work and LGBTIQ+ activities. Uganda hasn't yet embraced the concept of leaving no one behind in initiating and developing poverty eradication Programmes hence making it hard for the LGBTIQ+ sex workers to organise and benefit from the Programmes.

There are no deliberate efforts from the LGBTIQ+ Sex workers communities in embracing poverty eradication Programmes in Uganda. There is self-inflicted stigma among the community members because of the assumption that they are stigmatised and discriminated by the general public. Thus, leading to less or non-involvement in government Programmes

5.2 Recommendations

The assessment study results suggest to the following specific recommendations;

As a strategy to mobilise all the citizens without stigma and discrimination, the government should initiate sound dissemination strategies of the poverty eradication Programmes and opportunities through the mass media, and in the local languages. Doing this helps communities to be knowledgeable about the Programmes and benefits, and they can be encouraged to organise and access the services in their communities. Through this dissemination, the purpose of these Programmes should be made clear, to prevent political interference and manipulation in particular.

Scale up advocacy and coordination initiatives among the CSOs working for the LGBTIQ+ Sex workers and engagement with government sectors to support socio economic interventions for the communities. This can be done through the establishment of coalitions championing poverty eradication agenda for the communities.

Government of Uganda, particularly the responsible ministries to work with Civil Society organizations working for the Key Populations in identifying the marginalised groups to have inclusive policy frameworks and guidelines informing the implementation of the poverty eradication Programmes in Uganda.

To respond to stigma and discrimination against LGBTIQ+ Sex workers in the society, there is need for capacity building for communities, local leaders, government technocrats heading the poverty eradication Programmes, Government Ministries and Development Agencies managing these Programmes.

Government of Uganda should effectively meaningfully engage CSO organizations working with LGBTIQ+ sex workers in the programming stages (designing stages and introduction) of such government Programmes before implementations to see how these communities can also benefit from them.

Empowering LGBTIQ+ sex workers communities with information and knowledge through capacity building initiatives about the value of these government Programmes, when and where to access them. The capacity building sessions should include the responsible government agencies implementing the Programmes.

There is a need for a harmonized approach to the SWs and LGBTIQ+ situation in Uganda; rather than push for specific community categories, CSOs should join hands and efforts to ensure all Key Population categories are advocated for in equal measure if the government is going to consider involving them at the initial planning stages for the poverty eradication Programmes

Fund more research or assessments beyond the health and Human Rights focus to generate evidence for government and relevant development partners to consider socio-economic interventions for the Key Population communities in Uganda.

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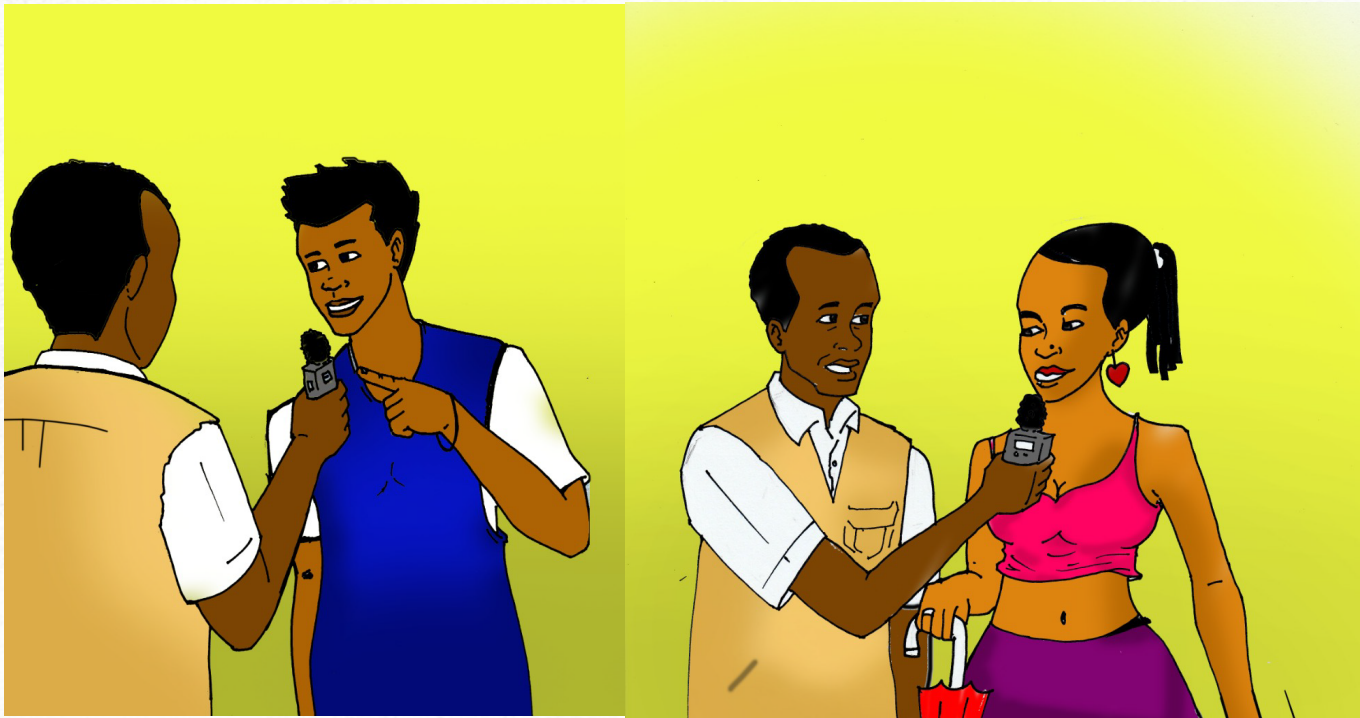
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Focus Group Discussion (FGD)

Interviews

7.0 ANNEXES

Field Questionaires

Assessment on the barriers towards Access and Utilisation of Government Programmes among LGBTIQ+ and Sex Workers Community in Uganda

TOOL: Focus Group Discussion for LGBTIQ+ and Sex Workers in Uganda

Information Needs	This tool will help us map the knowledge of LGBTIQ+ and Sex Workers on government poverty eradication Programmes
Source	LGBTIQ+ and Sex Workers

FDG Characteristics			
Facilitators Name		*Date of FGD*	
		Position	
		Time started the FGD	
		Time ended the FGD	
Venue of FGD			

Themes	*Questions*
Introduction	My name is_____, I will be facilitating the discussion today. Would you like to share your names?
	Good day, I am a researcher conducting a study assessing the barriers towards access and utilization of government Programmes among LGBTIQ+ and Sex Workers Community in Uganda. *The assessment aims* To map and identify government poverty eradication Programmes in Uganda To determine the level of engagement of LGBTIQ+ and Sex Workers in implementing government Programmes.

	Identify the barriers towards access and utilization of government Programmes. Suggest recommendations towards involvement of LGBTIQ+ and Sex Workers in implementing government Programmes. Participation is entirely voluntary, and a decision to withdraw from the study without giving a reason, will not affect you in any way. The information we collect will only be seen by our research team and your names and identities will be removed from any data shared for our research findings when they are presented. Before we begin, I would like us to agree as a group, that nothing that a participant brings up within these walls will be discussed with someone who is not in this group. We all have to keep the information disclosed during this discussion confidential. I will now start the recording unless anyone raises their hand? (Pause) *(1) No hands raised, consent obtain* *(2) Hands raised (consent NOT obtained)* [DELAY RECORDING, ANSWER ANY QUESTIONS OR ALLOW PARTICIPANT TO WITHDRAW]
1.	Are you aware of any government development Programmes designed to eradicate poverty? If yes (1a) if no (2)
1a.	How did you get to know about these Programmes?

1b.	Can any of you name the Programmes you know in 1a above?
	
	    1. ……………………….
	
	    2. ……………………….
	
	    3. ………………………..

2.	Have you been a beneficiary of any of the Programmes mentioned in (1b) above?

2a.	If Yes, can any of you share the experience of being a beneficiary of the Programmes?
2b.	If No, please explain?
3.	Do you think that the government poverty-eradication Programmes are inclusive of members of the LGBTQ+ OR historically marginalized and oppressed groups? Please explain; If yes continue to 3a, if no go to No 4.
3a.	How are they inclusive
4.	In your opinions, are there CSOs/CBOs working for and on behalf of LGBTQ+ sex 2workers to access the government Programmes? If Yes, continue to 4a, if no go to No 5
4a.	What are these CSOs/CBOs?
5.	Why are CSOs/CBOs not working for and on behalf of LGBTQ+ and sex workers to access the government Programmes?
6.	In your opinions, what recommendations would you give to have meaningful community engagements in the implementation of the Programmes?
7.	Any other thing you would like us to know about LGBTQ+ and sex workers community in participating in the implementation of the Programmes?

We have come to end of this discussion; we thank you for taking time to participate in this focus group discussion.