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# UGANDA

## COUNTRY GENDER ASSESSMENT

OCTOBER 2015



# Uganda Country Gender Assessment

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## Abbreviations and Acronyms

<b>AEO</b>	African Economic Outlook (publication of AfDB)
<b>CEDAW</b>	Convention on the Elimination of All Forms of Discrimination against Women (UN)
<b>CGA</b>	Country Gender Assessment
<b>FAO</b>	Food and Agriculture Organization (UN)
<b>FHH</b>	female-headed household
<b>GBD</b>	global burden of disease (WHO)
<b>GBV</b>	gender-based violence
<b>GDP</b>	gross domestic product
<b>GOU</b>	Government of Uganda
<b>HDI</b>	Human Development Index (UNDP)
<b>HIV/AIDS</b>	Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome
<b>ICT</b>	Information and communication technology
<b>IFAD</b>	International Fund for Agricultural Development (UN)
<b>ILO</b>	International Labour Organization (UN)
<b>IPU</b>	International Parliamentary Union
<b>IPV</b>	intimate partner violence
<b>MCH</b>	Maternal and child health
<b>MDG</b>	Millennium Development Goals (UN System)
<b>MFPEd</b>	Ministry of Finance, Planning, and Economic Development
<b>MGLSD</b>	Ministry of Gender, Labour, and Social Development
<b>MHH</b>	male-headed household
<b>MMR</b>	maternal mortality ratio
<b>NDP II</b>	Uganda National Development Plan II (2015-20)
<b>NPA</b>	National Planning Authority (GOU)
<b>OECD</b>	Organization for Economic Cooperation and Development (EU)
<b>SDG</b>	Sustainable Development Goals (UN System)
<b>SSA</b>	Sub-Saharan Africa
<b>TFR</b>	total fertility rate
<b>UBOS</b>	Uganda Bureau of Statistics
<b>UDHS</b>	Uganda Demographic and Health Surveys 2006, 2011
<b>UNDP</b>	United Nations Development Programme
<b>UNECA</b>	United Nations Economic Commission for Africa
<b>UNHS</b>	Uganda National Household Surveys (various years)
<b>UNJPGE</b>	UN Joint Programme on Gender Equality
<b>USIGI</b>	Uganda Social Institutions and Gender Index (OECD, UBOS)
<b>WEE</b>	women's economic empowerment
<b>WHO</b>	World Health Organization (UN)

# EXECUTIVE SUMMARY

## A. Purpose of the Assessment

This Country Gender Assessment (CGA) for Uganda is purposed around informing the programming work of the United Nations Development Programme (UNDP), as it seeks to implement its Gender Equality Strategy (2014-2017). Specifically, it aims to inform the Country Programme Document (CPD) for Uganda, and the attendant projects that cover broad areas of UNDP's interventions: i) inclusive green growth and natural resource management; ii) climate change resilience and disaster risk reduction; iii) peace, security and system resilience; iv) rule of law and constitutional democracy; and v) governance and institutional effectiveness. This CGA aims to provide useful overarching background material on gender issues in Uganda that are a necessary foundation for undertaking more in-depth gender analysis. It identifies, but does not treat in depth, critical gender issues in the key intervention areas in which UNDP is supporting the implementation of NDP II (2015-2020) and the UNDAF (2016-2020).

## B. Methodology

An extensive systematic review of both peer reviewed and grey literatures on gender and economic development in sub-Saharan Africa was conducted, for material published over the last 14 years (Annex 1). Grey literature included policy documents, reports from project activities, and communiqués of government agencies. This category of literature was carefully analysed by triangulation to ensure corroboration of results presented in this CGA. Peer-reviewed literature was systematically selected using search criteria on Web of Science and Google Scholar as an entry point. The search criteria included gender, women's economic empowerment, livelihoods, poverty, economic growth and development and service delivery in the public sector. We reflected on and extracted texts from the documents to stimulate thought and gain relevant insights, while aggregating the information using thematic questions that were derived from the purpose of this CGA. The findings presented are to be validated through a stakeholder workshop, comprising of UNDP staff, national Ministries, departments and Agencies, relevant district local government offices and from selected CSO, UN and development partners around key issues identified.

## C. The Overarching Country Issues

This gender assessment identifies several underlying issues that are mutually reinforcing, and that have a defining influence on the state of gender equality in Uganda. These are:

- **Law vs. Practice.** There is a disconnect between Uganda's very positive legal framework and the lack of effective implementation or enforcement of gender-positive laws. This means that women's legal status is precarious, their capacity as economic agents is limited, and their rights are not effectively guaranteed.
- **Rapid Population Growth.** Uganda's population is growing at a rapid rate, with high total fertility, high dependency ratios, and a significant "youth bulge." This means that the country's demographic dynamics will affect the ability of the country to meet the ambitious goals of becoming a middle-income country set out in its Vision 2040 statement.
- **Socio-Cultural Norms and Patriarchal Attitudes.** Attitudes, beliefs and practices that serve to exclude women are still deeply entrenched throughout the country. This means that unbalanced power relations between men and women continue to have a negative impact on women's agency, their human capital development, and their ability to contribute equitably to Uganda's growth and prosperity.
- **Persistence of Sexual and Gender-Based Violence.** The country suffers from a persistent high level of sexual and gender-based violence. This means that Ugandan society pays a high price in lost work days and lost economic capacity, over and above the severe detrimental effects on families and the society at large.
- **The "overburden" of women persists.** Women's active role in the economy is coupled with the disproportionate burden they bear of unpaid "care" work in the household, including child and elder care, and provisioning of food, fuel, and water. This means that women are more labour constrained than men and face trade-offs among competing uses of time.

- While women's economic empowerment is widely regarded as an essential component of Uganda's development policies, in practice this has often led to further disengagement of men from their economic and family responsibilities.
- Women's participation in the political sphere is high, in part because of mandatory quotas, but their capacity to influence policy and affect decisions remains limited. These differences severely constrain women, more so than men, in their ability both to contribute as economic actors to Uganda's growth and development, and to benefit from that growth. Addressing these issues will be essential if Uganda is to realize its ambition, outlined in its Vision 2040, to become a modern and inclusive middle-income country by 2040.

## **D. Recommendations for UNDP Focus Areas**

### ***Inclusive Growth and Natural Resource Management***

Promoting inclusive and gender equitable participation and productivity in energy and agricultural value chains will be critical for UNDP, since it has a direct impact on improved food security through increased productivity, improved quality of life of the rural communities, and increased sustainability of livelihoods. Amongst the different value chains, agriculture and energy are the most attractive for both women and youth in Uganda because of their capacity to balance individual job access within the informal sector with household income and food security demands. For instance, regional studies have indicated that processed cassava, whose industrial demand has increased prices to 5 percent per year globally, accounts for 25 percent of women's labour in on-farm activities but earning just 17 percent of the income, mainly because of their lower productivity, and social disadvantage in deciding what to plant, what inputs to use, when and how much to harvest, what the gains from the harvest will be used for, and how to process and transport the products to the market. Since these value chain rights are more closely associated with management control, rather than access and ownership of productive assets, women usually have less ability to negotiate a fairer deal for themselves in agri-business, which sometimes explains their reluctance to utilize technology and financial services for large-scale commercial production. Therefore in-depth knowledge on gender-based constraints by economic activity within a particular cash or food crop value chain is critical for sector and district-level planning, advocacy and institutional capacity development on green agri-business and sustainable natural resource management.

Within the energy sector, much of the public investments have tended to focus on physical and infrastructure improvements and not much has been offered to youth and women groups that have exhibited the potential to innovatively use alternative sources (e.g. solar power and recyclable wastes) for household and farm energy supplies. One of such innovations is garbage briquettes, which have the potential to reduce women's dependency on biomass in performing household chores (cooking, cleaning, and laundry) and at the same time promote youth entrepreneurship in multi-sectoral responses to energy conservation. Although such types of innovations can create green jobs and increase communal uptake of cleaner technology, policy implementation and intervention within the energy sector is skewed towards hydro-power supplies that meet the needs of the manufacturing industry without much attention to the burden of ever-increasing energy bills on women and youth SMEs. Many of such SMEs are affected by energy price shocks (both hydro and oil-related) but their representatives have the least opportunities to participate in negotiations around tariffs and other regulatory instruments. This has implications on employment and household poverty, since evidence from cross-country surveys shows that energy price shocks tend to drive down profits and job chances within the informal sector while increasing household expenditure on energy supply.

Therefore strategies for take-up by UNDP are: i) generating knowledge on what energy and agricultural value chains can ensure improved economic outcomes for women and youth; ii) facilitate stakeholder policy dialogues and reforms at national and district levels, on addressing gender inequality in access, ownership and management of land for production; iii) enhancing the technical capacity of MDAs in designing sector-specific policies and programmes on gender equitable access to production inputs

through public-private partnerships; and iv) support CSO advocacy on increased awareness and empowerment of women and youth SMEs on economic rights in agriculture and energy sectors.

### ***Climate change resilience and disaster risk reduction***

Strengthening institutional capacity in gender responsive climate change assessment and adaptation planning will be key for UNDP's support to government. Evidence is emerging that the impacts of climate change-related disasters exacerbate existing gender inequalities. Ground and surface water depletion in Karamoja sub-region, for example, invariably affects women since they have to travel longer distances with girls, spending more time in search of water, food and fuel wood, thus increasing their workload in terms of commuter time and costs. This also puts their personal security and physical integrity at risk as they come into contact with the male folk that is seeking water for livestock, thus exposure to rape, defilement and other forms of gender-based violence. Drought and soil infertility with coffee-dependent communities, has led to higher levels of migration amongst men in search for alternative sources of income, whereas on the side of women it has resulted into more time and labour inputs into ensuring food availability for the family.

Conversely, increased risk of landslides or mudslides on hazard slopes in the eastern part of Uganda is closely associated with loss of traditional land tenure, especially in cases where women's shelter and agricultural land rights can only be guaranteed through a male spouse or relative. In the urban context, Kampala city has already faced increased runoff in form of severe flash floods that usually destroy backyard gardens, make roads and commuter routes impassable, accelerate contamination of air and water sources, putting the city's houses, culverts and drainage system at risk and contributing to the intensive spread of diseases like cholera and malaria. Access to basic socio-economic services is therefore hampered by impassable commuter routes and drainages, on which women and men depend to perform their commercial and domestic travels, especially those using non-motorized transport.

Therefore gender mainstreaming in climate change adaptation and disaster risk reduction, requires data-based pathways to drawing the attention of policy makers and development partners for effective response in the design, implementation, monitoring and evaluation of policies and programs. This will require supporting local to local dialogues and studies to generate data for decision-makers at national and district level, NGOs and the private sector, so as to deepen stakeholders' understanding of the gendered impacts of climate change; and how these affect the effectiveness of public service delivery and business growth in different sectors. This will be followed by capacity development initiatives on gender responsive adaptation planning and project implementation, by leveraging the already existing opportunities and structures within government programmes such as the Northern Uganda Data Centre (NUDC), which specifically provides the specialized support for data collection, analysis and management to policy makers, supervisors and development partners; PRDP III, the Northern Uganda Agricultural Livelihoods Recovery programme (ALREP), and the District Water and Sanitation Coordination Committees.

### ***Strengthening institutional effectiveness***

Uganda has a Ministry of Gender, Labour and Social Development (MGLSD) which was established in 1989 to promote gender equality. A National Gender Policy (2007) is also in place to provide guidance for nationwide gender mainstreaming across key sectors. This notwithstanding, the capacity of the National Gender Machinery is not yet optimal: at the National level, the MGLSD is mandated to spearhead and coordinate gender responsive development and provide support to other sectors to mainstream gender. At the Local Government Level, the Ministry has Community Based Services/Gender departments whose role is to spearhead gender mainstreaming in district development plans and budgets. However, both the national and decentralized structures have limited staffing and funding. The number of technical staff working on gender at the MGLSD for instance reduced from 33 in 1995 to 10 in 2014 as a result of civil service reforms and turn over. In addition, the MGLSD has consistently been allocated less than 1% of the national budget to cover the entire social development portfolio. As a result, there has been limited focus on addressing practical gender needs especially for rural women and girls.

The Ministry of Finance, Planning and Economic Development has added impetus to the government's broad policy of mainstreaming gender in sectoral plans by issuing along with the Budget Call Circular, a requirement for gender responsive budgeting. Despite these guidelines, the achievements have to date been limited in part due to the limited expertise for gender analysis of projects and programmes; inadequate gender disaggregated data and a weak monitoring and evaluation framework. In addition, there is limited guidance on the nature of flagship programmes that could lead to lasting transformations in gender relations and in the lives of women and girls. Although there have been attempts by line ministries to designate gender focal points to lead on these processes, in practice, focal points have often been limited in effectiveness because junior female staff tend to be burdened with the responsibility, with few extra resources and little training, support or clarity about their role. This challenge is also likely to constrain the enforcement of the gender provisions in Uganda's Public Finance Management Act, 2014. The Act states that a Gender and Equity Certificate (GEC), issued by the Equal Opportunities Commission, has to be obtained by a ministry, with technical guidance from MFPED, after including gender-allocations in annual policy statements and budget framework papers. Although MFPED has set-up an action plan for GEC operations, coherent intervention may call for data-based, collective and skilled engagement around the current options for development financing including: domestic resource mobilization, concessional and semi-concessional loans, domestic and international remittances, foreign direct investment, triangular cooperation, reduction in illicit capital flows among others.

One of the cross-cutting enablers for institutional effectiveness for UNDP support to government will be a data-based pathway to enhancing the capacity of government in operationalizing the mainstreaming gender and equity in public finance management. Through the Public Finance Management Act (PFM, 2014), the GoU has expressed a commitment to financing global and national goals on gender equality, but there are often inconsistencies between policy statements and the ways in which public finances are raised and spent. UNDP will provide expertise to undertake annual Commitment to Gender and Equity Assessment (CGEQ). The CGEQ will be a diagnostic framework for analyzing the impact of taxation and government spending on gender inequality and poverty across sub-regions in Uganda. The main purpose of CGEQ will be to gather evidence for informing government partners on how public finance affects national gender equality goals, and recommend measures on how to enhance the technical capacity of MDAs in operationalizing the mainstreaming of gender in public finance management. The CGEQ will also provide new opportunities for government and the civil society to monitor (pre-and post-budgeting cycles) the distributional effects of taxes and spending on the priority areas of NDP II, which are: agriculture, tourism, infrastructure, human capital and mineral development. It will further provide a critical source of information and analysis for the UN and development partners regarding financing for gender equality in Uganda, as a follow-up action on the country's commitments to the Addis Ababa Action Plan (July 2015) on financing the sustainable development agenda. Partnerships with UBOS, MFPED and Bank of Uganda will be critical for purposes of accessing Household (Income/Expenditure) Survey data and detailed public sector accounts. The partnership will also act as a mechanism for transferring knowledge and skills on how to undertake annual CGEQs in line with the information needs around operationalizing the Gender and Equity Certificate. Capacity development in gender and equity responsive macro-economic policy management for public servants will be undertaken in partnership with the Civil Service College in Jinja Uganda. The intervention will target: permanent secretaries; chief administrative officers; parliament; Bank of Uganda; the Presidential Economic Advisory Committee; NPA and MFPED; Auditor General's Office and the Civil Society Budget Advisory Group (CSBAG).

### ***Rule of law and constitutional democracy***

The Government of Uganda (GoU) has had success in domesticating global gender norms, alongside inconsistencies between policy statements and the ways in which plans are implemented. The 2014 review of Beijing +20 showed that gendered laws have been established, thereby legitimizing the work of gender advocates amongst Parliamentarians and CSOs. To start with, is the 1995 Constitution that prohibits laws and traditions against women's dignity, and upon which the 1997 National Gender Policy was reformulated in 2007. A series of legal reforms ensued, mainly; the 2010 law on Domestic Violence and the 2011 Domestic Violence regulations; the anti-Female Genital Mutilation Act of 2010; and the

anti-trafficking in Person Act (2009). However, gender-sensitive legal reform has not sufficiently made rights and economic transformation real for women and girls. As of July 2015, defilement was one of the top crimes committed and reported in 2014; and yet the conviction rate for rape and defilement cases stood at 0.8% and 1.8% respectively. The report further indicated that rural women consider community leaders, elders and chiefs easier to access for disputes regarding rape and defilement, rather than the formal justice institutions, namely; local council courts, district courts and police command posts.

By building on existing capacity development interventions, UNDP will need to work with other UN agencies, majorly UN Women and OHCHR, to strengthen parliamentary oversight and accountability for just enforcement of gender-sensitive laws and provisions. This, in-part will involve the Uganda Women Parliamentarians Association (UWOPA) in designing capacity development interventions for women parliaments and gender advocates on relevant oversight committees including: legal affairs, public accounts, decentralization and local governance, budget and social services committees. Partnership with the Civil Service College in Jinja will be harnessed to address the technical capacity constraints amongst parliamentary committees and women legislators in exercising their oversight and legislative responsibilities on gender equality. A Parliamentary Policy Advisory Group on Gender Equality will be formed, with support from the Speaker, comprising of CSOs, development partners, UN representatives, government and academic, for purposes of providing technical backstopping and partnering opportunities to male and female gender advocates in parliament, as well as influential legislators on relevant oversight committees. Support to a bi-annual Women's Parliament will be provided, for purposes of building momentum and strategic partnerships around accountability and visibility of gender equality issues, The Women's Parliament, using the Speakers' clout, will be a space for holding public officials accountable for gender equality objectives in NDP II, UNDAF and the post-2015 agenda.

### ***Peace, Security and System Resilience***

UNDP will require a country profile on gender and youth-specific issues in peace-building and conflict mitigation for well-informed planning, policy making and community engagement. This is because national responses to conflict and post-conflict situations have focused on the immediate triggers of conflict and fragility to disasters, rather than addressing the underlying factors; alongside fragmented and incoherent responses, which overlook the roles of women and youth are critical for community-led conflict prevention and resilience in the face of disasters and insecurity. This calls for new ways of engagement with existing policy frameworks, institutional arrangements and capacity development approaches in order to bridge the gaps in perspectives on pathways out of fragility, conflict and weak governance. Women and girls continue to remain at risk to all types of violence whether in relative peace or at war time. While Uganda has enjoyed relative peace since the end of civil war in northern Uganda, when it comes to women's relative to men's situation things are not the same. During electioneering periods, women are at risk of suffering all forms of violence. They have also not been safe during the inter-ethnic conflicts including those that involve cattle rustling as well as fights over pasture, land and water.

It is also worth noting that Uganda is well endowed with natural resources such as forests, land, lakes and minerals with the latest development being the discovery of crude oil and gas the western part of the country. These natural resources are conflict generators with the various stakeholders pursuing different interests which end up clashing. It needs not be emphasized that the fight for access, use and management of natural resources can result in the most violent conflicts amongst communities and even tension between states, and often resulting in loss of human and animal lives as well as property. This implies mitigation measures for reduced contests over natural resources ought to be devised, by examining the efficacy of the existing legal and institutional framework in mitigating and managing natural resource-based conflicts.

# Uganda Country Gender Assessment

## 1. CONTEXT AND PURPOSE

### A. Country Context

Despite a history of political upheavals and violent conflicts, Uganda has enjoyed relative peace and stability since 2006, with the reinstatement of multi-party democracy, a strong constitution that protects women's human rights, and an end to two decades of conflict in Northern Uganda. Economic growth has averaged 5.5% between 2010/11 and 2013/14, though this is below the 7.2% target set in the first National Development Plan (GOU 2015). The share of people in poverty fell from 56% in 1992 to 24.5% in 2011, and further to 19.7% in 2013 (MFPED 2014). However, growth has been uneven, as has its impact on poverty, as shown by the persistence of significant regional disparities, notwithstanding an overall improvement in the Gini-coefficient measuring inequality from 0.426 in 2009/10 to 0.395 in 2012/13 (UBOS 2014 b).

#### *Overall poverty is lower but significant regional disparities persist*

While Uganda has made impressive gains in reducing the overall level of poverty, these have been limited to central and western regions, and marked regional disparities persist (Table 1.1). Poverty rates remain high and relatively stagnant for the Eastern and Northern regions (MPFED 2014). This has been attributed in part to conflicts that engulfed those regions for much of the 1980s and 1990s. Nevertheless, poverty in East Central (Busoga) and the rest of the Eastern region remains entrenched, even though these areas have remained largely peaceful over the last 30 years.

**Table 1.1: Regional Measures of Poverty and Inequality**

Region	Poor	Insecure non-poor	Middle class	Evolution of Gini Coefficient			
	2012/13 (in %)			2002/03	2005/06	2009/10	2012/13
Kampala	0.7	10.1	89.2	0.47	0.39	0.43	0.338
Central 1	3.7	32.0	64.4	0.44	0.42	0.46	0.384
Central 2	7.3	47.2	45.5	0.35	0.35	0.38	0.354
South West-ern	7.6	42.8	49.7	0.36	0.35	0.40	0.326
Mid-West	9.8	44.9	45.3	0.35	0.33	0.33	0.329
East Central	24.3	50.5	25.2	0.38	0.36	0.33	0.336
Eastern	24.7	56.9	18.4	0.35	0.35	0.31	0.302
Mid North	35.2	41.4	23.2	0.35	0.33	0.34	0.363
West Nile	42.3	40.4	17.3	0.28	0.32	0.31	0.338
North East	74.2	16.4	9.4	0.44	0.40	0.51	0.426
<b>Uganda</b>	<b>19.7</b>	<b>43.3</b>	<b>37.0</b>	<b>0.43</b>	<b>0.41</b>	<b>0.43</b>	<b>0.395</b>

Source: Uganda National Household Surveys, various years as indicated, in MFPED 2014.

Key: "Poor" = household consumption per adult equivalent below the official poverty line of US\$1/day; "Insecure non-poor" = consumption between the poverty line and twice the poverty line, i.e., US\$2/day; "Middle class" = consumption above US\$2/day.

Rural areas lag behind, especially in terms of employment and human development outcomes, with Karamoja sub-region being the most economically disadvantaged, where about 65% of its population lives below the poverty line (UNDP 2014). Similarly, the country has a high gender inequality index (0.517), as measured by of maternal mortality, adolescent fertility rates, and empowerment and economic activity, ranking 110 out of the 148 countries assessed (UNDP 2014).

### ***The New Development Context: Gender Equality and the Sustainable Development Goals***

As Uganda pursues a sustained path to development, programmes and policies will require adaptation to changes in global goals and gender norms. First, is the breadth with which GEWE issues have been integrated into the new global sustainable development agenda, with nine (9) gender-specific targets to be customised to the peculiarities of the country's context. Second, is the need to ensure that institutional capacities match the radical change in global commitments to GEWE, in what is known as: 'being fit for purpose.' Uganda will have to build on and consolidate the achievements and lessons learnt under MDG 3 ; Beijing Platform of Action (1995) ; and CEDAW (1979) , while situating her next course of action into the three dimensions of sustainable development: i) economic sustainability (jobs, prosperity and wealth creation for all); ii) social sustainability (reduced vulnerability to poverty, inequality and insecurity); and iii) environmental sustainability (production and consumption patterns that respect planetary boundaries) .

Nevertheless, the country's second National Development Plan (2015-2020), has already integrated all the 17 sustainable development goals (SDGs). This was followed by the July 2015 high level dialogue on Financing Sustainable Development in Uganda, organized by the United Nations in Uganda in partnership with Ministry of Finance, Planning and Economic Development and the Ministry of Foreign Affairs. For gender equality, financing women's economic empowerment within agriculture, tourism and mineral development was discussed and flagged by both UN and government officials, as a priority for domestic resource mobilization through public-private partnerships, complimented by ODA (Office of the United Nations Resident Coordinator, 2015). For this to happen, however, MDAs need to overcome the limitations in expertise for gender analysis of projects and programmes; inadequate gender disaggregated data and technical guidance on the nature of flagship programmes that could lead to lasting transformations in gender relations and in the lives of women and girls. The opportunity lies in enforcing the gender provisions in Uganda's Public Finance Management Act, 2014. The Act states that a Gender and Equity Certificate (GEC), issued by the Equal Opportunities Commission, has to be obtained by a ministry, with technical guidance from MFPED, after including gender-allocations in annual policy statements and budget framework papers.

### **B. Purpose of the Assessment**

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### **C. Methodology**

An extensive systematic review of both peer reviewed and grey literatures on gender and economic development in sub-Saharan Africa was conducted, for material published over the last 14 years. Grey literature included policy documents, reports from project activities, and communiqués of government agencies. This category of literature was carefully analysed by triangulation to ensure corroboration of results presented in this CGA. Peer-reviewed literature was systematically selected using search criteria on Web of Science and Google Scholar as an entry point. The search criteria included gender, women's economic empowerment, livelihoods, poverty, economic growth and development and service delivery in the public sector. We reflected on and extracted texts from the documents to stimulate thought and gain relevant insights, while aggregating the information using thematic questions that were derived from the purpose of this CGA. The findings presented are to be validated through a stakeholder workshop, comprising of UNDP staff, national Ministries, departments and Agencies, relevant district local government offices and from selected CSO, UN and development partners around key issues identified.

## 2. THE STATE OF GENDER EQUALITY IN UGANDA

### A. The Overarching Country Issues

This gender assessment identifies several underlying, or systemic, issues that are mutually reinforcing, and that have a defining influence on the state of gender equality in Uganda. These are:

- **Law vs. Practice.** There is a disconnect between Uganda's very positive legal framework and the lack of effective implementation or enforcement of gender-positive laws. This means that women's legal status is precarious, their capacity as economic agents is limited, and their rights are not effectively guaranteed.
- **Rapid Population Growth.** Uganda's population is growing at a rapid rate, with high total fertility, high dependency ratios, and a significant "youth bulge." This means that the country's demographic dynamics will affect the ability of the country to meet the ambitious goals of becoming a middle-income country set out in its Vision 2040 statement.
- **Socio-Cultural Norms and Patriarchal Attitudes.** Attitudes, beliefs and practices that serve to exclude women are still deeply entrenched throughout the country. This means that unbalanced power relations between men and women continue to have a negative impact on women's agency, their human capital development, and their ability to contribute equitably to Uganda's growth and prosperity.
- **Persistence of Sexual and Gender-Based Violence.** The country suffers from a persistent high level of sexual and gender-based violence. This means that Ugandan society pays a high price in lost work days and lost economic capacity, over and above the severe detrimental effects on families and the society at large.
- **The "overburden" of women persists.** Women's active role in the economy is coupled with the disproportionate burden they bear of unpaid "care" work in the household, including child and elder care, and provisioning of food, fuel, and water. This means that women are more labour constrained than men and face trade-offs among competing uses of time.

#### *Uganda has progressive laws and regulations but effective implementation is lagging*

By early 2000, Uganda had established policies and legislation to advance gender equality. Article 33(6) of the 1995 Constitution "prohibits laws, customs or traditions which are against the dignity, welfare or interest of women." The Constitution states that men and women are equal before and under the law and where gender inequalities exist, the Constitution provides for the implementation of affirmative measures to address these imbalances. In the last few years, sector-specific legal reforms, especially in the context of access to justice and protection of women's and girls' rights have been put in place, namely: the 2010 law on Domestic Violence and the 2011 Domestic Violence regulations; the anti-Female Genital Mutilation Act of 2010; the anti-trafficking in Persons Act of 2009; and the Equal Opportunities Commission Act in 2007. However, both the Beijing+20 review and the Progress of World's Women Report (2015-2016), acknowledged that gender-sensitive legal reform has not sufficiently made rights and economic transformation real for women and girls.

At the same time, some important bills have never become law. The Marriage and Divorce Bill [formerly the Domestic Relations Bill] has remained stalled in Parliament since the 1960s. If passed into law, this Bill would contribute to securing women's property rights during and after marriage. Similarly, the Sexual Offences Bill has not progressed in Parliament, notwithstanding the persistence of high levels of rape and defilement. What is largely missing is effective implementation and enforcement of these gender-positive laws and regulations. Consequently, much of the achievement in Uganda in this arena is formal equality (adoption of laws and policies for treating women and men equally), and not substantive equality, which focuses on effective development results that reduce women's and girls' disadvantage relative to men and boys.

**Rapid population growth and the "youth bulge" could undermine Uganda's prospects**

The evolution of key population indicators in Uganda since 1991 is shown in Table 2.1. The 2014 census (UBOS 2014a) indicated a total population of 34.9 million, an increase of 10.7 million since the 2002 census, with an average annual growth rate of 3.03 percent. At this rate, the population is projected to increase to 47.4 million in 2025. According to a recent Ugandan study (NPA 2014), UN projections indicate a total population in Uganda of 83 million (medium fertility reduction variant) by 2040, whereas the Vision 2040 document envisages a decline in total fertility from 6.7 births/woman in 2011 to 2.2 births/woman in 2040, and a total population of 61 million (GOU n.d.).

**Table 2.1: Key Population Indicators, 1991-2014**

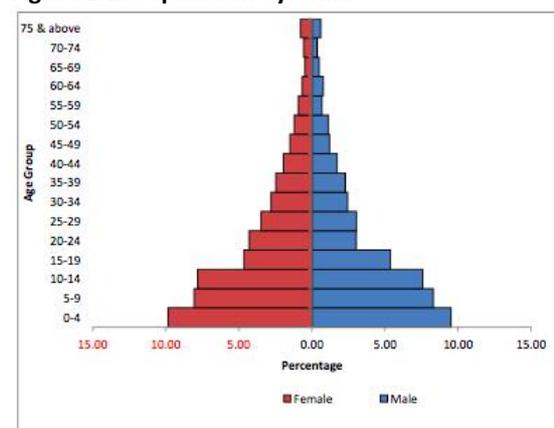
Indicator	1991	2002	2014
Total population (million)	16.7	24.2	34.9
Male population (million)	8.2	11.8	16.94
Female population (Million)	8.5	12.4	17.92
Percent 0-4 years (*)	18.9	18.7	
Percent 15-24 years (*)	20.0	19.9	16.6
Percent 18-30 years (*)	23.6	22.3	18.4
Percent 60 years & above (*)	5.0	4.6	4.2
Sex ratio (males per 100 females)	96.5	95.3	94.5
Dependency ratio (*)	102.5	110.2	124
Population Density (#/km <sup>2</sup> )	85	123	174
Percent urban (*)	11.3	12.3	18.4

Source: UBOS 2014a.

The population is predominantly young, with around one-half under the age of 15 (Figure 2.1). Population density has increased from 48 per km<sup>2</sup> in 1969, to 123 in 2002, and to 174 in 2014 (Table 2.2). The dependency ratio has increased from 110 in 2002 to 124 in 2014. The sex ratio has been in steady decline over many years, and now stands at 94.5 males per 100 females.

Vision 2040 recognizes the importance of population growth for Uganda and its potential negative impact on achievement of the vision (Box 2.1). Demographic dynamics will play a determining role in Uganda's future development. This implies that Uganda will need to pay particular attention to these key demographic variables, including the critical role of generating a decline in fertility; changes in the age structure of the population; boosting necessary investments in family planning, health, and education; promoting favorable economic policies and good governance; as these are key factors for realizing a demographic transition that can lead to sustainable economic, environmental, and social development.

**Figure 2.1: Population Pyramid**



Source: UBOS 2014b:8.

**Box 2.1: "Unfavourable Demographics Profile"**

Uganda has one of the youngest populations in the world with nearly half of them aged below 15 years due to a historically high and constant fertility rate of about 6.7 children per woman. This has resulted in an unfavourable demographic profile made up largely of dependants. ... the high growth rates arising out of the high fertility are putting pressure on delivery of services such as education and health

Source: GOU n.d.:7

One of the key insights emerging from recent work on demographic trends in Africa as a whole is that promoting gender equality is at the core of new thinking about population policy. Women's empowerment is increasingly recognized as a critical ingredient if population policies are to be effective in bringing down high levels of fertility, and turning population growth into a positive driver of development. As stated in a recent Africa-wide study:

Harnessing the demographic dividend means, first and foremost, empowering women and girls by improving their health, enhancing their human capital through increased investment in education and skills, and providing them with greater market, social, and decision-making power (Canning et al. 2015:xviii).

In Uganda, this is recognized in two recent demographic studies, where a key policy recommendation is to "accelerate the demographic transition through investments that facilitate rapid fertility decline, enhance child survival, and improve education and general empowerment of women (MFPED and Population Secretariat 2014:6; see also NPA 2014). However, it will be essential for Uganda to go beyond such declarations and to take specific measures to promote gender equality and women's empowerment if it is to achieve these goals.

### ***Patriarchal attitudes and socio-cultural norms continue to disadvantage women***

Cultural norms define social standards of appropriate and inappropriate behavior, governing what is (and is not) acceptable to a community. As such, cultural and social norms are highly influential in shaping individual behavior, including the use of violence. The Uganda Social Institutions and Gender Index (USIGI) Report (OECD 2014) revealed that early marriage and domestic violence are among the worst and most widespread practices, especially in the East Central, Mid-Eastern and Mid-Northern sub-regions. On average, two in three women in these regions are married before age 18. This discriminatory social norm, alongside teenage pregnancies, has an insidious impact on girls' ability to complete their education or to make good decisions about their reproductive health. Although the 2014 MDG Report for Uganda showed that Karamoja sub-region has an increased number of girls enrolling into primary education, subsequent sub-regional studies indicated that only 6% of the children are enrolled in school in Karamoja, and ¾ of the girls never make it to secondary school (UNICEF 2015). Intimate partner violence prevalence and acceptance is also still high, and two-thirds of the population in Karamoja, according to USIGI, were said to agree that domestic violence against women is justifiable under certain circumstances. When women and girls are unable to protect themselves in such relationships, their ability to spend time on productive activities is limited, and household incomes and economic growth are ultimately constrained (UN Women 2015; World Bank 2005).

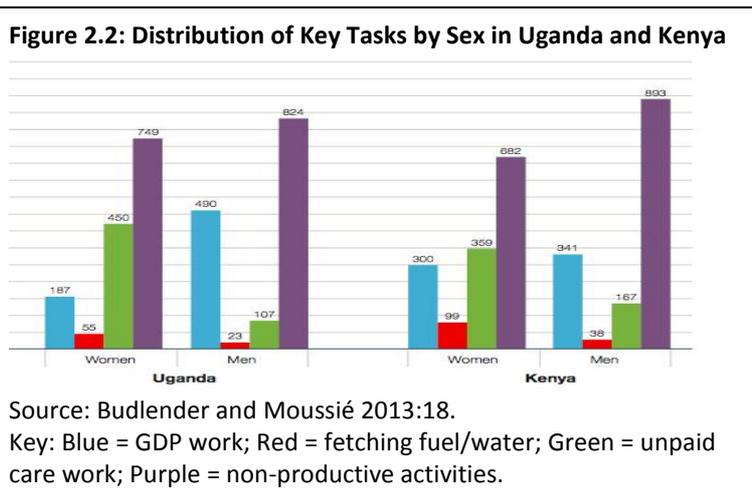
### ***High levels of sexual and gender-based violence persist in Uganda***

Violence against women and girls (VAWG) constitutes a major obstacle to the empowerment of women (UNFPA 2010). According to the UDHS (UBOS and ICF 2012), 56% of women aged 15-49 have experienced physical violence at least once since age 15. One of the factors behind these high prevalence rates is the widespread cultural acceptance of such violence. The same survey found that wife battering is widely accepted, with 58% of women and 44% of men believing that it is justified for a man to beat his wife for any one of five specified reasons; this share rises to two-thirds in the West Nile and Mid-Eastern sub-regions (OECD 2014). According to the Annual Crime Report (Uganda Police Force 2014), defilement is the third most common crime reported to the police. Moreover, the conviction rate for rape and defilement cases stands at 0.8% and 1.8% respectively.

### ***Women are "overburdened" with their disproportionate share of unpaid, non-market (care) work***

As will be discussed in Section 2.B below, women play a significant, if often insufficiently recognized, role in economic production, that is often quite different from that of men. Of greater significance, however, is that this economic role is coupled with the disproportionate burden women bear of unpaid "care" work, in the form of household work, child care, and provisioning of food, fuel, and water. This issue has been documented in numerous studies in Uganda, most notably the UPPAP/PPA2 study (MFPED 2002), which amply documented the extent of women's "overburden" and its impact on both individual and household poverty. Berniell and Sánchez-Páramo (2011) conducted a study for the World Development Report 2012, which indicated that, at all level of income, women do the majority of housework and care and, correspondingly, spend less time in market work. The study showed that women spend 30 percent more time on housework than men, and 70 percent more on child care. These differences have an impact on women's ability to seize economic opportunities and to participate effectively in market work.

An ActionAid study (Budlender and Moussié 2013), that specifically examines unpaid care work in Uganda, confirms these global findings, and shows how consistent gender roles are across all the communities studied. Men are traditionally the primary breadwinners, spending more time in paid and unpaid GDP work than women. In contrast, women are the primary caregivers and, although many engage in some GDP work, this is generally seen as secondary. As shown in Figure 2.2, the study indicates that women spend more than 3 hrs/day on GDP work, compared with men spending around 8 hrs/day. By contrast, women spend around 7.5 hrs/day on unpaid care work, compared with under 2 hrs/day for men. Overall, counting all productive activities, women's workday is around 10 percent longer than men's, where women work around 11.5 hrs/day, compared with men working 10.3 hrs/day. As Figure 2.2 shows, women in Kenya work even longer hours (12.6 hrs/day), compared with men (9.1/hrs day), as they do nearly as much paid work as men, and, while the overall time devoted to unpaid care work is lower than in Uganda, men do relatively more of this (2.8 hrs/day compared with 6 hrs/day for women) than their Ugandan counterparts. In both countries, women spend approximately 2.5 times more time per day on fuel and water provisioning than do men.



The study concludes that women living in poverty carry heavier workloads than men, across both rural and urban communities. Their responsibility for unpaid care work means they have less time to take care of themselves, rest, and engage in paid work or subsistence agriculture (Budlender and Moussié 2013:36). UDHS data (UBOS and ICF 2012) indicate that being married reduces the time men spend on unpaid domestic work, while the opposite is the case for women. In 2012/13, married women spent, on average, seven times longer (5.9 hours) doing unpaid care work than married men (0.8 hours). The implication is that married women are substantially more time constrained than married men and may face important trade-offs in their time use in ways that affect their ability to participate effectively in economic activities. Indeed, several studies in Uganda specifically point to the domestic or care work burdens of women as having a direct and negative impact on their productivity. For example, Ali et al. (2015) attribute women's lower agricultural productivity to what they term the "dependency gap," and conclude that the overall work burdens of women, when domestic tasks are taken into account, have a direct, and negative, effect on women's economic opportunity and productivity.

## B. Economic Opportunity

### *Men and women play different roles in the Ugandan economy*

Labor force participation is high for both men and women in the Ugandan economy, but there is marked segmentation along gender lines. As shown in Table 2.2 below, men and women have approximately the same share of their workforce in agriculture, while women comprise a greater share in manufacturing. Construction and transport are male-dominated sectors, with women representing between 2 and 5 percent of the male workforce in these sectors. Women comprise the majority in trade and other services. Women are also under-represented among executives and professionals, and the monthly wage for women paid workers is one-half that of men.

**Table 2.2: Labor Force Data for Uganda 2012-13 (in %, except where indicated)**

Employment Category	Male	Female	Ratio F/M
<i>By Sector/Industry</i>			M=100; F=
Agriculture, Forestry, and Fishing	33.9	33.7	99.4
Manufacturing	14.8	18.6	125.7
Construction	8.2	0.2	2.4
Trade	18.7	27.4	146.5
Transportation	7.4	0.4	5.4
Other Services	17.1	19.7	115.2
<i>By Type of Occupation</i>			
Chief Executives, Senior Officials, etc.	0.9	0.4	44.4
Professionals	2.2	1.2	54.5
Technicians and Associate Professionals	5.6	4.8	85.7
Service Workers	20.3	34.3	169.0
Agriculture and Fisheries Workers	10.0	6.9	69.0
Craft and Related Workers	16.3	11.1	68.1
Plant and Machine Operators	7.0	0.4	5.7
Elementary Occupations (need to define this)	36.8	40.3	109.5
<i>By Employment Status (Numbers not correct in UNHS?)</i>			
Paid Employment			
Self Employment			
Employers and Own Account Workers			
Contributing Family Workers			
Median Monthly Nominal Wage for Paid Employees (UgSh)	132,000	66,000	50.0

Source: UBOS 2014b, and authors' calculations.

### *Women are more engaged in agriculture than men, but are limited in opportunities and incentives*

NDP II highlights the importance of agriculture in Uganda's economy, where, in 2012/13, the sector accounted for 25.3 percent of GDP, and employed about 72 percent of the labor force. Its analysis suggests that women comprise 77 percent of the sector's labor force, and 63 percent are youth. Over the NDP I period, the sector registered sluggish growth from 1.0 percent in 2010/11, to 1.33 percent during 2013/14. Farming is still dominated by smallholder farmers engaged in food and cash crops, horticulture, fishing and livestock farming (GOU 2015).

Data on men's and women's roles in agriculture are divergent and not always consistent. Some sources suggest that women provide over 80% of agricultural labour, while other estimates portray a more balanced distribution of labour between men and women. The 2011 FAO study of women in agriculture suggests that women comprise 49.5 percent of the labour force that is economically active in agriculture. Though data are old, the same study suggests that women represent 75 percent of the admittedly small labour force in the floriculture sector. IFAD data indicate that 90% of all rural women work in agriculture and 72% of all employed women work in agriculture. Women have remained disproportionately represented in low value chains. A World Bank study estimated that women make up the majority of Uganda's

agricultural labor force (53%) and a higher proportion of female workers are employed in agriculture (76%) than are male workers (62%). It makes the point that this is significant because the gap in productivity between male- and female-managed plots is "of meaningful concern both to GDP growth and to the distribution of income between men and women" (Ali et al. 2015:5).

A recent World Bank study of gender differences in productivity finds that, controlling for other factors, the unexplained difference in yield between male and female farmers is 29.6 percent (Ali et al. 2015:13). The authors attribute 2/5 of this difference to what they refer to as the "child dependency ratio," concluding that "child-care activities differentially constrain female farmers' ability to supervise or perform labor activities on their plots" (Ali et al. 2015:11). An additional 1/5 of the gender gap can be explained by the greater difficulty women face in accessing markets. The study notes that "female productivity is also affected differentially by distance to the nearest major road. This may reflect lower mobility due to household obligations, access to transport, or informal social institutions regarding female travel" (Ali et al. 2015:11). A related study estimates the cost to Uganda of the gender gap in agriculture as US\$67 million per year (UN Women et al. 2015:3).

**Box 2.2: Gender Differences Affect Outcomes in the Cotton Sector**

This [study] reported preliminary findings from a household survey of Uganda's cotton sector. The survey, which included 491 male and female cotton growers, was conducted during 2009 and 2010. Key results from the analysis show that female cotton growers achieve lower yields than their male counterparts and that they receive slightly lower prices than males.

Women have smaller cotton plots with worse soil quality and less secure land tenure arrangements, making them less able to make productive investments in their land. Moreover, fewer women used pesticides, and those who did applied them less frequently than men. However, women sell their cotton more quickly than men and spend their proceeds faster, indicating that they need money more urgently than men do. Regarding marketing, females are less knowledgeable about the price ahead of the sale, and they are less likely to know the buyer and arrange the sale in advance.

Source: Brenton et al. 2013:92-93.

Many factors conspire to bring about gender-based differences in economic opportunity and outcomes. Women generally have smaller plots and have less access to inputs and technology, and to market information and marketing networks, as is the case in the cotton sector (Box 2.2). Access to and control over land differs for men and women with implications for readiness to invest in land capacity (discussed below), and differences in labor burdens (including household work) and access to labor for economic activities also affect women differently (see Hill and Vigneri 2011). Lack of mobility and access to transport services affect women's ability to reach markets and sell their produce. As can be seen in the export crop value chains, including those prioritized by NDP II, women are largely excluded from the transport and sale of coffee and other commodities (Ahmed 2012; Baffes 2006; Hill and Vigneri 2011). A summary analysis of gender dynamics in Uganda's coffee sector is presented in Annex 5. A recent sector-wide analysis of gender issues relating to productivity and performance summarized the key issues as follows:

After accounting for a variety of farming decisions, the results show that using fertilizer improves yields and that extension visits spurred fertilizer use, as did participation in output markets. However, even after adjusting for these factors, women who head farming households are less likely to purchase fertilizer than their male counterparts, which leads to a productivity gap. ... Motivated by the assumption that gender roles make it more difficult for women to interact with market agents and to receive extension information, we find that often observed gender-linked productivity disparities between female farmers and their male peers disappear. For policy, this suggests that lowering market and information hurdles for female farmers through female-focused programs and extension can directly boost productivity, although the potential gains are small. Still, doing so will benefit a group of farmers that are, on average, disproportionately poor. What's more, helping women access agricultural markets may lay the foundation for entrepreneurial efforts outside of agriculture (Larson et al. 2015:10).

***Gender inequality can be seen to affect aggregate growth performance, and serve as a brake on the search for inclusive growth***

Studies carried out in the late 1990s/early 2000s examined the relationship between gender inequality and growth in Uganda (see Ellis et al 2006; Klasen 1998, in Blackden and Bhanu 1999; World Bank 2005; GOU 2004). Cross-country growth regressions in SSA assessed the impact of gender differences in education and employment on growth over the 1960-92 period. They indicate that these differences served to reduce annual *per capita* growth by 0.8 percentage points over this period. This is significant, as a boost of 0.8 percentage points per year would have in effect doubled *per capita* economic growth over the last 30 years (Klasen 1998). If these results were to apply in Uganda, it would suggest that Uganda could stand to gain up to 2 percentage points of GDP growth per year through addressing structural gender-based inequalities in education and in formal sector employment (Ellis et al. 2006; World Bank 2005). At the time, Uganda's Poverty Eradication Action Plan (PEAP) indicated that, if the results obtained in a study of gender-based incentive differences in West Africa were to apply in Uganda, a change in incentives could amount to a one-off increase of about 5 percent of GDP (GOU 2004). Projections by the Ministry of Finance, Planning and Economic Development (MFPED, 2007) indicated that by addressing structural gender inequalities in education and employment, Uganda could gain an additional 2% GDP growth annually.

***Access to and rights over land have more to do with culture than economics***

Gender inequality in access and ownership of land and property rights goes hand in hand with other barriers to sustainable development in key sectors such as agriculture, water for production, credit service provision (Gomez, 2012). Uganda has four systems of land tenure: customary, Mailo, leasehold, and freehold. The customary system of land ownership predominates, which largely vests land control and management rights in men. Women could only access land through marriage or as daughters or sisters. Under the customary law, a woman is not entitled to inherit land on the death of her husband, but land is shared among male relatives of the deceased husband. This kind of practice leaves women without property and in a vulnerable position (MGLSD, 2014). However, analyses across all types of land tenure systems indicate that women represent one-third of owners or co-owners of land, notably in Kampala city, where women represent 18% of land owners (OECD, 2014). According to the same study, 67% of the population in Uganda thinks that land parcels should be the responsibility of men, and almost one in three Ugandans believes that women should not have the same access to land as men; this is especially the case in the southwest (43%) and the mid-northern (54%) sub-regions. These discriminatory attitudes at household and community levels reinforce women's dependence on men in securing land control and management rights, despite the existence of Section 3991 of the Land Act (1998), which prohibits sale or exchange, transfer, mortgage, or lease of any land, or entry into contract for sale, exchange, transfer, mortgage, gift, or lease of any land, without the written consent of the spouse and the Area Land Committee.

A recent study of land issues in Africa emphasizes the missed opportunities associated with gender bias in land access and rights (Byamugisha 2013). Without a title to the land they farm, women are unable to raise the money needed to improve their small harvests or to raise living standard (Byamugisha, 2013:xv). Research from elsewhere in Africa shows that there are clear productivity implications, as a woman who has title to the land she cultivates may be more inclined to invest in increasing productivity and may have more power over the income produced on the land (Box 2.3).

**Box 2.3: Secure land rights for women are essential for improving their productive potential**

Legal recognition of women's land rights is the first step toward reversing the discrimination against women, and the constitutions and recent land-related laws of many countries recognize the equality of land rights. Implementation has been the primary challenge, given the discrimination ingrained in customary law. Ethiopia and Rwanda have risen to the challenge by implementing land registration programs that have successfully strengthened women's land rights. Impact evaluation studies of Ethiopia's registration program found that the program improved land tenure security for both men and women farmers and had a positive impact on productivity, although the magnitude of the gain was greater for men than for women, suggesting that women require better access to production inputs if they are to improve productivity. A study of the short-term impacts of Rwanda's registration program also found that the program improved land tenure security for women by improving access to land among legally married women and by prompting better gender-neutral recording of inheritance rights. The study also found that the program led to increased investment in and maintenance of soil conservation measures, particularly among female-headed households.

Source: Byamugisha 2013:15, references omitted.

***Uganda's dynamic private sector is not a level playing field for women***

Table 2.3 shows the levels of female participation in ownership and management of firms in Uganda, compared with SSA as a whole. The number of females in top management is in line with SSA averages, though participation in ownership is much lower than the SSA average. Of note is that females in top management are predominantly in smaller firms, though there are only minor differences by firm size with respect to participation in ownership. Though Uganda compares favorably with SSA in the overall share of full-time female staff, the data show that women are a larger share of the work force in smaller firms.

**Table 2.3: Female Participation in Firm Management and Ownership (%)**

tem	Uganda	Small	Medium	Large	SSA
<b>Female Top Manager</b>	15.3	17.0	9.6	5.5	15.2
<b>Female Participation in Ownership</b>	26.4	26.8	25.9	22.0	35.8
<b>Full-Time Female Staff</b>	39.9	40.5	40.7	23.6	29.6

Source: World Bank 2014a.

Women tend to be steered into lower productivity and lower earnings sectors. This is the case in Uganda, as shown in a recent World Bank study. The study found that businesses owned by men are 3.1 times larger and earn 2.5 times more than female-owned firms, yet only about 6% of Ugandan female entrepreneurs choose to work in male-dominated sectors (Campos et al. 2014:1).

Uganda's positive legal framework, discussed above, means that there are few gender-specific obstacles in laws and regulations governing business, and this is confirmed by the Women, Business and the Law (WBL) data (Table 2.4). However, business women in Uganda have reported that they are more likely to experience harassment and interference than their male counterparts (Ellis et al. 2006). A World Bank supported scheme to promote youth employment in Northern Uganda found that access to finance was one of the major obstacles. The program expanded economic activity for both men and women -- women at a much higher rate -- by providing untied grants for training and equipment (Blattman et al. 2011).

**Table 2.4: Women's Legal Rights Relating to Business and the Workplace**

Issue Area/Key Question	Unmarried	Married
<b>I. Accessing Institutions</b>		
Can a woman apply for a passport in the same way as a man?	Yes	No
Can a woman apply for a National ID card in the same way as a man?	Yes	Yes
Can a woman travel outside the country in the same way as a man?	Yes	Yes
Can a woman travel outside her home in the same way as a man?	Yes	Yes
Can a woman get a job in the same way as a man?	Yes	Yes
Can a woman sign a contract in the same way as a man?	Yes	Yes
Can a woman register a business in the same way as a man?	Yes	Yes
Can a woman open a bank account in the same way as a man?	Yes	Yes
Can a woman choose where to live in the same way as a man?	Yes	Yes
Can a woman confer citizenship on her children in the same way as a man?	Yes	Yes
Can a woman be "head of household" or "head of family" in the same way as a man?	N/A	N/A
Do men and women have equal ownership rights to property/	Yes	Yes
Do sons and daughters have equal inheritance rights?	No	
Do female and male surviving spouses have equal inheritance rights?	No	

Source: World Bank 2015. *Women Business and the Law 2016: Getting to Equal*, World Bank, Washington, D.C. pp. 234-5.

Though often difficult to quantify, the informal sector plays an important role in the Ugandan economy. A recent study estimated that the informal sector is equivalent to around 43 percent of Uganda's GDP (Schneider et al. 2010), and an IMF study argues that the main driver of informality is weak institutions (Singh et al. 2012). This is of particular significance from a gender standpoint, as women's economic activity is often concentrated in the informal sector. This is in part because women, in contrast to men, need to balance economic activities with the disproportionate workload they bear for domestic tasks (see next section).

### C. Human Capital Development

#### *The health status of Ugandans is poor, and maternal mortality is high*

The 2013 UDHS (UBOS and ICF 2014) showed that the proportion of deliveries in a health facility is more than twice as high among births to mothers with secondary or higher education (81 percent) as among births to mothers with no education (36 percent). A similar pattern is observed among women by wealth quintile: delivery at a health facility is less likely among births in the lowest wealth quintile (42 percent) than in the highest wealth quintile (88 percent). The percentage of births to highly educated women (those with at least some secondary education) attended by a skilled provider was 81 percent, which compares with 38 percent of births to women with no education. Similarly, assistance during delivery by a skilled provider varies by women's economic status: births to women in the highest wealth quintile are much more likely to be assisted by a skilled provider (88 percent) than births to women in the lowest wealth quintile (44 percent). Women with no education have on average 6.9 children compared with 4.8 children for women with more than secondary education. Similarly, the total fertility rate (TFR) decreases from 7.9 children among women in the lowest wealth quintile to 4.0 children among women in the highest wealth quintile.

In Uganda, teenage pregnancy accounts for a significant proportion of maternal deaths. It is estimated that 44% of the 7,200 annual maternal deaths occur among teenagers and women aged 15 - 24 years. Correspondingly, 47% of the 297,000 unsafe abortions annually occur among girls aged 15 -24. This emphasises the need for interventions to reduce maternal mortality, teenage pregnancy and early marriages (DfID, 2014).

The prevalence of HIV/AIDS among adults in Uganda has risen somewhat from 6.4% in 2004/5 to 7.3% in 2011; there are an estimated 140,000 new infections per year [can this datum be sex-disaggregated, along the lines of what follows later in this paragraph?], while mortality is declining as a result of higher numbers of patients receiving anti-retroviral therapy (ART). There are more adult women (8.3%) and young girls (5.0%) living with HIV than men (6.1%) and boys (2.0%). Adolescents and young people aged 15-24 years constitute the largest share of HIV cases. HIV prevalence for adolescent girls 15-19 years is 3 percent and rises to 7.1 percent by the time they are 24 years (Ministry of Health 2011). Uganda is one of the 15 countries accounting for more than 75% of the global 2.1 million new HIV infections that occurred in 2013. Uganda alone contributed 10% of the total new infections in sub-Saharan Africa, with 570 young women aged 15-24 years getting infected with HIV each week.

### ***Better education and focusing on skills for employment underpin Uganda's vision***

Human capital development in NDP II was identified as fundamental to achieving the economic growth targets set under Vision 2040. The focus is on improving the quality of health and education throughout the life cycle of an individual, while increasing access to skill development and employment opportunities. But if Uganda is to fully achieve the aim of NDP II, which is; strengthening Uganda's competitiveness for wealth creation, inclusive growth and employment; there is need to address girls' performance and completion constraints in school.

While national educational policies and promotion of gender equality have expanded educational opportunities for girls, those who become mothers or are married at an early age cannot take full advantage of such opportunities and, so, find their educational trajectories sadly truncated. Early marriage, cohabitation and pregnancy are continuing to rob girls of the full capabilities they could develop through education, if they were supported to remain and finish both primary and secondary schooling. The gender gap in primary school completion remains wide with 58% girls completing primary school in 2013 compared to 70% of boys. The gender gap also becomes visible at secondary level (a female to male ratio of 0.89) and widens at tertiary level (a female to male ratio of 0.27) (UNICEF, 2015). Girls who, in addition, give birth early, are soon preoccupied with their care-giving functions and may no longer have the time or opportunity to develop new skills, cultivate relationships with peers or – indeed – continue with schooling. Given the instability of many of the cohabitation arrangements arising, girls may find themselves abandoned by partners, with no legal recourse to demand economic support, which has a significant impact on an adolescent girl's potential to develop the skills needed to engage in productive activities beyond those involved in farming or petty trade (Bantebya et. al, 2014).

Although gender mainstreaming in the education sector has reduced numerical gaps in access and enrollment into primary, secondary and tertiary education, discriminatory social norms have continued to have an insidious impact on girls' ability to sustain engagement with education entities and make good decisions about their reproductive health (Uganda Economic Outlook 2013). Most notable are child marriages, teenage pregnancies and violence against girls and women, which hamper social cohesion and lower girls' years of schooling and women's participation in productive work; and yet increased female education and employment accounts for some 0.4 to 0.6 % of a country's global competitiveness (World Bank 2011)

### **D. Voice and Participation in Public Life**

The Affirmative Action Policy, which is enshrined in the Constitution of Uganda, has enabled major progress in women's representation in Cabinet, Parliament and Local Councils. Table 2.5 summarizes key data on women's and men's participation in public life in 2003 and [2013]. Women hold 25% of senior ministerial positions, including Security; Education; Energy and Minerals; Trade, Industry and Cooperatives, Tourism, Wildlife and Antiquities. The March 2013 cabinet reshuffle saw a reduction in the share of women cabinet ministers from 31% to 25% and a slight increase in the share of women state ministers from 28% to 31%. The first Female Speaker of Parliament was elected in 2011. The share of women in parliament increased from 18% in 2000 to 35% in 2012 (MFPED MDG Report for Uganda 2013). About 112 of the current 130 women MPs have been elected through the affirmative action system. 46.8% of

district councillors are women compared to 53.2% of men (UNIFEM 2010). It is noted that even though the number of women in parliament has increased overall, this is mainly due to an increase in the number of districts in the country. The number of women elected on contested seats has gone down over the years, indicating that no real mind-set change on women's political leadership has happened yet among the general population.

**Table 2.5: Gender Representation in Decision Making**

Position in Public Life		Sex	2003	%	2015	%
<b>Members of Parliament</b>		M	230	75.4		
		F	75	24.6		
<b>Members of the Executive</b>	<b>President</b>	M	01	100.0		
		F	00	0.0		
	<b>Vice President</b>	M	01	100.00		
		F	00	0.0		
	<b>Cabinet Ministers</b>	M	18	85.7		
		F	03	14.3		
	<b>Ministers of State</b>	M	33	73.3		
		F	12	26.7		
<b>Chairpersons of District Local Governments</b>		M	55	98.2		
		F	01	1.8		
<b>Councilors in District Local Councils</b>		M	571	61.1		
		F	364	38.9		
<b>Sub-County Chairpersons</b>		M	673	97.7		
		F	16	2.3		
<b>Councilors at Sub-county level</b>		M	6,224	55.4		
		F	5,007	44.6		
<b>Civil Servants at the highest scale (U1) [excluding teachers]</b>		M	814	82.6		
		F	171	17.4		
<b>Chief Administrative Officers [Technical Heads of Districts]</b>		M	53	94.6		
		F	3	5.4		

Source: MGLSD, 2014 Report on affirmative action in Uganda

### 3. POLICY AND INSTITUTIONAL FRAMEWORK

Uganda is signatory to a number of international gender focused treaties and conventions, and has developed national policies and legislation to improve gender equality. The 1995 constitution was a turning point by recognising the equality of women and men and promoting women's participation in decision-making at all levels, through mandatory quotas.

Uganda also has a Ministry of Gender, Labour and Social Development (MGLSD) established in 1989. A National Gender Policy (2007) provides guidance for nationwide gender mainstreaming across key sectors. MGLSD is mandated to spearhead and coordinate gender responsive development and provide support to other sectors to mainstream gender. At the Local Government Level, the Ministry has Community Based Services/Gender departments whose role is to spearhead gender mainstreaming in district development plans and budgets. However, both the national and decentralised structures have limited staffing and funding. The number of technical staff working on gender at the MGLSD for instance fell from 33 in 1995 to 10 in 2014 as a result of civil service reforms. In addition, MGLSD has consistently been allocated less than 1% of the national budget to cover its entire portfolio (DfID 2014).

Although there have been attempts by line ministries to designate gender focal points to lead on these processes, in practice, focal points have often been limited in effectiveness because junior female staff tend to be burdened with the responsibility, with few extra resources and little training, support or clarity about their role. For instance the Water and Sanitation Sub-sector Gender Strategy (2010-2015) states that 1 % of Water and Sanitation Committee/ Water Boards will have a woman holding a key position as one of the sector's 10 golden indicators. It is important to note, however, that the numerical presence of women in a water ministry or district department may not necessary provide the gender analysis required for data-based pathways to drawing the attention of key decision-makers and influencing design, planning and budgeting processes. The reality then becomes that experts with no gender-lens in their approach, often control plans and budgets and this may result treating gender issues as simply cross-cutting or requiring unavailable resources.

**Gender inequity in public finance management:** The national budget determines the extent to which different groups of people will benefit from the services provided by the state. The Ministry of Finance, Planning and Economic Development has added impetus to the government's broad policy of mainstreaming gender in sectoral plans by issuing along with the Budget Call Circular, a requirement for gender responsive budgeting. Despite these guidelines, the achievements have to date been limited in part due to the limited expertise for gender analysis of projects and programmes; inadequate gender disaggregated data and a weak Monitoring and Evaluation framework. In addition, there is limited guidance on the nature of flagship programmes that could lead to lasting transformations in gender relations and in the lives of women and girls. Although the NDP II, UNDAF (2016-2020) and the impending Social Sector Development Plan III (SSDP III, 2015-2015), have taken up joint programme support activities, by placing gender equality at the core of inclusive economic growth, governance and human capital development; almost no sector and local-level programmes exist so far, particularly with regard to the transformative that that productive and economic sectors have on women's health, education and livelihood sustainability.

## A. Policy Environment

The Government of Uganda (GoU) has had success in domesticating global gender norms, alongside inconsistencies between policy statements and the ways in which plans are implemented. The 2014 review of Beijing +20 showed that gendered laws and policies have been established, thereby creating demand and accountability for women's rights, and legitimizing the work of gender advocates amongst Parliamentarians and CSOs. To start with, is the 1995 Constitution that prohibits laws and traditions against women's dignity, and upon which the 1997 National Gender Policy was reformulated in 2007. A series of legal reforms ensued, mainly; the 2010 law on Domestic Violence and the 2011 Domestic Violence regulations; the anti-Female Genital Mutilation Act of 2010; the anti-trafficking in Person Act (2009); and the Equal Opportunities Commission Act (2007).

More recently, the Second National Development Plan (GOU 2015) singles out agriculture, tourism, and minerals, oil and gas as the key productive sectors in which to invest over the plan period to maximize wealth creation. Concurrently, it emphasizes infrastructure development and human capital development as critical enabling sectors to underpin Uganda's push toward middle-income status by 2040. The plan indicates that prioritizing investment in these areas is expected to lead to an average annual economic growth

rate of 6.3 percent, with Uganda then attaining a *per capita* income of US\$1,039 by 2040. Key gender-focused indicators for the plan period are summarized in Table 3.1.

**Table 3.1: Key Gender-Relevant Performance Indicators of NDP II**

Indicator	Baseline 2012/13	Targets	
		2019/20	V2040
Infant Mortality Rate (per '000 live births)	54	44	4
Under 5 Mortality Rate (per '000 live births)	90	51	8
Maternal Mortality Ratio (per '000.000 live births)	438	320	15
Total Fertility Rate (births/woman)	6.2	4.5	3.0
Safe water coverage (%) Rural Urban	65	79	100
	77	100	100
Population with access to electricity (%)	14	30	80
Of Note			
Forest Cover (% of Land Area)	14	18	24

Source: GOU 2015:101-102, Table 4.1.

The NDP II proposes to focus agricultural investment in 12 key commodity value chains. These are cotton, coffee, tea, maize, rice, cassava, beans, fish, beef, milk, citrus, and bananas. They were selected on the basis of their high potential for food security and for generating export earnings, and their potential to increase productivity and production. Interestingly, the plan alludes to "increased labor force participation in cash crop production," though no specific analysis of this point is provided (GOU 2015:110). The plan does make reference to "up-scaling the transfer and utilization of food production and labor-saving technologies for women farmers (ibid:111), as one means of increasing production and productivity in the sector. It will clearly important, as the plan is implemented, to obtain a fuller understanding of the roles of men and women in these specific value chains, if appropriate measures are to be put in place to achieve these gender-inclusive objectives.

The plan does make specific reference to gender-inclusion in some areas. The tourism sector includes the establishment of a special fund to support women in the sector to grow out of the informal into the formal sector, alongside the creation of a gender-responsive information management system for the sector. Goals of gender inclusion are expressly articulated in the sections dealing with human development. However, there are some notable gaps and omissions in the NDP II. There is no mention of gender in the areas dealing with mining, environment and natural resources, trade and competitiveness, industry, transport, water for production, and ICT. Moreover, and significantly, while the discussion of energy includes a provision to "promote and facilitate the use of renewable energy technologies like bio-

fuels, wind, solar, improved cook stoves, and LPG at household and institutional levels" (GOU 2015:182), there is no project aimed at supporting this provision included among the 742 projects listed in Annex 6, nor are there any indicators relating to this included in any of the goals, objectives, or results areas outlined in the results framework presented in Annex 5.

## B. Institutional Framework

### *National Gender Machinery*

The Ministry of Gender, Labor and Social Development (MGLSD), established in 1999 [?], is the lead agency for coordinating implementation of the country's gender-focused policies. MGLSD plays a political and technical role in mainstreaming gender into government policy and programming, and it oversees the work of gender focal persons and units in different ministries. With support from UN Women and DFID, new operational line-agency gender structures are in place, namely: i) Gender Responsive Budgeting Unit and Technical Working Committee in the Ministry of Finance; ii) Gender Statistics Committee at the Uganda Bureau of Statistics; iii) Gender Task Force at the Justice Law and Order Sector; iv) District Gender Coordination Committees; v) the Gender and Rights Sector Working Group at the MGLSD; and vi) the Gender Unit at Ministry of Education, Science and Technology. Additionally, the Ministry of Public Service, through a Human Resource Call Circular and Manual approved by Cabinet in 2010, appointed gender focal points across line ministries in Water and Environment; Agriculture; Health; Defence and Security; Trade and Cooperatives; Housing and Urban Development; Local Governance; Energy and Mineral Development; Transport and Works; and Internal Affairs.

This was replicated at local government level during the 2001 Amendments of the LGA Act (1997), which provided for not only one-third representation of women in local councils but also on statutory bodies that make key decisions in the day-to-day activities of District Local Governments including Technical Planning Committees, the Local Governments Accounts Committee, and the District Contracts Committees. The numerical presence of women on these decision-making bodies has provided space for development partners and CSOs to support the mainstreaming of gender into the design and implementation of service delivery programmes at both Higher (district) and lower (sub-county) local government levels (Buyana 2009).

## CONCLUSIONS

Several systemic issues exert a profound influence on the state of gender relations in Uganda.

- **Law vs. Practice.** There is a disconnect between Uganda's very positive legal framework and the lack of effective implementation or enforcement of gender-positive laws. This means that women's legal status is precarious, their capacity as economic agents is limited, and their rights are not effectively guaranteed.
- **Rapid Population Growth.** Uganda's population is growing at a rapid rate, with high total fertility, high dependency ratios, and a significant "youth bulge." This means that the country's demographic dynamics will affect the ability of the country to meet the ambitious goals of becoming a middle-income country set out in its Vision 2040 statement.
- **Socio-Cultural Norms and Patriarchal Attitudes.** Attitudes, beliefs and practices that serve to exclude women are still deeply entrenched throughout the country. This means that unbalanced power relations between men and women continue to have a negative impact on women's agency, their human capital development, and their ability to contribute equitably to Uganda's growth and prosperity.
- **Persistence of Sexual and Gender-Based Violence.** The country suffers from a persistent high level of sexual and gender-based violence. This means that Ugandan society pays a high price in lost work days and lost economic capacity, over and above the severe detrimental effects on families and the society at large.
- **The "overburden" of women persists.** Women's active role in the economy is coupled with the disproportionate burden they bear of unpaid "care" work in the household, including child and elder care, and provisioning of food, fuel, and water. This means that women are more labour constrained than men and face trade-offs among competing uses of time.

- While women's economic empowerment is widely regarded as an essential component of Uganda's development policies, in practice this has often led to further disengagement of men from their economic and family responsibilities.
- Women's participation in the political sphere is high, in part because of mandatory quotas, but their capacity to influence policy and affect decisions remains limited. These differences severely constrain women, more so than men, in their ability both to contribute as economic actors to Uganda's growth and development, and to benefit from that growth. Addressing these issues will be essential if Uganda is to realize its ambition, outlined in its Vision 2040, to become a modern and inclusive middle-income country by 2040.

## Recommendations for UNDP

### *Inclusive Growth and Natural Resource Management*

Promoting inclusive and gender equitable participation and productivity in energy and agricultural value chains will be critical for UNDP, since it has a direct impact on improved food security through increased productivity, improved quality of life of the rural communities, and increased sustainability of livelihoods. Amongst the different value chains, agriculture and energy are the most attractive for both women and youth in Uganda because of their capacity to balance individual job access within the informal sector with household income and food security demands. For instance, regional studies have indicated that processed cassava, whose industrial demand has increased prices to 5 percent per year globally, accounts for 25 percent of women's labour in on-farm activities but earning just 17 percent of the income, mainly because of their lower productivity, and social disadvantage in deciding what to plant, what inputs to use, when and how much to harvest, what the gains from the harvest will be used for, and how to process and transport the products to the market. Since these value chain rights are more closely associated with management control, rather than access and ownership of productive assets, women usually have less ability to negotiate a fairer deal for themselves in agri-business, which sometimes explains their reluctance to utilize technology and financial services for large-scale commercial production. Therefore in-depth knowledge on gender-based constraints by economic activity within a particular cash or food crop value chain is critical for sector and district-level planning, advocacy and institutional capacity development on green agri-business and sustainable natural resource management.

Within the energy sector, much of the public investments have tended to focus on physical and infrastructure improvements and not much has been offered to youth and women groups that have exhibited the potential to innovatively use alternative sources (e.g. solar power and recyclable wastes) for household and farm energy supplies. One of such innovations is garbage briquettes, which have the potential to reduce women's dependency on biomass in performing household chores (cooking, cleaning, and laundry) and at the same time promote youth entrepreneurship in multi-sectoral responses to energy conservation. Although such types of innovations can create green jobs and increase communal uptake of cleaner technology, policy implementation and intervention within the energy sector is skewed towards hydro-power supplies that meet the needs of the manufacturing industry without much attention to the burden of ever-increasing energy bills on women and youth SMEs. Many of such SMEs are affected by energy price shocks (both hydro and oil-related) but their representatives have the least opportunities to participate in negotiations around tariffs and other regulatory instruments. This has implications on employment and household poverty, since evidence from cross-country surveys shows that energy price shocks tend to drive down profits and job chances within the informal sector while increasing household expenditure on energy supply.

Therefore strategies for take-up by UNDP are: i) generating knowledge on what energy and agricultural value chains can ensure improved economic outcomes for women and youth; ii) facilitate stakeholder policy dialogues and reforms at national and district levels, on addressing gender inequality in access, ownership and management of land for production; iii) enhancing the technical capacity of MDAs in designing sector-specific policies and programmes on gender equitable access to production inputs through public-private partnerships; and iv) support CSO advocacy on increased awareness and empowerment of women and youth SMEs on economic rights in agriculture and energy sectors.

### ***Climate change resilience and disaster risk reduction***

Strengthening institutional capacity in gender responsive climate change assessment and adaptation planning will be key for UNDP's support to government. Evidence is emerging that the impacts of climate change-related disasters exacerbate existing gender inequalities. Ground and surface water depletion in Karamoja sub-region, for example, invariably affects women since they have to travel longer distances with girls, spending more time in search of water, food and fuel wood, thus increasing their workload in terms of commuter time and costs. This also puts their personal security and physical integrity at risk as they come into contact with the male folk that is seeking water for livestock, thus exposure to rape, defilement and other forms of gender-based violence. Drought and soil infertility with coffee-dependent communities, has led to higher levels of migration amongst men in search for alternative sources of income, whereas on the side of women it has resulted into more time and labour inputs into ensuring food availability for the family.

Conversely, increased risk of landslides or mudslides on hazard slopes in the eastern part of Uganda is closely associated with loss of traditional land tenure, especially in cases where women's shelter and agricultural land rights can only be guaranteed through a male spouse or relative. In the urban context, Kampala city has already faced increased runoff in form of severe flash floods that usually destroy backyard gardens, make roads and commuter routes impassable, accelerate contamination of air and water sources, putting the city's houses, culverts and drainage system at risk and contributing to the intensive spread of diseases like cholera and malaria. Access to basic socio-economic services is therefore hampered by impassable commuter routes and drainages, on which women and men depend to perform their commercial and domestic travels, especially those using non-motorized transport.

Therefore gender mainstreaming in climate change adaptation and disaster risk reduction, requires data-based pathways to drawing the attention of policy makers and development partners for effective response in the design, implementation, monitoring and evaluation of policies and programs. This will require supporting local to local dialogues and studies to generate data for decision-makers at national and district level, NGOs and the private sector, so as to deepen stakeholders' understanding of the gendered impacts of climate change; and how these affect the effectiveness of public service delivery and business growth in different sectors. This will be followed by capacity development initiatives on gender responsive adaptation planning and project implementation, by leveraging the already existing opportunities and structures within government programmes such as the Northern Uganda Data Centre (NUDC), which specifically provides the specialized support for data collection, analysis and management to policy makers, supervisors and development partners; PRDP III, the Northern Uganda Agricultural Livelihoods Recovery programme (ALREP), and the District Water and Sanitation Coordination Committees.

### ***Strengthening institutional effectiveness***

Uganda has a Ministry of Gender, Labour and Social Development (MGLSD) which was established in 1989 to promote gender equality. A National Gender Policy (2007) is also in place to provide guidance for nationwide gender mainstreaming across key sectors. This notwithstanding, the capacity of the National Gender Machinery is not yet optimal: at the National level, the MGLSD is mandated to spearhead and coordinate gender responsive development and provide support to other sectors to mainstream gender. At the Local Government Level, the Ministry has Community Based Services/Gender departments whose role is to spearhead gender mainstreaming in district development plans and budgets. However, both the national and decentralized structures have limited staffing and funding. The number of technical staff working on gender at the MGLSD for instance reduced from 33 in 1995 to 10 in 2014 as a result of civil service reforms and turn over. In addition, the MGLSD has consistently been allocated less than 1% of the national budget to cover the entire social development portfolio. As a result, there has been limited focus on addressing practical gender needs especially for rural women and girls.

The Ministry of Finance, Planning and Economic Development has added impetus to the government's broad policy of mainstreaming gender in sectoral plans by issuing along with the Budget Call Circular, a requirement for gender responsive budgeting. Despite these guidelines, the achievements have to date

been limited in part due to the limited expertise for gender analysis of projects and programmes; inadequate gender disaggregated data and a weak monitoring and evaluation framework. In addition, there is limited guidance on the nature of flagship programmes that could lead to lasting transformations in gender relations and in the lives of women and girls. Although there have been attempts by line ministries to designate gender focal points to lead on these processes, in practice, focal points have often been limited in effectiveness because junior female staff tend to be burdened with the responsibility, with few extra resources and little training, support or clarity about their role. This challenge is also likely to constrain the enforcement of the gender provisions in Uganda's Public Finance Management Act, 2014. The Act states that a Gender and Equity Certificate (GEC), issued by the Equal Opportunities Commission, has to be obtained by a ministry, with technical guidance from MFPED, after including gender-allocation in annual policy statements and budget framework papers. Although MFPED has set-up an action plan for GEC operations, coherent intervention may call for data-based, collective and skilled engagement around the current options for development financing including: domestic resource mobilization, concessional and semi-concessional loans, domestic and international remittances, foreign direct investment, triangular cooperation, reduction in illicit capital flows among others.

One of the cross-cutting enablers for institutional effectiveness for UNDP support to government will be a data-based pathway to enhancing the capacity of government in operationalizing the mainstreaming gender and equity in public finance management. Through the Public Finance Management Act (PFM, 2014), the GoU has expressed a commitment to financing global and national goals on gender equality, but there are often inconsistencies between policy statements and the ways in which public finances are raised and spent. UNDP will provide expertise to undertake annual Commitment to Gender and Equity Assessment (CGEQ). The CGEQ will be a diagnostic framework for analyzing the impact of taxation and government spending on gender inequality and poverty across sub-regions in Uganda. The main purpose of CGEQ will be to gather evidence for informing government partners on how public finance affects national gender equality goals, and recommend measures on how to enhance the technical capacity of MDAs in operationalizing the mainstreaming of gender in public finance management. The CGEQ will also provide new opportunities for government and the civil society to monitor (pre-and post-budgeting cycles) the distributional effects of taxes and spending on the priority areas of NDP II, which are: agriculture, tourism, infrastructure, human capital and mineral development. It will further provide a critical source of information and analysis for the UN and development partners regarding financing for gender equality in Uganda, as a follow-up action on the country's commitments to the Addis Ababa Action Plan (July 2015) on financing the sustainable development agenda. Partnerships with UBOS, MFPED and Bank of Uganda will be critical for purposes of accessing Household (Income/Expenditure) Survey data and detailed public sector accounts. The partnership will also act as a mechanism for transferring knowledge and skills on how to undertake annual CGEQs in line with the information needs around operationalizing the Gender and Equity Certificate. Capacity development in gender and equity responsive macro-economic policy management for public servants will be undertaken in partnership with the Civil Service College in Jinja Uganda. The intervention will target: permanent secretaries; chief administrative officers; parliament; Bank of Uganda; the Presidential Economic Advisory Committee; NPA and MFPED; Auditor General's Office and the Civil Society Budget Advisory Group (CSBAG).

### ***Rule of law and constitutional democracy***

The Government of Uganda (GoU) has had success in domesticating global gender norms, alongside inconsistencies between policy statements and the ways in which plans are implemented. The 2014 review of Beijing +20 showed that gendered laws have been established, thereby legitimizing the work of gender advocates amongst Parliamentarians and CSOs. To start with, is the 1995 Constitution that prohibits laws and traditions against women's dignity, and upon which the 1997 National Gender Policy was reformulated in 2007. A series of legal reforms ensued, mainly; the 2010 law on Domestic Violence and the 2011 Domestic Violence regulations; the anti-Female Genital Mutilation Act of 2010; and the anti-trafficking in Person Act (2009). However, gender-sensitive legal reform has not sufficiently made rights and economic transformation real for women and girls. As of July 2015, defilement was one of the top crimes committed and reported in 2014; and yet the conviction rate for rape and defilement cases stood at 0.8% and 1.8% respectively. The report further indicated that rural women consider community leaders, elders and

chiefs easier to access for disputes regarding rape and defilement, rather than the formal justice institutions, namely; local council courts, district courts and police command posts.

By building on existing capacity development interventions, UNDP will need to work with other UN agencies, majorly UN Women and OHCHR, to strengthen parliamentary oversight and accountability for just enforcement of gender-sensitive laws and provisions. This, in-part will involve the Uganda Women Parliamentarians Association (UWOPA) in designing capacity development interventions for women parliaments and gender advocates on relevant oversight committees including: legal affairs, public accounts, decentralization and local governance, budget and social services committees. Partnership with the Civil Service College in Jinja will be harnessed to address the technical capacity constraints amongst parliamentary committees and women legislators in exercising their oversight and legislative responsibilities on gender equality. A Parliamentary Policy Advisory Group on Gender Equality will be formed, with support from the Speaker, comprising of CSOs, development partners, UN representatives, government and academic, for purposes of providing technical backstopping and partnering opportunities to male and female gender advocates in parliament, as well as influential legislators on relevant oversight committees. Support to a bi-annual Women's Parliament will be provided, for purposes of building momentum and strategic partnerships around accountability and visibility of gender equality issues, The Women's Parliament, using the Speakers' clout, will be a space for holding public officials accountable for gender equality objectives in NDP II, UNDAF and the post-2015 agenda.

#### ***Peace, Security and System Resilience***

UNDP will require a country profile on gender and youth-specific issues in peace-building and conflict mitigation for well-informed planning, policy making and community engagement. This is because national responses to conflict and post-conflict situations have focused on the immediate triggers of conflict and fragility to disasters, rather than addressing the underlying factors; alongside fragmented and incoherent responses, which overlook the roles of women and youth are critical for community-led conflict prevention and resilience in the face of disasters and insecurity. This calls for new ways of engagement with existing policy frameworks, institutional arrangements and capacity development approaches in order to bridge the gaps in perspectives on pathways out of fragility, conflict and weak governance. Women and girls continue to remain at risk to all types of violence whether in relative peace or at war time. While Uganda has enjoyed relative peace since the end of civil war in northern Uganda, when it comes to women's relative to men's situation things are not the same. During electioneering periods, women are at risk of suffering all forms of violence. They have also not been safe during the inter-ethnic conflicts including those that involve cattle rustling as well as fights over pasture, land and water.

It is also worth noting that Uganda is well endowed with natural resources such as forests, land, lakes and minerals with the latest development being the discovery of crude oil and gas the western part of the country. These natural resources are conflict generators with the various stakeholders pursuing different interests which end up clashing. It needs not be emphasized that the fight for access, use and management of natural resources can result in the most violent conflicts amongst communities and even tension between states, and often resulting in loss of human and animal lives as well as property. This implies mitigation measures for reduced contests over natural resources ought to be devised, by examining the efficacy of the existing legal and institutional framework in mitigating and managing natural resource-based conflicts.

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**ANNEX 2: SUMMARY GENDER ACTIVITIES OF KEY DEVELOPMENT PARTNERS**

Partner Agency	Key Gender Focus Areas	Principal Operations/Projects	Main Knowledge Products	Identified Gaps and Future Plans
<b>Bilaterals</b>				
<b>Department for International Development (DfID) UK</b>	<ul style="list-style-type: none"> <li>▪ Private Sector Development</li> <li>▪ Financial Literacy</li> </ul>	<ul style="list-style-type: none"> <li>▪</li> </ul>	<ul style="list-style-type: none"> <li>▪</li> </ul>	<ul style="list-style-type: none"> <li>▪</li> </ul>
<b>Irish Aid</b>	<ul style="list-style-type: none"> <li>▪</li> </ul>	<ul style="list-style-type: none"> <li>▪</li> </ul>	<ul style="list-style-type: none"> <li>▪</li> </ul>	<ul style="list-style-type: none"> <li>▪</li> </ul>
<b>Netherlands Cooperation</b>	<ul style="list-style-type: none"> <li>▪</li> </ul>	<ul style="list-style-type: none"> <li>▪</li> </ul>	<ul style="list-style-type: none"> <li>▪</li> </ul>	<ul style="list-style-type: none"> <li>▪</li> </ul>
<b>Danish Cooperation</b>	<ul style="list-style-type: none"> <li>▪ National Implementation of the UN SCR 1325</li> </ul>	<ul style="list-style-type: none"> <li>▪ No specific project at the moment</li> </ul>	<ul style="list-style-type: none"> <li>▪ Monitoring and identification of key national concerns</li> </ul>	<ul style="list-style-type: none"> <li>▪ Still working on DANIDA's Country Paper that will inform future plans</li> </ul>
<b>United States Agency for International Development (USAID)</b>	<ul style="list-style-type: none"> <li>▪</li> </ul>	<ul style="list-style-type: none"> <li>▪</li> </ul>	<ul style="list-style-type: none"> <li>▪ Country Gender Assessment (2010)</li> </ul>	<ul style="list-style-type: none"> <li>▪</li> </ul>
<b>Canadian International Development Agency (CIDA)</b>	<ul style="list-style-type: none"> <li>▪</li> </ul>	<ul style="list-style-type: none"> <li>▪</li> </ul>	<ul style="list-style-type: none"> <li>▪</li> </ul>	<ul style="list-style-type: none"> <li>▪</li> </ul>
<b>Swedish International Development Cooperation Agency (Sida)</b>	<ul style="list-style-type: none"> <li>▪ General Swedish Feminist Foreign Policy</li> <li>▪ Women Economic Empowerment</li> <li>▪ Women Political Participation</li> <li>▪ Addressing SGBV and SRHR including maternal health</li> </ul>	<ul style="list-style-type: none"> <li>▪ UN Women – Upcoming support to gender equality through UN Women</li> <li>▪ CSOs – DGF, Diakonia, IWCE etc</li> <li>▪ Research Programme with Makerere University <a href="#">17</a></li> </ul>	<ul style="list-style-type: none"> <li>▪ Reports and documents published by partners</li> </ul>	<ul style="list-style-type: none"> <li>▪ Coordination and harmonisation with national priorities.</li> <li>▪ Week national institutions</li> <li>▪ Slow implementation of Swedish Results Strategy 2013-2018</li> </ul>
<b>German Cooperation (GIZ)</b>	<ul style="list-style-type: none"> <li>▪</li> </ul>	<ul style="list-style-type: none"> <li>▪</li> </ul>	<ul style="list-style-type: none"> <li>▪</li> </ul>	<ul style="list-style-type: none"> <li>▪</li> </ul>
<b>Austrian Development Cooperation</b>	<ul style="list-style-type: none"> <li>▪ Gender mainstreaming is integrated in all ADC's interventions</li> <li>▪ Gender equality, women's political and economic empowerment and women's enjoyment of human rights.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Governance Sector: mainstreaming gender and human rights standards in the administration and delivery of justice.</li> <li>▪ Access to justice including the development and implementation of a legal aid policy; mainstreaming gender and human rights standards in the administration and delivery of justice; and promotion of</li> </ul>	<ul style="list-style-type: none"> <li>▪ Uganda Social Institutions and Gender Index (SIGI) with UBOS and OECD. Uganda SIGI Brochure (2015): <a href="http://www.oecd.org/dev/development-gender/Uganda%20SocInstitutt%20SIGI%2020x20-web-2.pdf">http://www.oecd.org/dev/development-gender/Uganda%20SocInstitutt%20SIGI%2020x20-web-2.pdf</a>; Uganda SIGI country report (2015): <a href="http://www.oecd.org/dev/development-">http://www.oecd.org/dev/development-</a></li> </ul>	<ul style="list-style-type: none"> <li>▪</li> </ul>

Partner Agency	Key Gender Focus Areas	Principal Operations/Projects	Main Knowledge Products	Identified Gaps and Future Plans
		<p>alternative conflict resolution and reconciliation mechanisms to enhance justice in post conflict areas.</p> <ul style="list-style-type: none"> <li>▪ Equal opportunities for men and women through capacity development and empowerment within JLOS and civil society, comprehensive participation of civil society, and active integration of disadvantaged groups.</li> <li>▪ Water and Sanitation Sector: interventions supported by ADC in water and sanitation contribute to gender equality and women's empowerment.</li> </ul>	<p>gender/The%20Uganda%20SIGI%20Country%20Study.pdf</p> <ul style="list-style-type: none"> <li>▪ Study on menstrual management in Uganda (2013) and guide to menstrual management for school girls (2013); Project partner: IRC International Water and Sanitation Centre (SNV/Netwas-Uganda)</li> </ul>	
<b>Embassy of France to Uganda</b>	<ul style="list-style-type: none"> <li>▪ FGM.</li> <li>▪ Gender empowerment and gender equity.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Supporting UNFPA-UNCIEF FGM joint programme in Karamoja (2013).</li> <li>▪ Small projects on empowerment and gender equity ( AF-Rlpads and Rafiki Theatre)-on going.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Documents produced by the project.</li> <li>▪ Documentary on GBV.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Gender and Development Strategy 2013-2017 from the French Ministry of Foreign Affairs.</li> </ul>
<b>Multilaterals</b>	<ul style="list-style-type: none"> <li>▪</li> </ul>	<ul style="list-style-type: none"> <li>▪</li> </ul>	<ul style="list-style-type: none"> <li>▪</li> </ul>	<ul style="list-style-type: none"> <li>▪</li> </ul>
<b>United Nations Development Programme (UNDP)</b>		<ul style="list-style-type: none"> <li>▪</li> </ul>	<ul style="list-style-type: none"> <li>▪</li> </ul>	<ul style="list-style-type: none"> <li>▪</li> </ul>
<b>UN Women</b>	<ul style="list-style-type: none"> <li>▪ Women Leadership and Decision-Making.</li> <li>▪ Economic Empowerment of Women.</li> <li>▪ Violence Against Women and Girls.</li> <li>▪ Women Peace, Security and Humanitarian Action.</li> <li>▪ Governance, National</li> </ul>	<ul style="list-style-type: none"> <li>▪ Global Initiative on Women's leadership and political participation</li> <li>▪ Joint Programme on Gender Based Violence (JPGBV)</li> <li>▪ From Communities to Global Security Institutions: Engaging Women in Building Peace and Security.</li> </ul>	<ul style="list-style-type: none"> <li>▪ UN Women report: Gender Equality and Political Leadership in Uganda – Expanding Women's Political Participation.</li> <li>▪ Beijing Plus 20 Review Process.</li> <li>▪ Mid-term and End of Programme Evaluation Report – UNJPGE.</li> </ul>	<p>Planning for future programmes, including resources to be mobilized:</p> <ul style="list-style-type: none"> <li>▪ UN Joint Programme on Gender Equality</li> <li>▪ Economic Empowerment of Young Women through Relevant Quality and Second Chance Education</li> </ul>

Partner Agency	Key Gender Focus Areas	Principal Operations/Projects	Main Knowledge Products	Identified Gaps and Future Plans
	Planning and Accountability to GEWE.	<ul style="list-style-type: none"> <li>▪ Peace Building and Enhancing protection systems (Gender Promotion Initiative- GPI)</li> <li>▪ Mainstreaming gender in humanitarian action.</li> <li>▪ UN Joint Programme on HIV – JUPSA - Addressing Gender Disparities – UBRAF.</li> <li>▪ HeforShe campaigns.</li> <li>▪ UN Joint Programme on gender Equality (UNJPGE).</li> <li>▪ Energy for women's and children's health.</li> <li>▪ Women's Access to Justice.</li> <li>▪ Promoting urban and poor women's housing and property rights.</li> <li>▪ Consolidating the grains: transition from the Joint Programme on Gender Equality.</li> </ul>	<ul style="list-style-type: none"> <li>▪ A study on the advocacy efforts towards the enactment of the Marriage and Divorce bill.</li> <li>▪ Research Paper on Women's Political Participation in Uganda.</li> <li>▪ Financing for Women's access to justice.</li> <li>▪ The gender bench book.</li> <li>▪ A study on factors that facilitate and inhibit access to justice for women in Uganda.</li> <li>▪ The Affirmative Action Report.</li> <li>▪ Situation analysis of women and girls in Uganda.</li> <li>▪ National report on the Maputo Protocol.</li> <li>▪ Mapping of GEWE stakeholders report.</li> <li>▪ National report on the AU Solemn Declaration.</li> <li>▪ HIV investment case.</li> <li>▪ Evidence from gender in HIV programmes. 27</li> </ul>	<ul style="list-style-type: none"> <li>▪ &amp; ICTs</li> <li>▪ Income generation and security through decent work and social protection for women</li> <li>▪ Better production and use of gender statistics for evidence-based localization of the SDGs</li> <li>▪ UN Women component on the UN support to electoral process ( 2015-2017</li> </ul>
<b>UNICEF</b>	▪	▪	▪	▪
<b>UNFPA</b>	▪	▪	▪	▪
<b>OHCHR</b>	<ul style="list-style-type: none"> <li>▪ Monitoring Gender based Human rights violations.</li> <li>▪ Sexual Reproductive Health Rights (SRHR).</li> </ul>	▪	<ul style="list-style-type: none"> <li>▪ Ministry of Health Standards and Guidelines (2015).</li> <li>▪ Human Rights Council Resolutions 11/8; 18/2; and 22/32.</li> <li>▪ Technical guidance on the application of a human rights based approach to the implementation of policies and</li> </ul>	<ul style="list-style-type: none"> <li>▪ Monitoring adherence to standards and guidelines on SGBV and SRHR.</li> <li>▪ Integrating HRBA to reduce and eliminate maternal and child mortality and morbidity.</li> </ul>

Partner Agency	Key Gender Focus Areas	Principal Operations/Projects	Main Knowledge Products	Identified Gaps and Future Plans
			programmes to reduce preventable maternal morbidity and mortality. 37	
<b>European Union</b>	<ul style="list-style-type: none"> <li>Gender equality and women/girl empowerment</li> </ul>	<ul style="list-style-type: none"> <li>Projects on women and girl rights, and empowerment</li> </ul>	<ul style="list-style-type: none"> <li>Mainly documents published by the projects</li> </ul>	<ul style="list-style-type: none"> <li>Still working on EU's 11<sup>th</sup> EDF country paper for 2016 - 2021</li> </ul>
<b>IFAD</b>	<ul style="list-style-type: none"> <li></li> </ul>	<ul style="list-style-type: none"> <li></li> </ul>	<ul style="list-style-type: none"> <li></li> </ul>	<ul style="list-style-type: none"> <li></li> </ul>
<b>FAO</b>	<ul style="list-style-type: none"> <li></li> </ul>	<ul style="list-style-type: none"> <li></li> </ul>	<ul style="list-style-type: none"> <li></li> </ul>	<ul style="list-style-type: none"> <li></li> </ul>
<b>World Bank Group</b>	<ul style="list-style-type: none"> <li></li> </ul>	<ul style="list-style-type: none"> <li></li> </ul>	<ul style="list-style-type: none"> <li></li> </ul>	<ul style="list-style-type: none"> <li></li> </ul>
<b>World Food Programme</b>	<ul style="list-style-type: none"> <li></li> </ul>	<ul style="list-style-type: none"> <li></li> </ul>	<ul style="list-style-type: none"> <li></li> </ul>	<ul style="list-style-type: none"> <li></li> </ul>
<b>World Health Organization</b>	<ul style="list-style-type: none"> <li>Gender and health, management of survivors of GBV.</li> <li>Gender and Human rights mainstreaming in the health sector.</li> <li>Male Involvement in SRHR, HIV, and child survival.</li> </ul>	<ul style="list-style-type: none"> <li></li> </ul>	<ul style="list-style-type: none"> <li></li> </ul>	<ul style="list-style-type: none"> <li></li> </ul>
	<ul style="list-style-type: none"> <li></li> </ul>	<ul style="list-style-type: none"> <li></li> </ul>	<ul style="list-style-type: none"> <li></li> </ul>	<ul style="list-style-type: none"> <li></li> </ul>

Notes:

\* The team did not have the opportunity, in the time available, to meet with all key partners. Information is provisional and/or based on desk reviews of available materials. To the extent possible, this table will be updated and completed over the coming months, and as part of subsequent in-country review.

The table is not intended to provide a comprehensive mapping of partner activity. Instead, its aim is to identify the main areas of focus and the principal activities, including both projects and analytical work, with a view to avoiding duplication of efforts and facilitating coordination with partners engaged in areas similar to those in which the Bank is, or plans to be, engaged.

### Annex 3: Uganda and the Sustainable Development Goals (SDGs)

In September 2015, the UN General Assembly adopted the Sustainable Development Goals (SDGs). There are, in total, 17 goals, incorporating 169 targets.

**Annex 4 Table 1: The Sustainable Development Goals**

Goal #	Sustainable Development Goals
Goal 1	End Poverty in all its forms everywhere
Goal 2	End hunger, achieve food security and improved nutrition and promote sustainable agriculture
Goal 3	Ensure healthy lives and promote well-being for all at all ages
Goal 4	Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all
<b>Goal 5</b>	<b>Achieve gender equality and empower all women and girls</b>
Goal 6	Ensure availability and sustainable management of water and sanitation for all
Goal 7	Ensure access to affordable, reliable, sustainable and modern energy for all
Goal 8	Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all
Goal 9	Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation
Goal 10	Reduce inequality within and among countries
Goal 11	Make cities and human settlements inclusive, safe, resilient and sustainable
Goal 12	Ensure sustainable consumption and production patterns
Goal 13	Take urgent action to combat climate change and its impacts*
Goal 14	Conserve and sustainably use the oceans, seas and marine resources for sustainable development
Goal 15	Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss
Goal 16	Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels
Goal 17	Strengthen the means of implementation and revitalize the global partnership for sustainable development

Source: