Women in Development (WID)

WID is a concept, which denotes an approach that advocates for women targeted interventions within the mainstream of development so as to improve their condition.

Gender and Development (GAD) is an approach that affirms and supports women's equal role in development. It also questions the direction of development, advocates for structural transformation, and insists on the transformation of gender relations. GAD does not mean a de-emphasis on women, rather its goal is women's empowerment and equality of women and men in the reproductive as well as productive spheres.

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Acronyms and Abbreviations

BFP	-	Budget Framework Paper
BPfA	-	Beijing Platform for Action
CBO	-	Community Based Organisation
CD	-	Community Development
CEDAW	-	Convention on the Elimination of all Forms of Discrimination Against Women
CMES	-	Community Mobilization and Empowerment Strategy
COMESA	-	Common Market for Eastern and Southern Africa
CSO	-	Civil Society Organisation
DRB	-	Domestic Relations Bill
DWD	-	Directorate of Water Development
E.O.C	-	Equal Opportunities Commission
EAC	-	East African Community
EC	-	Electoral Commission
EPRC	-	Economic Policy Research Centre
FAWE	-	Forum for Women Educationists
FLS	-	Forward Looking Strategies
FPAU	-	Family Planning Association Uganda
GAD	-	Gender and Development
GDP	-	Gross Domestic Product
HRM	-	Human Resource Management
ICPD	-	International Conference on Population and Development
IDPs	-	Internally Displaced Persons
IGAD	-	The Intergovernmental Authority on Development
IMF	-	International Monitary Fund
JLOS	-	Justice, Law and Order Sector
L/MTEF	-	Long and Medium Term Expenditure Frameworks
LG	-	Local Government
LGBFP	-	Local Government Budget Framework Paper
LGDP	-	Local Government Development Programme
M&E	-	Monitoring and Evaluation
MAAIF`	-	Ministry of Agricultural, Animal Industry and Fisheries
MDG	-	Millennium Development Goals
MEMD	-	Ministry of Energy and Mineral Development
MFPED	-	Ministry of Finance, Planning and Economic Development
MGLSD	-	Ministry of Gender, Labour and Social Development
MoD	-	Ministry of Defence
MoES	-	Ministry of Education and Sports

and equity budgeting does not produce a separate budget but is an analytical tool applied to mainstream budgetary processes.

Gender based discrimination, is a distinction made on the basis of sex, race, religion, disability, etc. This leads to exclusion of groups people and individuals and/or preference being given to others.

Gender mainstreaming, is a conscious approach of an organisation to take into account gender equality concerns in all policy, programme, administrative and financial activities as well as organisational structures and procedures.

It's based on a political decision to work towards and finally achieve the goal of gender equality within the organisation thus contributing towards gender equality in the respective society.

It involves applying a variety of measures, providing resources (financial, human, time, information) and ensuring a process of learning and transformation.

Gender responsive, is the ability of an individual or agency, to take into account the social relations of women and men as well as differences in their needs in any undertaking or decision.

Gender sensitivity, is being conscious of the different situations and needs of women and men, throughout the decision-making process. It entails the ability to recognize the differences in perception and interests between males and females arising from their different social position and different gender roles.

Women's Empowerment, is the process of enhancing women's capacity to take charge of their own development, the process involves enabling women to make their choices, have a say in decisions that affect them, ability to initiate actions for development, change in attitudes, and increased consciousness of equal access to and control of resources and services in order to take charge of their opportunities.

socio-cultural, economic and political development. It can be captured in three dimensions equality in capabilities as in education and health levels; opportunities to utilize capabilities to earn incomes and live to full potential; and agency which is the ability to influence outcomes.

Gender Equity, is fairness and justice in the distribution of resources, benefits, and responsibilities between men and women, girls and boys in all spheres of life.

Gender Issue, is a point of gender inequality that is undesirable and requires intervention. It results from some form of gender discrimination or oppression. A Gender issue arises when there is inequality, inequity or differentiated treatment of an individual or a group of people purely on the basis of social expectations and attributes.

Gender relations, are principally about power. The term gender relations refers to those dimensions of social relations that create differences in the positioning of women and men in social processes. Through gender relations, men are often given greater capacity than women to mobilize a variety of resources and cultural roles. Gender relations consist of social distribution of space, the norms governing the space, and the social, political and economic rights. Hence, gender relations entail the ways in which a culture or society defines entitlements, responsibilities and identities of men and women in relation to one another.

Gender Identity, is our own conception of being male or female and of the roles that we consider should accompany that conception of ourselves. This conception often arises from our individual attributes, as well as society's definition of one's conduct, roles, perceptions and expectations. Gender identity is strongly based on the cultural set up of specific societies. One can be identified with either a masculine identity or a feminine identity.

Gender and equity budgeting, is a type of resource allocation that includes analysis of public revenues and public expenditures from a gender and equity perspective. This means that the budgetary implications for, and impacts on, women and girls, compared to men and boys, are considered. Gender

MoH	-	Ministry of Health
MoJCA	-	Ministry of Justice and Constitutional Affairs
MLH	-	Ministry of Lands, Housing and Urban Development
MoLG	-	Ministry of Local Government
MoPS	-	Ministry of Public Service
MSSC	-	Multi-Sectoral Steering Committee
MTTI	-	Ministry of Tourism, Trade and Industry
MWHT	-	Ministry of Works and Transport
MWE	-	Ministry of Water and Environment
NAADS	-	National Agricultural Advisory Development Services
NARO	-	National Agricultural Research Organisation
NCDC	-	National Curriculum Development Centre
DDP	-	District Development Plan
NEMA	-	National Environment Management Authority
NEPAD	-	New Economic Partnership for African Development
NGO	-	Non-Government Organisation
NIMES	-	National Integrated Monitoring and Evaluation Strategy
NPA	-	National Planning Authority
NUDIPU	-	National Union for Disabled Persons of Uganda
OCHA	-	Office in Charge of Humanitarian Agencies
OPM	-	Office of the Prime Minister
PEAP	-	Poverty Eradication Action Plan
PMA	-	Plan for Modernisation of Agriculture
PPA	-	Participatory Poverty Assessment
PPA2	-	Second Participatory Poverty Assessment
PSF	-	Private Sector Foundation
RDC	-	Resident District Commissioner
SDIP	-	Social Development Sector Strategic Investment Plan
SME	-	Small Micro Enterprise
SWAPs	-	Sector Wide Approach to Planning
UAC	-	Uganda Aids Commission
UBoS	-	Uganda Bureau of Statistics
UGP	-	Uganda Gender Policy
UHRC	-	Uganda Human Rights Commission
UN	-	United Nations
UNFA	-	Uganda National Farmers' Association
UNFPA	-	United Nations Population Fund
UNHS	-	Uganda National Household Survey
UNICEF	-	United Nations Children Education Fund
UPE	-	Universal Primary Education
UPPAP	-	Uganda Participatory Poverty Assessment Process
WB	-	World Bank

Foreword

The development of a National Gender Policy (NGP) in 1997, and its revision in 2007, confirms the Government of the Republic of Uganda's unequivocal commitment to take actions that will bring about more equal gender relations. The policy will ensure that all Government policies and programmes, in all areas and at all levels, are consistent with the long-term goal of eliminating gender inequalities.

The Uganda Gender Policy is an integral part of the national development policies. It is a framework for redressing gender imbalances as well as a guide to all development practitioners. The aim of this policy is to guide all levels of planning, resource allocation and implementation of development programmes with a gender perspective. The emphasis on gender is based on the recognition that "gender" is a development concept useful in identifying and understanding the social roles and relations of women and men of all ages, and how these impact on development.

The policy gives a clear mandate to the Ministry of Gender, Labour and Social Development and other Line Ministries to mainstream gender in all sectors. It sets priority areas of action at the National, Sectoral, District and Community levels. The ultimate objective of this policy, therefore, is to evolve a society that is both informed and conscious of gender and development issues and concerns. Indeed sustainable development calls for maximum and equal participation of both men and women in economic, political and social cultural development.

Since the National Gender Policy came into force, it has institutionalised gender as a key concept in development work. We have noted over the years that in the beginning we were mostly concerned with dialogue, advocacy and sensitisation.

Sex roles, arise from the biological differences between women and men and cannot be changed. Pregnancy is an example of a sex role for women, as only women have the ability to bear children.

Gender roles, are the socially constructed and defined responsibilities for example, child rearing is a female gender role rather than a female sex role as it can be done equally by men or women. Unlike sex roles, gender roles are not universal and differ in different places and from time to time. They are also changeable and interchangeable.

Gender Division of Labour, is the allocation of different tasks, responsibilities and activities to women and men in households, communities and society considered socially and culturally appropriate. Gender roles arise from gender division of labour.

Gender Needs, are requirements that arise from people's positioning in society, determined by the socially constructed attributes. Gender needs are normally classified as either practical or strategic.

Practical Gender Needs, (PGN) are the immediate requirements for addressing an existing problem related to socially ascribed roles and responsibilities. If these were met, the lives of women and/or men would be improved without changing the existing gender division of labour or challenging women's subordinate position.

Strategic Gender Needs, (SGN) arise out of the analysis of women's position relative to that of men. If SGN are addressed, the existing relationship of unequal power between men and women is transformed. Intervention at the level of SGN challenges the existing gender division of labour and the position of men relative to that of women. In the Ugandan context, intervention at the level of SGN may include promoting women's ownership of land.

Gender equality, is the ability of men and women, boys and girls to enjoy the same status and have equal opportunity to realise their potential to contribute to

assessing progress and impact of service delivery on women and men at local level. The development of local government plans and budget frame work papers too, provide key entry-points for strengthening M&E of gender equality, in line with this policy.

8.5   Data collection systems

The collection, analysis, reporting and dissemination of data and information through the already established periodic surveys, censuses, participatory poverty assessments and other related activities as well as sector MIS are critical entry points and opportunities for generating gender and sex disaggregated data and information for M&E on gender equality.

9.0   TIME FRAME OF THE UGP

The time frame for the UGP shall be 10 years (2007-2017). A mid-term evaluation of the policy will be carried out within the fifth year of implementation. Terminal and ex-post evaluations will also be conducted as appropriate.

Glossary

Affirmative Action, refers to preferential treatment measures for redressing inequalities or imbalances in accessing resources, power or opportunities. It is a commitment, but of temporary nature.

Gender, is the social and cultural construct of roles, responsibilities, attributes, opportunities, privileges, status, access to and control over resources and benefits between women and men, boys and girls in a given society.

Sex, refers to biological characteristics that make an individual male or female. Sex differences are God given, universal and unchangeable.

In the first days we had to negotiate and persuade stakeholders for more integration of women into the development agenda. Later we moved on to documentation, capacity building, organizing and reorganizing the National Machinery for gender mainstreaming and women's advancement. The recent past has been a time of re-examining strategies and moving towards gender and development. Today, gender mainstreaming is no longer optional but an obligation. This is exactly what the National Gender Policy has provided for the last ten years.

This policy makes gender responsiveness mandatory for development practitioners. In addition it provides an appropriate entry point for those who always say, "we do not know how to engender our programmes". For this category of development workers, my Ministry will provide technical guidance and back up support. This shall include promotion of gender analysis and planning skills among all relevant sections, in order to build their capacity to identify, analyse and implement gender responsive programme interventions.

The initiative taken by my Ministry to appraise the effectiveness of the National Gender Policy is indeed in the right direction. The national development process in Uganda has not been static. The adoption of a Poverty Eradication Action Plan and the Decentralization Policy are major policy shifts that warranted the revision of NGP. This Policy therefore makes clear links to all major policy initiatives in Uganda.

The challenge ahead of us, therefore, is to ensure that we build on the best practices and measures articulated in this policy so as to achieve gender equality for women and men in Uganda. As we move forward, we now need to keep the gender mainstreaming process on track in order to accelerate the pace towards achieving our gender equality targets.

Syda N. M. Bbumba (MP)
Minister of Gender, Labour and Social Development

1.0:   BACKGROUND

1.1   Introduction

The Government of Uganda's first National Gender Policy (NGP) was approved in 1997. The policy provided a legitimate point of reference for addressing gender inequalities at all levels of government and by all stakeholders. The major achievements of this policy include among others, increased awareness on gender as a development concern among policy makers and implementers at all levels; influencing national, sectoral and local government programmes to address gender issues; strengthened partnerships for the advancement of gender equality and women's empowerment and increased impetus in gender activism.

There are however, emerging development issues that have necessitated the revision of the policy. These include among others, government's emphasis on accelerating economic growth; poverty eradication; sector-wide approach to planning; effective service delivery through decentralization; privatisation; public-private-partnership and civil service reforms.

These emerging developments present new opportunities and challenges in pursuit of gender equality and women's empowerment. To this end, the policy has been designed to guide and direct at all levels of planning, resource allocation and implementation of development programmes with a gender perspective. The priority areas of focus are, improved livelihoods, promotion and protection of rights, participation in decision-making and governance, recognition and promotion of gender in macro-economic management.

- Proportion of businesses registered by type and sex of owners/promoters.
- Adult literacy rate by sex and location.
- Proportion of girls in leadership positions by level

8. 0   ENTRY POINTS AND OPPORTUNITIES

8.1   The Poverty Eradication Action Plan (PEAP) 2004/05 - 2007/08

PEAP monitoring provides a strategic opportunity and entry point for assessing progress in the promotion of gender equlity across sectors and levels. This requires that established mechanisms, indicators and benchmarks for tracking PEAP performance institutionalise reporting on gender outcomes and impacts.

8.2   The National Integrated M&E Strategy (NIMES)

The NIMES coordinated by the Office of the Prime Minister (OPM) is a framework for harmonizing sectoral M&E systems to reduce duplication of efforts and enhance timeliness, quality of data generated and actual use of M&E information by decision makers. Monitoring and evaluation of the UGP shall be aligned to and integrated within this framework.

8.3   Sector Investment Plans and Budget Framework Papers

Development and review of Sector Investment Plans, Ministerial policy Statements and Budget Framework Papers provides opportunities for strengthening M&E of gender equality, in line with this policy. Sector Management Information and M&E Systems are therefore critical entry points. Equally important entry points for reporting on progress by sectors in addressing gender inequality are the periodic sector reviews and the public expenditure review.

8.4 Local Government Development Plans, Programmes and Budgets

The local government assessment processes conducted annually as well as the Joint Review on Decentralisation (JARD) present an opportunity for

7.0:   MONITORING AND EVALUATION

Gender issues cut across all development sectors and levels. Therefore assessment of progress, outcomes and impact of interventions to address gender inequality is a shared responsibility for all development actors and agents. However, MGLSD shall be responsible for coordinating M&E of the UGP within the overall government monitoring systems and frameworks. The ministry will act as a catalyst to other sectors on gender responsive monitoring. Process and output indicators shall be periodically designed and reviewed within the Action Plan for the implementation of this policy. Key entry points and opportunities for linking the UGP monitoring and evaluation into existing M&E system is outlined below;

7.1   Overall Evaluation indicators

The following overall indicators, among others, will be used to assess the extent to which the purpose of the policy is achieved as well as evaluate impact of the policy on gender equality and women's empowerment.

- Proportion of population below the poverty line by sex of household head.
- Proportion of women in decision-making by sector and level.
- Proportion of population accessing justice by sex.
- Percentage of population accessing public services by sex, sector and location.
- Maternal Mortality Ratio.
- Proportion of girls completing formal education by level.
- Incidence of gender based violence by region/location.
- Proportion of population with registered land by sex and location.
- Proportion of population accessing and utilizing credit schemes sex and industry.

Gender is the social and cultural construct of roles, responsibilities, attributes, opportunities, privileges, status, access to and control over resources and benefits between women and men, boys and girls in a given society.

1.2   Legal and Policy Context

The Constitution of the Republic of Uganda provides overall legal frame work for the Uganda Gender Policy (UGP). It recognizes equality between women and men. Specifically, it provides for gender balance and fair representation of marginalised groups; recognises the role of women in society; accords equal citizenship rights, freedom from discrimination, affirmative action in favour of women; and articulates specific rights of women including outlawing customs, traditions and practices that undermine the welfare, dignity and interests of women.

The Poverty Eradication Action Plan (PEAP), the overarching national planning framework, guides public actions to eradicate poverty. The Uganda Gender Policy is an integral part of the national development process. This, therefore, provides a firm foundation for the PEAP implementation to be based on gender responsive strategies. Sector Wide Approaches to planning (SWAPs) and the Medium Term Expenditure Framework (MTEF) as mechanisms for PEAP implementation, have the potential to enhance gender focused programming, gender and equity budgeting so that national and local government interventions, expenditures and services benefit both women and men. The UGP contributes to achieving the national vision and aspirations as espoused in Uganda's Vision 2025.

The Policy is in conformity with regional and global obligations on gender equality and women's empowerment that Uganda is party to. At the regional level they include: The East African Community (EAC) Treaty (2000), The Common Market for Eastern and Southern Africa (COMESA) Gender Policy (May 2002), The Protocol on the Rights of Women in Africa (July 2003), the Inter Government Authority on Development (IGAD) ,Gender Policy and Strategy (July 2004), The New Partnerships for African Development (NEPAD) through its programmes which is expected to enhance women's human rights through the application of Social Development indicators and The AU Heads of State Solemn Declaration on Gender Equality (July 2004).

The global level instruments include: The Convention on Elimination of All Forms of Discrimination Against Women (CEDAW, 1979) and its Optional Protocol (adopted October 1999 entered into force December 2000), The Beijing Declaration and Platform for Action (1995), The Commonwealth Plan of Action on Gender and Development; Advancing the Commonwealth Agenda into the New millennium (2005-2010), The International Conference on Population and Development (1994), The United Nations Declaration on Violence Against Women (DEVAW, 1993), The Millennium Declaration (2000), and the Convention on the Rights of the Child (CRC, 1990).

2.0   Situation Analysis

2.1   Over the past decade, Uganda has made significant progress in the advancement of gender equality and empowerment of women in political, economic and social spheres. This is evidenced by among others: -

Institution	Roles and responsibilities
Equal Opportunities Commission (EOC)	- Promote affirmative action and non-discrimination in the treatment and enjoyment of human rights irrespective of gender and age; - Promote public awareness and acceptance of the equal opportunities and gender equality and treatment in employment and occupation; - Publish and disseminate guidelines for the implementation of equal opportunities and gender equality; - Guide the communities and other organisations on the awareness of acts, practices, usage, customs, tradition or cultures that undermine equal opportunities, gender equality, treatment in employment, education, social and cultural construction of roles and responsibilities in society; - Examine any law, policy, culture, tradition, usage, custom or plan which is likely to impair equal opportunities and gender equality to persons in employment or enjoyment of human rights.

Institution	Roles and responsibilities
Academic & Research organisations	- Undertake research in line with the priorities of the UGP; - Share research evidence on gender to influence policy, planning and legislation; - Build capacity in gender oriented research; - Design training and educational programmes on gender and women's empowerment; - Allocate sufficient resources towards gender related research projects; - Collaborate with MGLSD on matters of gender mainstreaming; - Translate the UGP into organisational policies, projects and activities
National Curriculum Centre	- Mainstream gender into primary, secondary and tertiary syllabus; - Design education programmes on gender and girl child empowerment in schools.
Development Partners	- Be cognizant of and use the UGP in development cooperation partnerships; - Establish appropriate institutional/ donor coordination mechanisms for ensuring gender responsiveness of development cooperation; - Collaborate with MGLSD on matters of gender mainstreaming; - Develop incentives for promoting gender equality and women's empowerment in development cooperation.

- The Universal Primary Education (UPE) programme has increased overall enrollment from 2.7 million in 1995 to 5.3 million in 1997 and to 7.3 million in 2002 with girls constituting 49% (3.6 million); in 2005 it rose to 49.6% (3.6 million) and 2006 it stood at 50% (3.65 million).

- Affirmative action in Public Universities (Makerere University) increased enrolment of girls/females from 23.9% in the academic year 1989/90 to 29.2% in 1990/91 when it was introduced and to 49.5% in 2003/04 and presently 45.2% in 2005/06.

- The Constitution of Republic of Uganda provides for reservation of one seat for a woman member of Parliament for each district and at least one third of local council seats are reserved for women. This has resulted in increased number of women in leadership and decision-making. For example, the proportion of women in local councils rose from 6% in early 1990s to 44% in 2003; noteworthy is that there is only one female district chairperson out of 80. In Parliament, it rose from 18.8% in 1996 to 24.4% in 2003 while in 2006 it rose to 30.4% and in cabinet, from 9.4% in 1996 to 32.8% in 2003 decreased to 19.4% in 2006. In civil service (Permanent Secretaries, Heads of Department and Divisions), women constitute 17.4%, whereas men account for 82.6%.

- Other supportive laws, policies and strategies in place include the Local Government Act (Cap243), the Social Development Sector Strategic Investment Plan, (2003 - 2008), the Community Mobilisation and Empowerment Strategy (2006) and the National Women's Council Act (Cap 318.)

- Overall, there has been declining trend of HIV infection from a peak of 18% in 1992 to 7% in 2005. The percentage of women who are HIV positive are 7.8% as compared to 6.4% of men, among 15-49 year olds, HIV prevalence for females is 12.8% in urban and 6.5% in rural areas.

- Total fertility rate is at 6.7 children per woman. Sixteen percent (16%) of women are married by age 15 and 53% by age 18. (UDHS 2006).

- Sixty percent (60%) of women aged 15-49 years experience physical violence, 39% sexual violence and 16% have experienced violence during pregnancy (UDHS 2006).

- Rural water coverage increased from 54.9% in 2002 to 61% in 2006. Access to safe water and sanitation facilities and appropriate management and utilization are necessary conditions for sustainable development.

- Women's land rights have been recognized in the Land Act (Cap 227) and Land acquisition Act (Cap 226), spousal consent is a requirement on all matters relating to land from which the family derives sustenance.

- The employment status of employed persons aged 10 years and above stands at 89.6% for the self employed, with 84.0% male and 95.3% female in the rural areas and 54.3% for the male and 68.7% female in the urban areas.

- The country's labour force has increased from 9.8million in 2002/03 to 10.9 million persons in 2005/06 representing an annual growth

Institution	Roles and responsibilities
Civil Society Community and Faith Based Organisations	- Translate the UGP into organisational policies, programmes and activities; - Collaborate with MGLSD and local governments on matters of gender mainstreaming; - Advocate for gender sensitive policy formulation and legislation; - Monitor the implementation of international instruments that promote gender equality and women's empowerment; - Participate in Sector Working Groups and local government planning and budgeting processes to advance gender equality; - Develop and implement programmes that address key UGP intervention areas.
Private sector	- Ensure that corporate policies and practices incorporate gender equality principles; - Ensure that essential products, supplies and services are accessible to both women and men, especially the poor; - Provide incentives and support to women entrepreneurs; - Collaborate with MGLSD and other appropriate institutions on matters of gender mainstreaming; - Broaden corporate social responsibility initiatives and interventions that promote gender equality; - Institute and implement Affirmative Action measures.
Media Organisations	- Collaborate with MGLSD on matters of gender mainstreaming; - Translate the UGP into organisational policies, projects and activities-Publicise, inform and educate the public about the UGP; - Promote the positive coverage of women in the media and eliminate gender stereotypes; - Create awareness of the masses about gender equality; - Build capacity for gender sensitive research and reporting; - Expose cases of gender based violence; - Collaborate with MGLSD on matters of gender mainstreaming and women's advancement.

Institution	Roles and responsibilities
Political Organisations / Parties	- Promote gender equality in all political party policies, structures, activities and systems; - Disaggregate data and information by sex and gender where applicable; - Collaborate with MGLSD on matters of gender mainstreaming; - Promote Affirmative Action measures in party structures, processes and mechanisms.
Autonomous government bodies and institutions	- Translate the UGP into institutional specific policies strategies and activities; - Support staff to build capacity in gender analysis, planning and budgeting; - Monitor and evaluate sector programmes for their impact on gender equality; - Commit adequate resources for implementation of gender related activities; - Disaggregate data and information by sex and gender where applicable; - Collaborate with MGLSD on matters of gender mainstreaming.
Higher and lower local government, and administrative units	- Translate the UGP into local government and administrative unit specific strategies and activities; - Build capacity of staff and leadership in gender analysis, planning and budgeting; - Monitor and evaluate local government and other programmes for their impact on gender equality; - Commit adequate resources for implementation of gender related activities; - Disaggregate data and information by sex and gender where applicable; - Collaborate with gender and women's empowerment organisations e.g. Women Councils, CBOs and NGOs on matters of gender mainstreaming and women's empowerment; - Enact gender specific laws and ensure that by-laws enacted redress gender-based discrimination; - Institute and implement affirmative Action measures.

rate of 3.6%. The proportion of females in the labour force remains high though it has declined from 52.6% in 2002/03 to 51.4 percent in 2005/06. The annual growth rate for males (4.4%) is one and half times higher than that of females 2.9%

- Fifty five percent (55%) of Micro Finance Institution (MFI) borrowers are female. Female borrowers constituted a large proportion in commerce (72%), in services (63%), in animal husbandry (60%) and 48% in manufacturing (MFPED, Poverty Status Report 2003);

- Literacy rates increased from 54% in 1991 to 69.6% in 2002. The imbalance emanates from varying levels of enrollment and attandance of education at all levels. 77.4% of the males are literate compared to 62.4% of the females. (2002 Population and Housing Census)

- The Constitution of the Republic of Uganda guarantees equality between women and men before and under the law in the spheres of political, social and cultural life. A number of laws have been reformed to be in line with this constitutional provision. These include; the Local Governments Act (Cap 243), the Land Act (Cap 227), Land Acquisition Act (Cap 226) and National Agricultural Advisory Services Act (NAADS).

- There are existing policies and mechanisms for stimulating economic growth and poverty reduction for both men and women in Uganda. Among these are: The Strategic Exports Strategy, the Plan for Modernisation of Agriculture, the Rural Development Strategy, the Medium Term Competitive Strategy for the Private Sector, the Uganda Public Private Partnership Strategy-(UP3) and the Micro-Finance Outreach Plan.

2.2 Despite the significant progress highlighted above, challenges to attain gender equality still persist. An analysis of the 31% (UBOS 2006) of the population currently living below the poverty line indicates that poverty impacts differently on different groups. The Social Development Sector Strategic Investment Plan (SDIP) indicates that women (33%) tend to be poorer than men (30%). This is more severe for widows (34%) including people living in households, which are headed, by widows. Further, there are an estimated 1.8 million orphans (13% of Ugandan children), Population and Housing Census, (2002). The Social Development Sector Strategic Investment Plan (SDIP) indicates that 41% of boy-orphans and 36% of girl-orphans fall below the poverty line.

2.3 The Participatory Poverty Assessment (2002) reveals that women's inadequate control over livelihood assets such as land, labour, skills and information, networks, technology, and financial capital remains one of the root causes of poverty. For instance although 83% of women are engaged in agricultural production, only 25.5% control the land they cultivate (UDHS, 2001/01). This scenario creates enormous challenges for the women as they are increasingly taking on the burden of family provisioning, thus seriously undermining the sustainability of the household livelihoods. Therefore, gender inequality is a key area that has to be tackled through systemic removal of the constraints to women and men's livelihoods.

2.4 A gender analysis of Uganda National Household Survey (UNHS 1992-2003) data indicates that around 20% of Ugandan households are chronically poor and more than 10% of the poorest households moved into poverty between 1992 and 1999. The analysis further shows that with regards to income poverty, higher proportions of women headed households are chronically poor

Institution	Roles and responsibilities
Ministry of Finance Planning & Economic Development	- Mobilise, allocate and release resources for gender mainstreaming activities; - Ensure that the national planning framework (PEAP) and all other national policies and sector investment plans are gender responsive; - Revise the national/local government planning and budgeting guidelines so that gender mainstreaming and gender targeted activities are given priority and visibility in budgets and are adequately funded; - Monetize the contribution of the care/domestic economy of women's and men's contribution in the national accounts; - Undertake gender audit of sector budgets; - Collect, document and disseminate gender disaggregated data and information where applicable (UBOS) - Ensure that growth and investment policies benefit both women and men; - Collaborate with MGLSD on matters of gender mainstreaming.
Ministry of Local Government	- Ensure that the local government development plans, programmes and budgets benefit women, men, boys and girls; - Monitor gender mainstreaming in local governments to ensure services benefit women, men, boys, girls, people with disabilities and people living with HIV/AIDS; - Collaborate with MGLSD on matters of gender Mainstreaming; - Ensure disaggregation of data and information on local governments by sex and gender where applicable.
Parliament	- Establish appropriate mechanisms to monitor gender equality and equal opportunities; - Review ministerial policy statements and budget frame work papers for their gender responsiveness; - Ensure that all legislation is free from gender based discrimination; - Monitor the implementation of international instruments that promote gender equality and women's empowerment e.g. CEDAW; - Collaborate with MGLSD on matters of gender mainstreaming.

6.1   Institutional Framework Matrix

This matrix outlines the generic roles and responsibilities for institutions at all levels in the implementation of the Uganda Gender Policy.

Institution	*Roles and responsibilities*
Ministry of Gender, Labour & Social Development	- Establish appropriate mechanisms for coordinating gender mainstreaming at the different levels; - Provide technical support on gender mainstreaming to sectors, institutions, local governments, civil society organisations and the private sector; - Set standards, develop gender guidelines, disseminate and monitor their operationalisation; - Provide support to Gender Focal Points, Sector Gender Working Groups and Local Governments with a view to improving their effectiveness; - Coordinate the monitoring and evaluation of the UGP and gender responsive development in the country.
Sector Ministries and Sector Working Groups	- Translate the UGP into sector-specific strategies and activities; - Build capacity of staff in gender analysis, planning and budgeting; - Monitor and evaluate sector programmes for their impact on gender equality; - Commit adequate resources for implementation of gender related activities; - Disaggregate data and information by sex and gender where applicable; - Collaborate with MGLSD on matters of gender mainstreaming.

and move into poverty, and fewer have never been in poverty. Selling assets to avoid moving into poverty is more common in female-headed than in male-headed households.

2.5   Women continue to suffer very high time burdens in pursuing their livelihood strategies. The Uganda Strategic Country Gender Assessment (World Bank 2005) reveals that women work considerably longer hours than men (between 12 and 18 hours a day, with a mean of 15 hours), compared with an average male working day of 8 to 10 hours. Women bear the brunt of domestic tasks, in addition to agricultural and other productive work. The time and effort required for these tasks, in almost total absence of even rudimentary domestic technology, is staggering. This has a negative effect on food security, household income, children's schooling, participation in community life, health, and overall productivity.

2.6   The right to human development encompasses a wide range of entitlements ranging from security of the person, to the ability to access justice. However a number of laws, legal processes and enforcement procedures continue to discriminate against specific categories of women. Gender differences exist in men and women's legal status. This has a bearing on how each enjoys the rights and accesses protection under the law. Critical gender related barriers to access justice, include; substantive law issues relating to gender biased laws (particularly concerning divorce, adultery and defilement) and differences in burden of proof requirements, administration of law issues including physical access, training and orientation of staff and delays in delivery of justice. Other barriers are the low status of women, power imbalances in the household as well as inadequate knowledge and information on legal rights.

2.7   There are significant gender inequalities with regard to the right to property. Land is a critical resource for over 90% of households in Uganda, and women own only 16% of the registered land. (Gender Baseline Study: Land sector, 2004). Apart from a few, economically advantaged, the majority of women have only user rights determined by the nature of the relationship they have with a male land owner - father, husband or brother. A large part of women's contribution at household level tends to be non-monetary and hence does not directly go into what is generally understood as property.

2.8   The right to livelihood for young people has increasingly become an issue of concern. Young women and girls' rights are violated through early marriages, 16% of women are married by age 15 and 53% by the age of 18. The average Ugandan girl gets married at the age of 17 years (UDHS 2006) teenage pregnancy rate is at 34% and women's age for sexual debut is 16.7 years compared to men at 18 years. The UDHS 2006 further reveals that 24% of the girls have had sexual intercourse by the age of 15 and 69% by the age of 18. The right to liveli-hood of young men and boys remains a challenge. Out of school male youth in rural and peri-urban areas are unable to find viable livelihood opportunities, due to inadequate skills, lack of assets and limited options in other lucrative sectors As a result male youth are vulnerable to alcohol, drug abuse and crime. The UGP recognises that gender disparities in rights to property and livelihoods on the part of the youth undermines the future of the country as a whole.

2.9   Regarding health rights, high maternal mortality and morbidity rates remain a challenge. Evidence from the Uganda Demographic and Health Survey (2006) shows that infant mortality is 76 deaths per 1,000 births and under five mortality is 137 per 1,000 births. Similarly, the UDHS 2000/1 puts maternal mortality ratio at 505 per 100,000

The specific strategies shall include:

(a)   Institutionalising gender budget initiatives in central and local government budget cycles;

(b)   Reforming investment regulations and domestic/local revenue generation systems to make them accessible to the poor and vulnerable and protect them from exploitation;

(c)   Building national capacity for mainstreaming gender in macro economic policies.

6.0:   INSTITUTIONAL FRAMEWORK FOR IMPLEMENTING THE UGANDA GENDER POLICY

Implementing the Uganda Gender Policy will be multi sectoral. It is premised in the acknowledgement that the pursuit of gender equality and women's empowerment is a responsibility for all sectors in the development arena. All actors in the public and private sectors have a role to play in the implementation of this policy. Institutions are expected to identify entry points and opportunities for networking and collaboration to ensure synergy and maximum impact in addressing gender inequality. The cross cutting nature of gender implies that the different actors/sectors have the responsibility to finance the gender mainstreaming interventions pertinent to their respective sector. However, some institutions that will play a key role have been listed in the framework below: -

Ministry of Gender, Labour and Social Development has the overall responsibility of spearheading and coordinating gender responsive development, and in particular ensuring improvement in the status of women. In performing this role, the ministry will work within the systems and mechanisms of public policy management.

The specific strategies shall include:

(a)   Formulating and implementing capacity building programmes for women leaders;

(b)   Developing strategies to address discrimination against women in elective and appointment structures and systems of governance;

(c)   Broadening the scope of affirmative action to enhance its effectiveness in reducing gender disparities;

(d)   Developing strategies to address gender inequalties in policies, plans and programmes at all levels.

(e)   Developing strategies to empower the girl child to take up leadership positions in schools and tertiary institutions .

5.4   Gender and Macro-economic Management

The key macro-economic management challenges identified for action include; limited capacity among technocrats to integrate gender into macroeconomics, unequal benefits to women in trade expansion, low representation of women informal employment, discrimination of women in labour markets, the lack of markets, prohibitive regulatory and administrative requirements for business registration and public tendering and the insufficient reflection of women's care activities in the system of national accounts. Government is committed to tackling these challenges by addressing gender inequalities in macro-economic policy formulation, implementation and evaluation.

live births.The high total fertility rate at 6.9 has a bearing on the rapidly increasing growth rates (3.3%) per annum, which in turn has negative consequences on provision of health services for women and increases the dependence ratio. The high incidence of teenage pregnancies is associated with high risks to health and life of both mother and child. As a signatory to the International Conference on Development and Population (ICDP) (1994) Government is committed to promotion of sexual and reproductive health rights by putting gender relations at the centre of health and population interventions.

2.10   Gender based violence in its various forms (domestic violence, sexual harassment, trafficking, rape and defilement) is a critical concern. UN data reveals that more than 40% of Ugandan women have suffered domestic violence. The 2006 Uganda Demographic and Health Survey indicates that 60% of women and 53% of men aged 15-49 years experience physical violence, 39% of the women sexual violence while 16% experience violence during pregnancy. 48% of ever married women reported physical violence by their husband or former husband. Violence against women has serious consequences for their mental and physical well being including reducing their productivity. Gender based violence intensifies in situations of armed conflict. There are 1.5 million IDPs in Uganda, 80% of whom are women and children (PEAP 2004). Conflict has a differential impact on women and men, with critical gender specific (often grave) consequences for women. Ending conflict and insecurity is a key land mark in the achievement of gender equality.

2.11 Education and literacy are key human development indicators. Historical factors have hindered women's enjoyment of their right to education and literacy. According to the Uganda Population and Housing Census (2002) the current illiteracy rate for Uganda is 32%. However, sex disparities still exist with 23.6% of the males being illiterate compared to 37.6% females who are illiterate. The illiteracy rate for persons with disabilities is estimated at 63%. Adult literacy services currently reach only 4.3% of the non-literate adults with men attendance and participation being much lower due to the socio-cultural perception and misconception that men ought to be educated. There are persistent disparities in formal education attainment by socio-economic, region as well as by gender. Strategies to increase men's involvement and participation in adult literacy programmes need to be developed.

2.12 Some cultural norms and values often condone gender discrimination. Combined with low levels of education and limited access to information, norms and values instil fear on the part of the victims of abuse. As a result, abuse of rights continues and becomes socially " acceptable." Extensive legal literacy will be necessary in order to change gender discriminatory values and create an enabling environment for all women and men to know, demand and enjoy their rights.

2.13 In the political arena, women face constraints in engaging in elective processes due to factors such as limited resources for campaigning, spousal control, and the misconception that leadership is a male domain. Low literacy among women, inadequate skills in public speaking, r esource mobilisation and networking and limited

The specific strategies shall include:

(a) Designing and implementing programmes to improve women and men's access to justice;

(b) Enacting and reforming laws to eliminate gender discriminatory practices, norms and values;

(c) Developing and implementing interventions to prevent and respond to gender based violence in all its forms and at all levels;

(d) Developing and implementing sexual and reproductive health rights programmes;

(e) Developing and implementing legal literacy programmes to improve women and men's awareness of their legal rights.

(f) Developing strategies to sensitise communities about children's rights and responsibilities so as to protect the girl child from abuse.

5.3 Gender and Governance

Good governance entails respect for the rule of law, democratization, participation in decision-making, transparency and accountability, and protection of human rights. Gender equity is critical for good governance as it ensures the effective participation of women and men in the democratization process, leadership, decision-making and law enforcement.

The main governance challenges identified for action include; obstacles to women's engagement in elective processes, limited capacity to participate effectively in leadership and decision making, low presence of women in technical and management positions in public and private sector, limited articulation of gender in sectoral policies and programmes. Government is committed to address these concerns by strengthening women's capacities and presence in decision making for their meaningful participation in administrative and political processes.

The specific strategies shall include:

(a) Developing and implementing interventions that respond to diverse livelihood needs of women and men;

(b) Developing and promoting labour and time saving technologies for the poor women and men;

(c) Developing incentive frameworks to improve the earning potential of poor women and men for improved productivity and output;

(d) Promoting social protection interventions for poor and vulnerable women and men; and.

(e) Developing strategies to eradicate the child labour incidence with emphasis on the exploitation of the girl child.

5.2 Gender and Rights

The right to human development encompasses a wide range of entitlements ranging from security of the person, to the ability to access justice. The Constitution of the Republic of Uganda guarantees the rights of women. In line with the constitution, the policy shall address the following priority issues, gender inequality in access to justice, socio-cultural discrimination against girls and women, gender based violence limited awareness about rights among women and men, high maternal and child mortality and morbidity, low literacy eespecially among women, and high levels of fertility. Government is committed to increasing knowledge and understanding of human rights among women and men so that they can enjoy their rights.

access to vital information are challenges that undermine their competence. For example only 38% female headed households own radios compared to 53% for male headed. In addition cultural factors and poverty constrain effective participation of women in decision-making.

2.14 The articulation of gender needs in policy and programmes is still limited due to gender biases in the choices and actions in programming. Many a time it is defined narrowly to refer only to numerical presence of women. Sufficient gender mainstreaming in the determination of policy choices and how these affect the quality of life for both women and men is still lacking. In addition, women's presence in management positions in professional and technical spheres is small indicating that women's opportunities are still very low (30.2%) compared to those of men at all levels.

2.15 Uganda has experienced rapid economic growth over the past decade. Real Gross Domestic Product (GDP) growth at market prices has averaged 6.5% per annum since 1990/ 1991. The central objective of Uganda's macroeconomic management is inflation control, export and private sector led growth. Strategies to achieve this include, among others, removal of administrative barriers to investment, improvement in transport infrastructure and utility services, modernization of agriculture, improving rural access to finance, enhancing environmental sustainability and improving security in northern Uganda. Women and men play significant though different economic roles.

For instance women make up 39% of business owners with fixed premises. Women's contribution, particularly care provision, is not sufficiently captured in the system of national accounts. There is a strong relationship between gender inequality and growth performance. The macro and micro level analysis reveal that the interrelationship between asset inequality and labour constraints have a bearing on economic growth.

2.16 Women's equal benefits from trade expansion are hampered by their inability to acquire assets such as land and technology. More men than women are successful in credit applications and women normally receive smaller amounts. However, women have benefited more than men from community cooperatives and loans. Gender inequality in access to and control over productive assets and resources acts as a hindrance to women's economic participation and limits economic growth with significant consequences for agricultural productivity in the context of strategic exports. Gender imbalance in agricultural division of labor and lower incentives for women affects investment in agricultural production for the market.

For example:-

- Generally, women are more dependent on farm self-employment than on non-farm and formal employment, compared to men, due to inadequate skills, discrimination in formal labour markets, and difficulties of combining employment with care-giving, particularly, to children and the sick.

- Lack of markets and exploitation, especially through tax administration, pose serious but different constraints on poor women and men.

(x) Promoting a gender sensitive approach to technical co-operation among the various actors in the development arena.

(xi) Advocating for gender equity and equality at all levels.

5.0: POLICY PRIORITY ACTION AREAS

The priority interventions and action areas are arranged into four thematic areas; livelihoods, rights, governance and macro-economic management. The interventions and proposed strategies are derived from the situation analysis section. Responsibility for undertaking these interventions shall lie with central government ministries, departments and agencies, local governments, civil society organisations and the private sector.

5.1 Gender and Livelihoods

Livelihoods refer to the means of earning a living. These include sources of revenue, employment, occupation or trade. Gender has a strong influence on improved livelihoods. A major challenge to improved livelihoods is the prevalence of poverty, which is manifested in inadequate access, control and ownership of assets, resources, incomes, and power. The manifestations impact differently on men and women given the gender relations and division of labour in a given society

Three priority livelihood constraints identified for redress under this policy are gender differences in livelihoods, time poverty and inequalities in access to and control over productive resources. These are compounded by lack of time and labour saving technologies which hinder productivity as well as livelihood choices of men and women. Government is committed to address these concerns by reducing gender inequalities so that all women and men, girls and boys, are able to move out of poverty and to achieve improved and sustainable livelihoods.

4.0: POLICY STRATEGIES

The policy objectives shall be achieved through the following strategies:

(i) Sensitisation on gender issues at all levels and promoting community dialogue to address gender issues at household level.

(ii) Promoting a Gender and Development (GAD) approach that is based on the understanding of gender roles and social relations of women and men as well as the Women in Development (WID) approach, which focuses on women specifically.

(iii) Ensuring that the gender policy shall be disseminated, translated, understood and implemented by all sections of Uganda society.

(iv) Promoting appropriate education, sensitisation and creation of awareness on the responsibility of all concerned parties in each sector to address the specific gender inequalities within the sector. This shall entail consultation with both women and men in specific areas of relevance to identify gender inequalities.

(v) Ensuring gender responsive development planning at all levels namely, community, district and national.

(vi) Promoting a holistic and integrated approach to development planning to ensure that gender issues common to different sectors are adequately analysed and addressed.

(vii) Promoting and carrying out gender oriented research in order to identify gender inequalities.

(viii) Ensuring the collection, retrieval, compilation, packaging and dissemination of gender disaggregated data (GDD)

(ix) Establishing gender responsive monitoring and evaluation mechanisms for development.

- The regulatory requirements for business registration and public tendering differentially affect women and men's capacity to engage in large business activities. Consequently, women's businesses are largely confined to the informal sector, unable to grow and to create jobs.

It is critical that growth enhancing and poverty reducing policies take account of these issues and seek to tackle the gender based inequalities not only to promote equity and justice, but also to promote efficiency in economic growth.

3.0: GOAL, OBJECTIVES AND GUIDING PRINCIPLES

3.1 Goal

Achieve gender equality and women's empowerment as an integral part of Uganda's socio-economic development.

3.2 Purpose of the Uganda Gender Policy

The purpose is to establish a clear framework for identification, implementation and coordination of interventions designed to achieve gender equality and women's empowerment in Uganda. The policy is a guide to all stakeholders in planning, resource allocation, implementation and monitoring and evaluation of programmes with a gender perspective.

3.3 Objectives

1) To reduce gender inequalities so that all women and men, girls and boys, are able to move out of poverty and to achieve improved and sustainable livelihoods;

2) To increase knowledge and understanding of human rights among women and men so that they can identify violations, demand, access, seek redress and enjoy their rights;

3) To strengthen women's presence and capacities in decision making for their meaningful participation in administrative and political processes;

4) To address gender inequalities and ensure inclusion of gender analysis in macro-economic policy formulation, implementation, monitoring and evaluation.

3.4   Guiding Principles for implementation of the Uganda Gender Policy

Implementation of this policy is guided by the following principles.

1)   Gender equality

Gender equality is an integral part of national development processes and reinforces the overall development objectives in the country. This policy emphasises government's commitment to elimination of gender inequalities and empowerment of women in the development process.

2)   Gender cuts across all sectors and levels.

Attainment of the gender equality goal will depend on the extent to which public and private sector institutions and agencies engage both women and men as providers and or producers and beneficiaries of services

and investments. All actors (state and non-state) shall take appropriate action to address gender inequalities within their areas of mandate, in line with this policy. This requires women as well as men to play an active role in shaping development directions and choices in all sectors and at all levels.

3)   Affirmative Action

Bridging gender gaps in the various development sectors requires preferential attention for the disadvantaged. Affirmative action as enshrined in the Constitution will be pursued to redress historical and present forms of discrimination against women and girls in political, eco nomic and social spheres.

4)   Household and family relations

Intra household power relations determine appropriation, ownership and control of livelihood assets among women and men, girls and boys. This in turn influences individual participation in and benefits from development processes at all levels. Interventions that address these intra-household dynamics are therefore critical for this Policy.

5)   Promotion of GAD and WID approaches

Advancement of gender equality requires the promotion of two approaches: The Gender and Development (GAD) approach is based on the understanding of gender roles and social relations of women and men, with emphasis on the disadvantaged. While the Women in Development (WID) approach focuses specifically on improving the conditions of women. This is essential in light of evidence from various sectors showing the disadvantaged position of women. This calls for all data and information that inform planning and decision-making at all levels to be disaggregated by sex, gender, age and other socio-economic characteristics such as disability.