

The European Union's FWC (SIEA 2018) –Lot 4 Human Development and Safety Net for Uganda

Diagnostic Studies No 3.1 to 3.5

To support the Mid-Term Review of Uganda's 2nd National Development Plan (NDP-2) and Evaluation of NDP-1

Main Gender Report (3.4)



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**Framework contract for the implementation of external aid
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Main Gender Report (3.4)

Client: National Planning Authority Government of Uganda

ICON-INSTITUT Public Sector GmbH Consortium

Implemented by: ICON-INSTITUT Public Sector GmbH in cooperation with EUROPE Ltd. and Edburgh consultants



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ABBREVIATIONS

ARV	Antiretroviral (HIV drugs)
BTVET	Business, Technical, vocational Education and Training
CAO	Chief Administrative Officer (in every district)
CBO	Community Based Organisation
CRRF	Comprehensive Refugee Response Framework (CRRF)
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
CSO	Civil Society Organisation
EAC	East African Community
ELA	Empowerment and Livelihood for Adolescents (BRAC-Programme)
EOC	Equal Opportunities Commission
EU	European Union
GBV	Gender Based Violence
GDPG	Gender Development Partner's Working Group
GEC	Gender Equity Certification
GES	Gender Effectiveness Score
GEWE	Gender Equality and Women's Empowerment
GFP	Gender Focal Person, or Gender Focal Point
GoU	Government of Uganda
GRB	Gender Responsive Budgeting
ICT	Information and Communication Technology
IPV	Intimate Partner Violence
JLOS	Justice, Law and Order Sector
MDAs	Ministries, Departments and Agencies
MFPEd	Ministry of Finance Planning and Economic Development
MGLSD	Ministry of Gender, Labour and Social Development
MOH	Ministry of Health
MoESTS	Ministry of Education, Science, Technology and Sports
MoLG	Ministry of Local Government
MPs	Members of Parliament
MTR	Mid-Term Review
NAAS	National Agricultural Advisory Services
NAWOU	National Association of Women Organisations in Uganda
NDP	National Development Plan
NGO	Non-Governmental Organisation
NPA	National Planning Authority
NPEGBV	National Policy on the Elimination of Gender Based Violence

OECD-DAC	Organisation for Economic Cooperation and Development - Development Assistance Committee
OPM	Office of the Prime-Minister
PFM	Public Finance management
PMSA	Preventive Maintenance Service Agreements
PMTCT	Prevention of Mother-To-Child Transmission
PPP	Public Private Partnership
PUW-quote	Paid-Unpaid-Work-quote
ReHoPe	Government's Refugee and Host Population Empowerment strategy
SAGE	Social Assistance Grant for Empowerment (of senior citizens)
SDGs	Sustainable Development Goals
SRHR	Sexual and Reproductive Health and Rights
TOR	Terms of Reference
UBOS	Uganda Bureau of Statistics
UCE	Uganda Certificate of Education
ULGA	Uganda Local Government Association
UNDP	United Nations Development Programme
UNFPA	United Nation Population Fund
UNHS	Uganda National Household Survey
UNICEF	United Nations Children's Fund
UN-Women	United Nations Entity for Gender Equality and Women's Empowerment
USAID	United States Agency for International development
UWONET	Uganda Women's Network
VAC	Violence Against Children
VAWG	Violence Against Women and Girls
WHO	World Health Organisation

1. Introduction

This gender diagnostic study was commissioned by the National Planning Authority (NPA) of Uganda, with support from the Delegation of the European Union to Uganda (EUD). It aims to inform the process of final evaluation of the first National Development Plan (NDP-1) and the Mid-Term-Review of the second National Development Plan (NDP-2), which are currently on-going.

The Terms of Reference of this assignment contains a table of content in Annex 1B. During the implementation of the assignment the EUD communicated that three chapters were not of high priority, and only needed to be worked out as far as they could back up the findings of the main chapters. These three chapters were:

- Progress made against NDP targets
- Public and private financing
- Inventory of the state of Public Investment Plan Projects.

For gender, the chapter ‘progress made against NDP targets in NDP-1 an NDP-2’ was key for backing up conclusions on gender mainstreaming as a cross-cutting issue in all objectives and interventions proposed by the NDPs. Therefore, this chapter has been worked out thoroughly.

The chapters on ‘Public and private financing’, and on ‘the state of Public Investment Plan Projects’ have not been worked out, as this was not needed to underpin the findings of the remaining chapters. In the Public Investment Plan Projects there was one project on promoting women’s entrepreneurship. The report gives attention to the implementation of this project in the Kabarole District.

We thank all the persons, organisations and institutions in Uganda who have shared their vision, their knowledge, and their experiences during interviews and during the World Café which took place on the 12th of October 2018. Special thanks to Judith Metabazi, gender specialist at NPA, who chaired the dialogue table on gender during the World Café.

We are grateful for the support by Tarik Kubach, programme officer of the EUD, particularly regarding the provision of contact details of resource persons, for enabling access to an extensive online library of relevant documentation, and for facilitating the feedback to the first draft of this report from the Gender Development Partner’s Working Group (GDPG), UNICEF, UNHCR and World Bank. The broad range of expertise of these international cooperation partners and their constructive feedback to the first draft of the study has made a considerable difference in the final result of this report.

Many thanks also to the participants of the validation workshop on 27 February 2019, for their feedback on the second draft of this report. They have provided important and relevant additional information, which has been taken into consideration in this final report. Their contributions to this diagnostic study are highly appreciated, although the final responsibility for its content remains with the consultant.

We particularly thank Dhizaala Moses, the executive Director of the NPA for his useful orientation and information on the issues at stake, for providing and coordinating facilities for meetings, for his critical and relevant comments on the final draft, and especially for his flexibility and patience allowing us to present the final report beyond the planned deadline.

Uganda / Germany / Netherlands
22 March 2019.

2. Detailed description of applied methodology

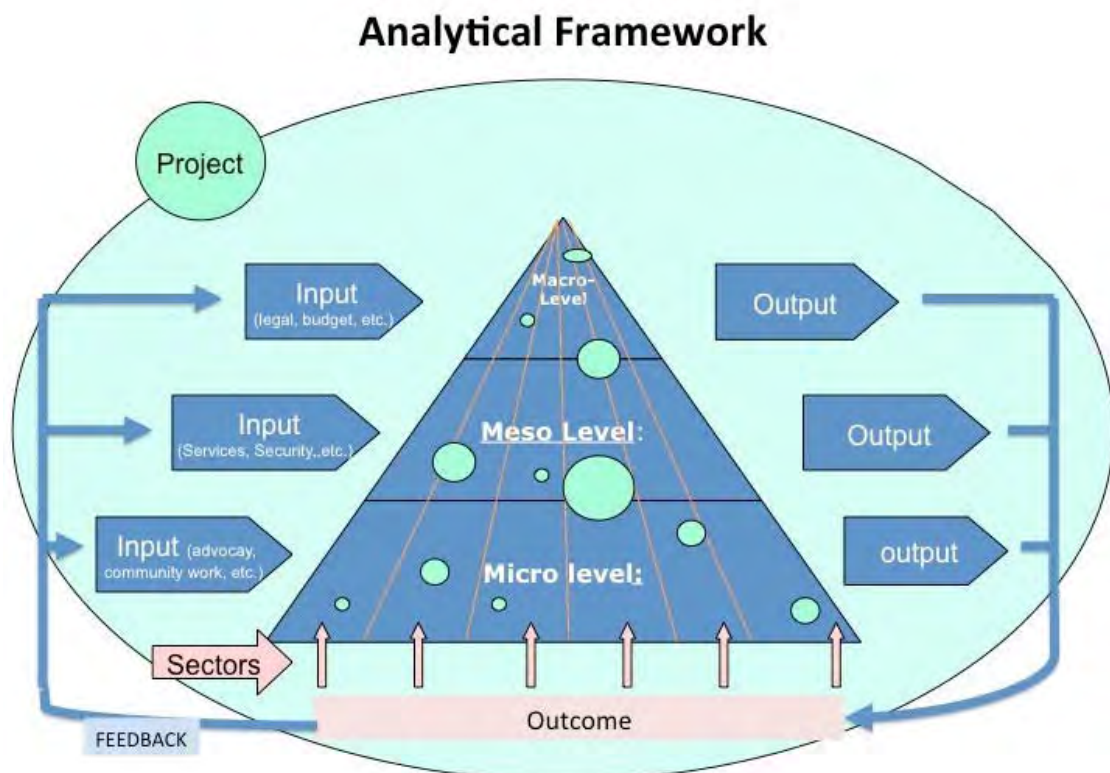
2.1 Analytical framework

The methodology for this diagnostic study has used an analytical framework that distinguishes the micro-meso-macro levels (see figure below), which will be applied with a gender lens.

At macro level we look at gender-relevant legal and political frameworks; governmental performance to implement and enforce these commitments; the process of democratic decision making and control; lobby, advocacy and control by civil society organisations operating at national level; and the dialogue of the government with the donor community on gender issues.

At meso level we assess the gender-performance of intermediate authorities (district level), institutions and companies in charge of delivering public services and/or implementing assignments. At this level we also assess the horizontal and vertical gender-segregation of the labour market. At micro level we assess the impact on the ground, assessing the benefits of the governmental incidence for men and women of different ages in all their diversity, and analysing the hindering and the enabling factors for achieving an enabling environment for both women and men to fully enjoy their human rights and to participate pro-actively in achieving a modern prosperous future for all.

Figure 1 Analytical Framework¹



¹ Source: developed for training purposes by Thera van Osch, 2010

This approach allows identifying the coherence (or lack of coherence) between policy, implementation of policy at institutional level, and results, effects and impact of this process on the ground. It also shows how bottom-up initiatives may influence the intermediate institutions and the markets, which then may have an impact on national level, and may result in policy adjustments or new legal frameworks. Project interventions may have effects on micro, meso or macro level, depending on the type of project. Sector programmes have impact at all levels within a certain sector.

2.2 Key questions for research

The study used a combination of research methods to obtain the required quantitative and qualitative data to find answers to a list of key questions, included in the Inception Report. ANNEX 1 shows the list of key questions that has guided this diagnostic study. These key questions were focussed on the following thematic issues:

1. Providing input for the end evaluation of NDP-1

- a) Gender performance of different sectors
- b) Gender mainstreaming and gender responsive budgeting
- c) The PUW-quote (paid-unpaid-work quote)

2. Providing input for NDP-2 Mid-Term Review

- a) The promotion of equal rights, gender equality and women's empowerment (GEWE)
- b) Mainstreaming of gender and rights throughout the entire policy cycle, in all sectors, and at all levels:
- c) Strengthening capacity of stakeholders in social equity and human rights:
- d) Prevent and respond to Gender Based Violence (GBV)
- e) Promotion of gender sensitive regulatory frameworks in all sectors, particularly with regard to emerging areas of climate change, oil and gas.
- f) Promotion of women economic empowerment through entrepreneurship, skills, provision of incentives.
- g) Enhancing women's participation at all levels
- h) Formulation of National Sexual Harassment Policy²
- i) Improve equity in access to land, livelihood opportunities and tenure security of vulnerable groups

2.3 Tools for assessment of gender performance of NDP1 and NDP2:

The OECD-DAC criteria for evaluation³ will be applied as follows:

Relevance: Assessment of the extent to which NDP-1 and NDP-2 have been suited to implement the National, regional and international commitments to promoting gender equality and human rights in Uganda.

Effectiveness: This criterion measures the extent to which objectives are (likely to be) achieved. A number of NDP areas of intervention, however, do not have gender (sensitive) objectives or indicators. This does not mean that gender equality was not relevant for policy areas of NDP that do not have gender (sensitive) objectives, results, or target indicators. It only means that if gender is not targeted in the objectives, it is not possible to measure with the OECD-DAC Effectiveness score for gender objectives. Given the limitations of the OECD DAC Effectiveness score scale for assessing gender results, outcome and impact of interventions that have not explicitly defined

² States parties to the Maputo Protocol are required to take measures to combat and punish sexual harassment in the workplace Article 13(c)

³ These refer to: 1)

gender sensitive objectives, the gender diagnostic study will also apply the Gender Effectiveness Score (GES)⁴, which will be explained below.

Efficiency: This study will measure qualitative and quantitative outputs in terms of gender equality and human rights achievements (=desired results) in relation to inputs. Where possible a comparison will be made between gender-blind and gender-transformative approaches in order to assess which was the most efficient approach in terms of cost-benefits.

Impact: The focus will be on assessing the gender impact of NDP-1 and NDP-2. This impact can be positive or negative, directly or indirectly, intended or unintended. The impact can be on micro, meso or macro level, and it can be coherent or not coherent with national gender policy, depending from several internal and external factors, which cannot always be under control of the authorities. We have to distinguish what has been result of NDP-1 and NDP-2 interventions, and what has been result of other factors (e.g. cultural practices, the changing weather conditions, international crisis, etc.)

Sustainability: This study will mainly focus on the assessment of factors that influence the achievement or non-achievement of structural long-term sustainable gender transformation, towards a society where all men and women can fully enjoy their human rights.

2.4 Gender Effectiveness Score

Additional to these OECD-DAC criteria, this study will apply the Gender Effectiveness Score (GES), which measures the degree to which the policy and intervention has effectively contributed towards a gender transformative process. The below table indicates how a GES score can be interpreted.

The main differences between the OECD-DAC Effectiveness Score and the GES score are:

- The GES score focuses on the extent to which gender has been addressed and/or gender results achieved, irrespective of the fact whether gender objectives or gender indicators were in place (or not), thus also considering possible gender results that were not foreseen in the NDP1 or NDP2.
- The GES score also considers the quality and aspiration level of gender results / indicators, whereas OECD-DAC only considers the extent to which the pre-set objectives or results were achieved, not taking into account their quality and/or ambition level.

Table 1: Type of Gender effect

Score	Type of gender effects	Gender Effectiveness
1	The intervention has considered the different gender roles and responsibilities and has challenged the existing gender roles and responsibilities by addressing the <i>causes</i> for gender inequality and by aiming for gender equality.	Gender transformative
2	The intervention has considered different gender roles and responsibilities, and it has ensured that both men and women have had benefits also targeted particular groups (mostly women) who lag behind in access to resources or decision-making power, in order to empower them and improve their situation.	Gender positive

⁴ This Gender Effectiveness Score (GES) is an adapted version of the original GES of the WHO.

Score	Type of gender effects	Gender Effectiveness
3	The intervention has considered the different roles and responsibilities of women and men, and it has registered different effects; neither men nor women have been harmed due to the intervention; practical gender needs may be addressed, however, without changing gender norms and roles.	Gender-sensitive
4	The intervention has ignored the different gender roles and responsibilities (gender-blind); Gender gaps may increase or decrease, but there is no accountability about gender impact.	Gender-blind
5	Gender inequalities are reinforced by the intervention; gender inequality perpetuated or increased.	Gender-negative

2.5 Tools used for information gathering

a) Desk study

The desk study was focussed on the key-questions as mentioned above. It consisted of collection of existing statistical data and review existing studies on the situation of women and girls, men and boys in Uganda. It assessed opportunities and barriers to achieving gender equality (including social norms, legislative, institutional capacity, political will, climate change etc.) focusing on those areas and information that must be addressed for achieving the long-term vision of a prosperous modern country based on gender equality and human rights for all. ANNEX 3 gives an overview of the documents consulted.

b) In-depth interviews

Open in-depth interviews have taken place with several persons as shown in the list of resource persons. The resource persons included a broad variety of people, not only from the government, but also women's organisations, donor organisations, workingwomen in non-traditional jobs, and others. Given the intensive traffic in Kampala, a lot of time was lost in moving from one appointment to the other. For this reason, less interviews could be realised than originally foreseen. ANNEX 4 gives an overview of people and institutions consulted.

c) Survey

An online survey has been sent to the International NPA-consultants to ask for evidence on gender responsiveness in their sector of policy area, particularly with respect to NDP-1. ANNEX 2 gives a summary of the results.

d) World Café

The team organised a World Café in Kampala on 12 October 2018. World Café is a method for participative group dynamic to enhance dialogue in a constructive sense. A diverse group of 26 participants contributed to the dialogue. There were 5 dialogue tables, including a table for gender. The result consisted of a list of recommendations to address the key issues at stake. A report has been made and submitted of the World Café. ANNEX 5 shows the recommendations for gender, resulting from this World Café.

Validation Workshop

The final draft was presented during a validation workshop on 27 February 2019 with a diverse group of about 20 participants, representing governmental bodies, NGOs, and the international donor community. ANNEX 6 shows the feedback received during the validation workshop.

3. Context/Situation in 2018

This introductory chapter gives a brief outline of some key gender issues at stake in Uganda without the intention of presenting a comprehensive analysis, as many issues will be presented further on in this study.

The Government of Uganda has been committed over 20 years to promote gender equality and women's rights. In 1997 the first National Gender Policy (NGP) was approved. Since then awareness has increased on the importance to promote gender equality, not only as a question of human rights and social justice, but particularly as instrumental to achieve the development goals pursued by Uganda. The current Gender Policy expired in 2017 and a new draft is still to be approved by Cabinet. The new Gender Policy has been developed in an inclusive way with input from Development Partners and underwent a Regulatory Impact Assessment and Budget Impact Assessment in 2018⁵.

3.1 Legal and policy framework

Uganda has a solid legal and policy base for promoting equal rights, gender equality and women's empowerment in the development process. The Constitution of 1995 guarantees equality between women and men and has a number of affirmative action measures, particularly to promote gender balance in the education system and in political participation.

The Equal Opportunities Commission (EOC) is a statutory body established by an Act of Parliament to effectuate Article 32(3) and Article 32 (4) of the Constitution of Uganda. The mandate of the EOC is to “eliminate discrimination and inequalities against any individual or group of persons on the ground of sex, age, race, colour, ethnic origin, tribe, birth, creed or religion, health status, social or economic standing, political opinion or disability, and take affirmative action in favour of groups marginalised on the basis of gender, age, disability or any other reason created by history, tradition or custom for the purpose of redressing imbalances which exist against them, and to provide for other related matters.”⁶ In compliance with these constitutional provisions, the enactment of the Equal Opportunities Commission Act, took place in 2007. The Equal Opportunities Commission was inaugurated on 8th July 2010.

Uganda's gender policy, and her commitments to international and regional legal and policy frameworks to promote gender equality, have been amplified since 2010. Although some aspects in the law are still unfavourable for women, huge steps have been made in the creation of a strong legal and policy framework for gender responsive development.

Several laws have been enacted since 2009 to combat GBV, including the Domestic Violence Act, the prohibition of FGM, and the Prevention of Trafficking Act. The challenge is the effective implementation of these Acts.

3.2 Gender Equity Budgeting and Certification

The creation of a policy framework for financial transparency on gender impact of budget allocation is the Uganda Public Finance Management Act of 2014 (PFMA-2014) that introduced Gender and Equity Budgeting and Certification. This is a key tool to assess and monitor investments in gender equality, although the full implementation in practice still remains a challenge.

⁵ GDPG, 2019: Based on feedback to the first draft report from GDPG, 4th February 2019.

⁶ Retrieved February 2019 from: <http://www.eoc.go.ug/about-eoc>

The PFMA-2014 requires that budgets and Ministerial Policy Statements of all Sectors, Ministries, Departments and Agencies (MDAs) and Local Governments (LGs) are gender and equity responsive in order to obtain a Certificate of Compliance. The Minister of Finance Planning and Economic Development (MFPED) issues this Gender Equity Certificate in consultation with the Equal Opportunities Commission. The gender and equity budgeting approach ensures that the different needs and interests of men and women from all ages, from all regions, and all social groups in all their diversity are accommodated and addressed in the respective Ministerial Policy Statements and Budgets. The Equal Opportunities Commission plays a key role in the assessment of the compliance of the MDAs and LGs with the legal and policy frameworks on promoting gender equality and equal opportunities for all.

The effective implementation of this model for gender responsive budgeting is an on-going process with many challenges. There is need for capacity building among MDAs and LGs on putting gender responsive budgeting in practice, and for a gender monitoring mechanism that tracks the implementation of gender equity certified budgets to follow the funds and see if they are used in line with the gender responsive plan.

3.3 Gender-based violence, and domestic violence

Women's full enjoyment of human rights is subverted by the widespread acceptance of violence against women and children, which is one of the main obstacles for achieving Uganda's goals of Vision 2040. There is a broad acceptance among both women and men of the violation of women's human rights at family level. The Uganda Demographic and Health Survey (UDHS) of 2016 reports that "Half of women and 41% of men agree that a husband is justified in beating his wife for at least one of the following reasons: if she burns the food, argues with him, goes out without telling him, neglects the children, or refuses to have sex with him. Both women and men are most likely to agree that wife beating is justified if the wife neglects the children (39% and 28%, respectively)." (UDHS, 2016). Even among young people there is a high degree of acceptance of wife-beating as shown in a Violence Against Children Survey by UNICEF, indicating that "half of 18-24 year olds (females, 57%; males, 48%) believe it is acceptable for a man to beat his wife, with the most frequent reason being if the wife neglected the children. Moreover, six in ten 18-24-year olds (females, 62%; males, 61%) believe a wife should tolerate violence in order to keep the family together."⁷

Compared to both global and regional averages, Uganda suffers from an extremely high incidence of gender-based violence, and violence against children, which is one of the main obstacles for development in terms of human capability and human capital development. "Overall, 62,2% of all women and 58,8% of all men aged 15-49 in Uganda reported experiencing physical or sexual violence (by any perpetrator) at least once since the age of 15 (according to the 2011 Uganda Demographic and Health Survey). By comparison, the global average prevalence rates for violence against women (physical or sexual) aged 15-49 is estimated by the World Health Organization (WHO) at 35,6% and the regional (Africa) average is 37,7%." (World Bank, 2016)⁸. Three in four children (girls-75%; boys-76%) reported a lifetime experience of one or more different types of violence during childhood: sexual violence, physical violence, and/or emotional violence. As a result of VAC (Violence Against Children), children suffer from injuries, mental

⁷ Republic of Uganda, Ministry of Gender, Labour and Social Development (2018): Uganda Violence Against Children Survey; Findings from a National Survey. Uganda (UNICEF)2018. https://www.unicef.org/uganda/VACS_Report_lores.pdf

⁸ Quoted from: World Bank, 2017: International Development Association Project Appraisal Document on 'Strengthening Social Risk Management and Gender-Based Violence Prevention and Response Project'. (PAD2380), Uganda, May, 2017.

distress, missed school attendance, sexually transmitted infections, or undesired teenage pregnancy as a result of pressured or forced sex⁹. (MGLSD, 2018)¹⁰.

The practice of FGM/C is rather low in Uganda, remaining at about 1% throughout the years.¹¹ However, there are huge variations at regional level. Three ethnic groups mainly practice it: the Sabiny in the Sebei region, the Pokot and Tepeth from Karamoja sub region. Among the Pokot, FGM is nearly universal at 95% and the practice is estimated at approximately 50% among the Sabiny (UNFPA 2011). This makes that Karamoja (4.5%) and the Eastern Region (2.3%) have the highest incidence of FGM/C (UDHS, 2011). National Association of Women Organisations in Uganda (NAWOU) noted that the practice is on the rise in some communities that are cutting girls in full defiance of the anti-FGM law.¹²

“According to the 2016 Demographic and Health Survey (DHS), less than 60% of girls aged 15-18 completed their primary education, and only one in four girls aged 18-21 completed their secondary education. This is in part because of high rates of child marriage (32,5% among girls aged 18-22) and early childbearing (26%)”¹³ (Wodon, 2018). A World Bank Study calculated that “ending child marriage today could generate by 2030 up to US\$2.7 billion in annual benefits (in purchasing power parity terms) simply from lower population growth and a reduction in rates of under-five mortality and stunting for young children. In addition, women’s earnings today would be higher if they had been able to avoid marrying early. This loss in earnings is estimated at more than US\$ 500 million.”¹⁴

Uganda could hugely benefit from investments in preventing and combating GBV and in promoting gender equality and the empowerment of girls and women.

3.4 Education

Affirmative action has increased the enrolment of girls at several levels of education. At the level of primary school’s gender parity has been achieved in enrolment and completion. In 2015 completion of primary education had increased to 72% of both boys and girls. In secondary school the enrolment of boys was 53% and of girls 47% in 2014. Senior four (S4) completion rate for girls is 34% compared to 45% for boys (MoES, 2016, p.7).

There are wide regional disparities. For example, in the district of Moroto only 6.4% of girls finish their primary education. According to the 2014 census, there are 23,154 girls aged 6 to 12 in Moroto, but only 4,786 of them (20.7%) are currently attending school. Drop-out rates for girls are high in Karamoja, Kotido and Moroto due to early marriages, and high incidence of teenage pregnancy.¹⁵

⁹ Republic of Uganda, Ministry of Gender, Labour and Social Development (2018): Uganda Violence Against Children Survey; Findings from a National Survey. Uganda (UNICEF) August 2018.

https://www.unicef.org/uganda/VACS_Report_lores.pdf

¹⁰ One of the findings of the 2015 UNICEF-Violence Against Children Survey in Uganda was that 28,3% of the young women (18-24 year) who experienced pressured or physically forced sex during their childhoods became pregnant as a result of their first or most recent experience of pressured or forced sex. https://www.unicef.org/uganda/VACS_Report_lores.pdf

¹¹ Source: UNICEF – Uganda: https://www.ecoi.net/en/file/local/1436703/5228_1530174994_fgmc-uga.pdf

¹² Miriam Cherukut, Program Manager at the NAWOU provided information on this point during the validation workshop on 27 February 2019.

¹³ Wodon, Quentin; Chata Male: Adenike Onagorua (2018): The cost of not investing in girls, child marriage, early child bearing, low educational attainment for girls, and their impacts in Uganda: An update. World Bank, November 2018.

¹⁴ Quoted by Wodon et al, (2018): idem.

¹⁵ Faughan, Pauline, 2016: Fighting for girls’ education in Northern Uganda. <https://www.globalpartnership.org/users/pfaughnan>

3.5 Refugee Hosting

Uganda is the largest refugee hosting country in Africa and the third largest in the world. Since 2016 the country has seen a massive increase in the number of refugees, and is hosting over 1,4 million refugees as of April 2018, the majority of whom originate from South Sudan (1.053.598) and the Democratic Republic of the Congo (DRC) (276.570).¹⁶ Women and children represent 81,5% of the refugees.¹⁷ The Government of Uganda (GoU) has an open policy that responds to emergency and also secures the longer-term well-being of refugees, seeking their self-sufficiency in line with the National Development Plan II (NDPII), the Comprehensive Refugee Response Framework (CRRF) and the Refugee and Host Population Empowerment (ReHOPE) strategy.

3.6 Participation and Human Rights

Women's political participation in parliament is 35% of the seats (2015), and over 25% of Minister positions (IRI, 2016). Women hold 11 full Ministerial Cabinet Positions among the total of 31 Cabinet Ministers in Uganda.

According to the Ibrahim Index of African Governance, Uganda registered a slight decrease of 1,4 points in the score on Participation & Human Rights over the last ten years (2018, Mo Ibrahim Foundation, page 36). This score measures civil and political rights and freedoms by assessing citizen participation in the political and electoral process, respect for basic rights, and the absence of gender discrimination through the sub-categories Participation, Rights and Gender. Nevertheless, with 54,6 points Uganda still scores above the African average score of 49,2 points (out of 100) for Participation & Human Rights, which is mainly due to the fact that the African average score for gender has improved consistently every year over the last ten years. This was also the case for Uganda, with a gender score of 72,7 in 2017, which is an increase of 6,7 points over the past 10 years. This increase was mainly due to women's political participation (score 62,8 and increase of 6,9 over past ten years), and to Laws on Violence against Women (score 75,0 and increase of 50,0 points over past ten years). All other available gender indicators for Uganda decrease, remain stable, or improve slowly, including women's labour force participation, workplace gender equality, and representation of women in the judiciary (2018, Mo Ibrahim Foundation, page 123).

3.7 Concluding remarks

Uganda vision 2040 provides new opportunities and new challenges to enhance women's rights, women's empowerment, gender equality, and equal opportunities for all. The achievement of the goals set in Uganda Vision 2040, and the objectives and results pursued through the NPDs requires that both women and men of different ages and in all their diversity are enabled to contribute to the process of transformation from a poor peasant country to a prosperous modern country. A government cannot leave half of the population behind as second-class citizens. Women of Uganda must be released from violence and get equal access to resources in order to unleash female talents and potential to contribute to the goal to become an upper middle-income country in about 20 years from now. Despite women's social economic rights in common law; women's access to finance (e.g. income, credits), to entrepreneurship, and to control over land is limited.

Mainstreaming a gender equality perspective in Uganda Vision 2040, in the NPDs and in the first 10-Year Perspective Plan (2020/21 – 2019/30) is a key requisite for the achievement of the goals to become a prosperous modern country. Uganda's legal framework and policy commitments

¹⁶ International Organisation for Migration, 2018: Uganda 2018. <https://humanitariancompendium.iom.int/appeals/uganda>

¹⁷ UNDP, 2017: Uganda's Contribution to Refugee Protection and Management. Summary of Study. <https://data2.unhcr.org/en/documents/download/64687>

allow for the inclusion of a gender equality perspective at all levels of planning, resource allocation and implementation of development programmes. The inclusion of gender equality perspectives and targets in the design, strategies and budget allocation of NDP, will increase the acceleration towards a modern prosperous country. Several steps have already been taken in the past 10 years. Progress has been made in several areas, including education, health, gender budgeting, and women's participation in decision making. This progress will be underpinned with empirical evidence in this diagnostic study. Downturns and stagnations in the goals set for NDP-2 have also occurred over the past few years. This study intends to find out to which extent gender specific factors have impacted in positive or negative sense in the performance of NDP-1 and NDP-2.

The current challenge of the government of Uganda is to ensure a gender equality perspective in the process of acceleration of inclusive sustainable economic growth.

This Diagnostic Gender Study is part of a broader initiative of the National Planning Authority of Uganda, to evaluate the National Development Plan 1 (NDP-1) and to implement a mid-term review of NDP-2.

The main objective of this diagnostic study on gender is to provide evidence-based findings, trends, insights, conclusions and recommendations that are useful for the successful completion of the Mid-Term Review (MTR) of NDP-2 and the end evaluation of NDP-1.

Specifically, this gender diagnosis of Uganda will assess the progress made in achieving the gender specific objectives of NDP-1 and NDP-2. Additionally, it will identify new perspectives towards a prosperous modern society and provide evidence-based, justified and detailed short term (NDP-2), medium-term (NDP-3) and long term (10-Year Perspective Plan 2020/21 – 2019/30) recommendations for adjustments and actions.

4. Progress made against NDP targets


NDP-1 recognises that gender inequalities stand in the way of Uganda's development progress, economic growth and transformation. A quick review of NDP-1 shows that – although gender equality is considered as a key condition for the achievement of the goals set in Vision 2040 – gender equality perspectives have not been targeted systematically among all objectives, strategies and interventions of NDP-1. Some advancements have been made in the NDP-2 period, as will be shown in the following gender assessment.

4.1 NDP-1 period

Before analysing the gender performance of different sectors, we first look at how gender has been targeted in NDP-1. To assess the gender targeting per sector, we use the gender effectiveness score as presented in the chapter on methodology.

Table 2: Gender effectiveness scores of the design of NDP-1

Sectors	Gender-targeting by sectors during NDP-1				
	Gender transform ative	Gender Positive	Gender Sensitive	Gender Blind	Gender Negative
Primary Growth Sectors					
Agriculture development					
Forestry sector					
Tourism					
Mining sector					
Oil and gas sector					
Manufacturing					
ICT-sector					
Housing development					
Complementary Sectors					
Science and technology					
Transport sector					
Energy sector					
Water for production					
Land management & administration					
Physical planning					
Urban development					
Trade development					
Financial services					
Cooperatives					
Social Sectors					
Population					

Sectors	Gender-targeting by sectors during NDP-1				
	Gender transform ative	Gender Positive	Gender Sensitive	Gender Blind	Gender Negative
Labour and employment 					
Education and sports					
Skills development					
Health and nutrition sector					
HIV/aids					
Water and sanitation					
Social development sector					
Enabling sectors					
Legislature					
Justice, law and order					
National defense and security					
Environment					
Climate change					
Water resource management					
Meteorology sector					
Wetland management					
Development national statistics					
Standards & quality infrastructure					
Public sector management					
Accountability sector					
Disaster management					
Sub-national development					
EAC integration					
Public administration					
Regional & international cooperation					

This assessment of NDP-1 only refers to what is written in the plan. The gender-performance of each sector is not assessed and may be different. The following explanation gives short explanation of the assessment of the sectors.

4.1.1 Primary growth sectors

Although gender issues and women's productive roles are sometimes recognized in the description, gender equality is not targeted in the objectives, strategies and interventions for most of the primary growth sectors. As a result, interventions build upon existing gender inequalities, without addressing obstacles for women to participate under equal conditions as men, and without seeing the opportunities to unleash women's capacities and talents to contribute to development of the sector. The interventions do not explicitly exclude women, but an inclusive approach is not targeted, which means that gender discrimination is taken for granted and equal opportunities are

not promoted. The result will be that the gender-gap is perpetuated, and likely to increase because on average men will benefit more as compared to women.

Agriculture scores a bit better. Some gender issues are recognized in the description (high participation of women in agriculture, lack of control over land, less access to extension services), however, these issues are not addressed in the objectives, strategies and interventions. Only gender in relation to HIV/AIDS, and other social issues are mentioned. In one of the interventions it is stated that gender will be mainstreamed, but this seems to be lip service, because the mainstreaming of gender is not visible in the objectives, strategies and interventions proposed for the Agriculture sector in NDP-1

The **Forestry sector** includes an objective that contains a strategy to accelerate electrification of rural areas to reduce firewood collection, which responds to practical gender needs of women (objective 3), but overall the approach is gender blind.

The **Mining Sector** recognises the high participation of women, but it contains only one gender sensitive strategy under objective 4 that mentions awareness about several issues, including gender. Overall there is gender blindness in objectives, strategies and interventions of this sector. If women are not targeted, it is likely that they will not equally benefit from the investments.

4.1.2 Complementary sectors

In **Science and Technology** only one intervention targets gender balance under strategy 3, but overall the approach is gender blind.

Energy: Women have been the main stakeholders and providers of energy in times that nothing was invested in energy. Not any objective, strategy or intervention mentions how women will be included as main stakeholders of future energy production.

Water for production: For centuries women have been the main water managers for production and survival of the population. Now that money is invested, women are totally out of the picture. Not any objective, strategy or intervention shows how women will be involved in future water management systems.

Land Management and Administration includes an inclusive and pro-poor objective. The intervention strategy includes focus on increasing women's ownership of land, which is a gender transformative approach.

Physical planning builds upon existing gender inequalities, without addressing obstacles for women to participate under equal conditions as men (e.g. city facilities and transport structures to facilitate the combination of work and family responsibilities), and without including the opportunities to unleash women's capacities and talents in the planning.

Urban Development has one objective that promotes an inclusive approach, however the inclusion of women is not visible in the overall the design of the interventions.

Trade Development recognises women's key roles in the situation analysis, and objective 6 promotes equal opportunities.

Financial Services have traditionally excluded women from access to finance. This situation is not addressed in the objectives, strategies and interventions. As a result, gender inequality will be perpetuated in financial sector reform.

Cooperatives: Gender gaps in the cooperative movement are not mentioned. Women's equal opportunities in existing cooperatives, or female founders of new cooperatives are not identified as strategies for mobilizing women's talents and capacities to enhance vision 2040.

4.1.3 Social Sectors

The social sectors score relatively well in comparison to the other sectors in NDP-1

Population: Promotion of sexual and reproductive rights, including family planning, contributes to gender transformation. Focus on young women and men to receive vocational training, jobs, and to start enterprises, reduces teenage pregnancies and child marriages.

The sectors '**Labour and Employment**' and '**Education and Sports**' have both identified the different situation of men/boys and women/girls. Both sector plans include targeted interventions to enhance equal opportunities and participation in the labour market and in education.

Skills development: Gender gaps among teachers and students are identified, as well as stereotypes, but they are not addressed in the objectives, strategies and interventions.

Health and Nutrition: Although several gender issues have been identified in the analysis of the situation, including maternal mortality, teenage pregnancy, GBV, and women as main (unpaid) health care-providers in the households, no gender issues are explicitly addressed in the objectives, the target setting, and interventions, except for maternal and child health issues.

HIV/AIDS: women's issues are recognized in the analysis of the situation; empowerment of women and support to women is targeted, but mainly in her traditional role of home-based care.

Water and Sanitation: women's practical gender needs may be addressed implicitly with improved water supply; no mention is made how equal opportunities will be applied, and how much women's unpaid work as water carriers will be reduced. However, the promotion of women in Water Users Committees and Boards makes the approach gender sensitive.

Social Development Sector: Gender issues are well addressed in the situation analysis; objective 4 and corresponding strategies and interventions are fully gender transformative.

4.1.4 Enabling sectors

Most enabling sectors are fully gender blind. The analysis does not address gender issues and no interventions are proposed to enhance gender equality. Partly this is due to the fact that some sectors may be gender-neutral, which means they do not have impact on gender relations, such as is mainly the case for the meteorology sector. Some sectors have a few numbers of gender relevant intervention strategies that show at least some gender sensitiveness, whereas others are likely to perpetuate gender inequality by not addressing gender issues.

Legislation: the analysis doesn't identify gender-discrimination in legislation, nor underrepresentation of women in political decision-making. Building upon existing gender gaps, and ignoring gender impact assessment of legislature, is likely to increase gender inequality. However, this did not happen, as in practice the legislation sector has turned out to be gender transformative as we will see further on in paragraph 4.1.6.

Justice, Law & Order: the situation analysis is gender sensitive. The objectives, strategies and intervention address gender mainstreaming, but do not clearly target the reduction of obstacles to ensure women's equal access to justice and effective measures to prevent and combat GBV.

National Defence and Security: The sector approach reflected in NDP-1 is not gender sensitive. Although NDP-1 does not contain any sign of gender-transformative security sector reform, it is well known that since 2008 main stakeholders in this sector have been key players in the implementation of the National Action Plan for the implementation of UNSCR1325, 1820 and the Goma Declaration on Eradicating Sexual Violence and Ending Impunity in the Great Lakes Region (Goma Declaration). Mainstreaming a gender equality perspective in the operations and structures of National Defence and Security bodies, should seek to challenge the normative structure and stereotypical portrayals of men as fighters/warriors/defenders and women

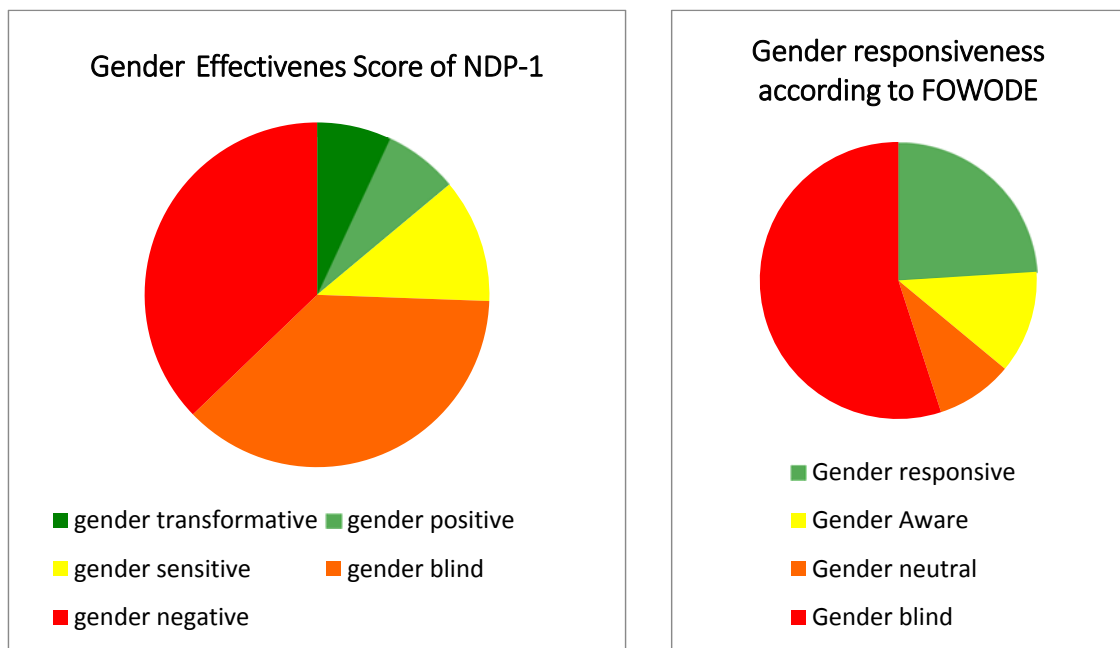
as vulnerable civilians/victims, in order to protect freedom and equal enjoyment of human rights of both female and male citizens of all ages and diversity.

Standards, Quality and Infrastructure: Mainstreaming of equal opportunities, equal rights, and gender equality should be integral part of standard setting. Building standard setting upon unequal gender relations is likely to perpetuate these inequalities.

Accountability: No gender responsive accountability means perpetuating gender inequalities.

Figure 4 gives a summarized the Gender Effectiveness Score of the NDP-1 on the basis of the assessment per sectors as explained above. The results are compared with the results of a gender assessment of NDP-1 made by the Forum for Women in Democracy (FOWODE), an NGO in Uganda that promotes gender equality and women's rights (FODEWE, 2010). Although the assessment criteria are not fully the same, the resulting picture points in the same direction, making clear that NDP-1 underscored with regard to mainstreaming a gender equality perspective in the setting of priorities and the planning of interventions.

Figure 2: Comparative quick assessment of the gender dimension of NDP-1



Due to the lack of gender-indicators in most intervention areas, it is difficult to measure gender impact of NDP-1. For this reason, the Mid-Term Review of 2013 (NPA, 22 October 2013) recommended:

- NDP monitoring and evaluation strategies should be adapted to contain verifiable and measurable gender-specific indicators;
- MDAs and local governments should be supported to produce gender-disaggregated statistics.

It is up to the **final evaluation** to assess if these recommendations have been taken into account. The following paragraph gives an impression of the progress made in terms of increased gender equality at macro-, meso- and micro-level.

4.1.5 Gender performance during implementation of NDP-1

Economic growth did not reach the target set in NDP-1. Between 2010-2014 the average GDP was 5,5%, which was below the 7,2% target set in NDP-1, and also lower compared to 7% in years before” (UNDP, 2016; and World bank, database). It is difficult to measure what has been trickled down from this growth to gender equality goals, due to absence of baselines and smart gender-indicators in most NDP-1 sectors, as was also reported in the MTR of NDP-1¹⁸ (NPA, 2013).

How has been the gender performance of Uganda over the period 2010-2015?

The UNDP gender indicators suggest that overall the gender situation has not improved during the period 2010-2015.

- *The Gender Development Indicator (GDI)* decreased from 0.811 points to 0.728 between 2009/10 and 2012/13. (UNDP, 2015, page 28). The GDI measures disparities in Human Development Index (HDI) by gender (a female to male ratio of the HDI). It reflects the differences in human development achievement between men and women in three dimensions – education, health and standard of living. The closer the ratio is to 1, the smaller the gender gap. (UNDP, 2015, page 28)
- *The Gender Inequality Index (GII)* remained stable over the period 2009/10 – 2012/13. This indicator is composed by three dimensions: 1) reproductive health, measured by maternal mortality rates (MMRs) and adolescent fertility rate (AFR); 2) empowerment, measured by the share of parliamentary seats held, and education attainment of at least some secondary level; 3) labour market participation.

The *Global Gender Gap Indicator (GGI)* of the World Economic Forum (WEF), measuring the gender gaps in Economic Participation, Education Attainments, Health and Survival, and Political Empowerment, confirms a trend downwards. In 2010 Uganda ranked very high at place 33 of the Global Gender Gap Index¹⁹. In 2014, at the end of NGP-1, Uganda had gone down to place 88 among 142 countries.²⁰

Nevertheless, at macro level transformative legal frameworks have been put in place over the period 2010-2015.

At meso level some sectors made slight progress during NDP-1, particularly education and health.

At micro level, transformation is going on in the lives of many young women and men, particularly in the urban areas, and in priority areas with high donor presence. During NDP-1, customary laws have kept the majority of women and girls in a suppressed situation; due to prevailing cultural values the majority of women and girls were not allowed to fully enjoy their human rights, to freely choose for the work they like, to have equal access to land and properties, and to use their talents and capacity to contribute to the creation of a modern and prosperous future for Uganda.

¹⁸ “(...) there is reported to be no deliberate consideration of gender in the strategic direction, or socio-economic development indicators of the NDP. Besides the women specific indicators, the NDP development, macro and sector level indicators are largely gender neutral and none of the specific targets are sex disaggregated with the exception of education. This implies that there will be little basis for measuring the progress made by the NDP towards promoting gender equality and women’s empowerment at a macro and sector level.” Quoted from: NPA, National Planning Authority (2013): Results Framework Thematic Report: Mid-Term Review of the Uganda National Development Plan. Final draft 22 October 2013 prepared by Delta Partnership in Association with Reev Consult for the NPA in Uganda.

¹⁹ World Economic Forum, 2010: The Global Gender Gap Report 2010

²⁰ World Economic Forum, 2014: The Global Gender Gap Report 2014

4.1.6 Macro-level

Although the design of the enabling sectors on legislature, justice and security in NDP-1 were not gender responsive, a quick appraisal shows that huge progress has been made in this area. This progress was however more related to the implementation of the **National Gender Policy (2007-2017)** and advocacy by the women's organisations in Uganda, than to the implementation of NDP-I. The promotion of gender equality and equal rights for women and men is the task of the Ministry of Gender, Labour and Social Development, which is also the driving force behind the process of gender mainstreaming in all Ministries and at all levels of the government.

There have been significant efforts from the women's organisations in Uganda, which pushed the government to promote gender equality and to address violation of women's rights. Since the launching of the National Gender policy in 2007, an impressive number of new laws have been enacted that promote gender equality and women's rights:

- Equal Opportunities Commission Act (2007);
- Anti-trafficking in Person Act (2009);
- Law on Domestic Violence (2010), and the Domestic Violence regulations (2011);
- Anti-Female Genital Mutilation Act (2010);
- Public Finance Management Act (PFM, 2014), committed to financing gender equality goals, stating that each Ministry has to obtain a Gender and Equity Certificate (GEC), issued by the Equal Opportunities Commission.

Despite of these advances, customary laws undermine women's equal rights as enshrined in the Constitution of Uganda (1995). "For example, while the Constitution sets the legal age of marriage at 18 for both women and men, the 1973 Customary Marriage Act (Chapter 248) sets the age at 16 for women and 18 for men. Although the Constitution prevails (Article 2(2), high prevalence rates and acceptance of early marriage in Uganda indicate the strength of customary practices over national laws." (OECD, UBOS: Sigi Index report, 2015)

Gender gaps in political representation and voice have been narrowing at national level. Thanks to constitutional provisions and the 2006 Electoral Law a quota system has been put in place to ensure women's participation at the national and sub-national levels. In 2015 women occupied 35% seats in the national parliament, and over 25% of Minister positions (IRI, 2016). In 2011 Rebecca Alitwala Kadaga was elected as the first woman to be Speaker in the Parliament of Uganda. Among the 31 Cabinet Ministers Uganda counts now with 11 women holding full Ministerial Cabinet Positions, including portfolios that were previously occupied by men, such as Works & Transport, Energy & Minerals, and Trade, Industry & Cooperatives.

4.1.7 Meso-level

During the period 2010-2015 significant awareness raising campaigns and measures have taken place, to enhance an effective implementation of enacted laws to combat gender discrimination and violence, often resulting from negative cultural practices. The Ministry of Gender, Labour, and Social Development, the Ministry of Education and Sports (particularly the gender unit), and the Women's Organisations in Uganda, often with the support of the donor community, have reached out to all regions of the country to inform, train, organise, support, and empower women and girls, men and boys, of all ages and in all their diversity, to leave harmful practices behind, to stop GBV and to respect equal rights for all. It's a long way to change deeply rooted cultural believes, however, statistics suggest that some impact has been achieved between 2010 and 2015, and slightly a cultural switch is taking place. In 2011 still 58% of women and 44% of men believed that it is justified for a man to beat his wife under certain circumstances, whereas five years later 50% of women and 41% of men still accepted wife battering (UDHS, 2011 and 2016).

Progress has been made at district levels. The 1995 Constitution and 1997 Local Government Act paved the way for women's participation at local level. A quota of one-third of local council

members must be women, and minimum numbers are required for many local commissions and committees. Over the years UN-Women and CSOs in Uganda have conducted trainings and skills building for female candidates to participate in local governance, usually conducted 1-2 years before elections.²¹ They also initiated community awareness campaigns to overcome negative cultural perceptions against female leadership, to address the fear of men, that their wives will become too free and leave them, or that the improved status of women will undermine men's self-image, and to sensitize people about the importance of women participation in decision making. These initiatives contributed to the increased representation of women at local level of 45,7% (2018)²². However, few women are appointed at the highest positions in the districts where there is no affirmative action policy: only 11 chief administrative officers out of the 112 are women, and only 2 chairpersons out of the 112 districts are women (OECD, UBOS: Sigi Index report, 2015).

The Education System made clear progress towards gender equality, although the picture is mixed for different levels of education:

- Enrolment in pre-primary education is gender balanced. Although early childhood development is key for the intrinsic development of the child, only 9,7% of the children have access to pre-primary education, as it is mainly provided by the private sector. (MoES, 2016, p.6)
- In primary education gender parity has been achieved in enrolment and completion. In 2015 completion of primary education had increased to 72% of both boys and girls. Dropout rates for girls and boys show that they face different challenges. Girls face more corporal punishment and sexual violence, contributing to school dropout. A gender Audit of the MoESTS in 2013 revealed that non-tuition costs, inadequate sanitation facilities and infrastructure keep girls and marginalized children out of school. (MoES, 2016, p.6-7)
- Enrolment into secondary school was 53% for boys and 47% for girls in 2014, which is a slight improvement for girls as compared to the previous five years. Senior four (S4) completion rate for girls is 34% compared to 45% for boys. Uganda Certificate of Education (UCE) performance is 39,7% for girls and 44,5% for boys. (MoES, 2016, p.7)
- In Business, Technical, Vocational Education and Training the enrolment of girls increased from 31% in 2008 to 42% in 2015. There are however also high dropout rates for women. Total enrolment in year 3 is 71,4% for boys, compared to 28,6% for girls. Most instructors in BTVET are men (73%) (MoES, 2016, p.7-8). During a field visit to one of the vocational training centres, it became clear that there is also a strong segregation of so-called typical female (hairdressing, fashion, etc.) and typical male courses (auto mechanics, construction, carpentry, etc.)²³.
- Tertiary education showed a tiny increase in women's enrolment from 43% in 2008 to 44,5% in 2015. Female lecturers represent only 30% of total university teachers. Whereas computing, economics, arts, management and social sciences are rather gender balanced, other specialisations are more gender-segregated (MoES, 2016, p.7). Due to a variety of public and private universities with high differences in quality and fees it is difficult to regulate tertiary education and to promote gender equality.

²¹ Agripinner, Nandhego, Programme Specialist, Political Participation and Leadership, UN Women Uganda, posted 14-02-2018 at iKnow, International knowledge Network on Women in Politics.

<http://iknowpolitics.org/en/comment/19180#comment-19180>

²² International Knowledge Network on Women in Politics, 2018. <http://iknowpolitics.org/en/>

²³ This refers to the visit in October 2018 to St. Joseph's Technical Institute – Virika, Fort Portal, Uganda.

Health conditions of women are strongly influenced by harmful practices for girls and women, including child marriages, teenage pregnancies, lack of sexual and reproductive rights, and gender-based violence. Nevertheless, over the period 2010 – 2015, maternal mortality ratio for Uganda fell down from 420 to 343 deaths per 100.000 live births. (WHO, 2018). Uganda has one of the highest rates of unmet need for family planning in the region. Still 34% of women lack the power to decide over their own body and are restricted in reproductive autonomy. 12% of married women who are not using contraceptives say it is their husband's decision.²⁴ Women are two times more affected by HIV: the incidence is around 4% for women aged 15-24 years old compared to 2% for men. (OECD, UBOS: Sigi Index report, 2015). Whereas the overall number of new HIV infections has reduced, Uganda still registers more than 100 new HIV infections daily. Young women 15-24 years account for most of these new infections estimated at 56%.²⁵

The horizontal and vertical gender segregation of the labour market did not change significantly during NDP-1. "Little progress has been achieved across key economic indicators. Although 76% of women are active in the labour force (compared to 79% of men in 2012), they are concentrated in the agricultural sector (76% of female employment, compared to 65% of male employment), characterised by low skill levels and low wages and in vulnerable jobs (92% of female employment, compared to 77% of male employment): for example, 35% of women work as unpaid family workers (UBOS and ICF International Inc., 2012).

To check these conclusions on the gender performance of NDP-1, an **online survey** was sent to the WhatsApp-group of the International NPA consultants. Only 6 answers have been received. ANNEX 2 shows the results of these 6 answers²⁶. A short conclusion from the 6 answers received is that evidence has shown that Human Capital Development and Inclusive Growth have been the most gender responsive. Employment, environment and tourism have been almost entirely gender blind.

4.1.8 Micro-level

Deeply rooted cultural believes and practices cannot be transformed by a decree from above. It requires years before a cultural transformation becomes real for men and women on the ground. "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." (OECD-UBOS, 2014) Small shifts in cultural values have taken place thanks to awareness raising campaigns, as mentioned above.

Cultural relations are also reflected in the distribution of work between women and men. The major part of women's unpaid work in Uganda is not recognised and not taken into account in political decision making, because it is not part of the calculations of the GDP. Still women's unpaid domestic work, and food production for the family is not seen as work, even by young people. Nevertheless, women's unpaid work guarantees on one side the survival of the poorest families and are at the other side a huge barrier for inclusive sustainable economic growth. To unleash women's contribution to achieving the goals of Vision 2040, the government should take this as a serious issue, and create an enabling environment for women to fully enjoy their equal rights.

²⁴ GDPG, 2019: Comments to the NDP-I/NDP-II diagnostic studies – Gender. 4th February 2019. (unpublished paper)

²⁵ GDPG, 2019: Idem.

²⁶ 5 answers were from the following sectors/areas: Human Capital Development, Employment, Inclusive Growth, Environment, Tourism. There was one respondent who was not one of the international consultants.

Women's unpaid work

"My mother was not working. She was a housewife. She was never employed. She did the cleaning, made clothes, grew vegetables like cassava, potatoes, matooke (banana), beans, and other vegetables. She had two pigs and collected food for them, and she helped others. It was difficult for her to provide everything, because my dad didn't give her money for food and clothes. "

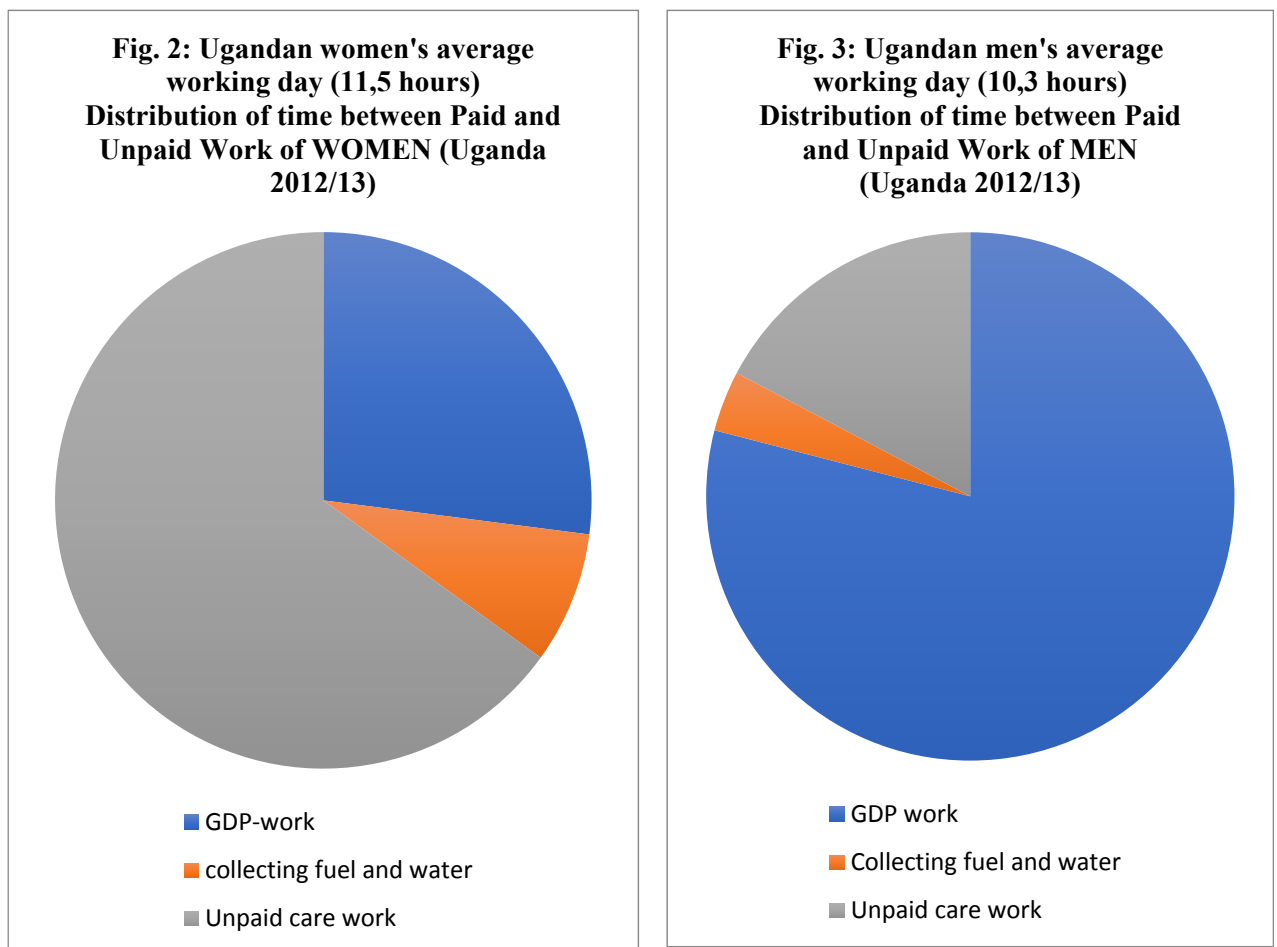
Source: Interview Victoria N., 24 years

On the basis of a time use study of Action Aid in Uganda in 2012/13, women in Uganda make longer working days than men. Taking paid and unpaid work together, women work on average 11,5 hours a day, whereas men work 10,3 hours on average per day.

The Paid-Unpaid-Work-Quote (PUW-quote) shows that only 27% of women's working time is paid. For men, the PUW-quote is higher; 79% of men's working time is paid. Figure 2 and 3 show the distribution of paid and unpaid working time between women and men. These graphics make clear that investments in reducing women's unpaid work is crucial for unleashing women's time, talents and capacities to contribute to sustainable economic growth.

Conversion of unpaid work in paid work is also an effective economic strategy to expand the monetary sector with few investments and high yields in terms of inclusive GDP. In Figure 3 on the next page a comparison is presented between a Ugandan women's average working day and Ugandan men's working day.

Figure 3: Ugandan Women's average working day



Source: Source: Budlender, Deborah, Moussié, Rachel (2013): Making Care Visible: Women's unpaid care work in Nepal, Nigeria, Uganda and Kenya, ActionAid, February 2013, page 18

4.2 NDP-2 period

NDP-II was prepared with the input of Civil Society Organisations. There was great openness from the side of NPA to include a gender perspective. Uganda Women's Network (UWONET) coordinated the participation of CSOs during the development of the NDP-II. (UWONET, 2018). The overall aim was to ensure that the NDP-II development priorities, targets and interventions would take into account women and gender issues. UWONET was not involved in the final drafting and not all recommendations of the CSOs have been taken into consideration in the final version of the NDP-II.

The priority areas of NDP II are:

- Agriculture;
- Tourism;
- Minerals, oil and gas;
- Infrastructure development; and
- Human capital development

NDP-II prioritizes investment in these 5 areas, because they are supposed to have the greatest multiplier effect on the economy.

It is a bit complicated to compare the gender responsiveness of NDP-I with NDP-II, because several policy areas have been clustered together, and NDP-2 doesn't distinguish anymore between complementary, social and enabling sectors. There are therefore less policy main areas in NDP-II. Nevertheless, for comparative reasons the same table is used as in NDP-1, and the changes and priorities are written in between brackets, whereas the clustered policy areas are marked grey.

The gender score is explained for each of the sectors below table.

Table 3: Gender score NDP-2 Sectors

NDP-2 SECTORS	Gender-targeting by sectors NDP-2				
	Gender transformative	Gender positive	Gender sensitive	Gender blind	Gender negative
How has gender been targeted by sector?					
Primary Growth Sectors					
Agriculture development (priority)					
Forestry sector ²⁷ (sub-sector ENR)					
Tourism (priority)					
Mining sector / minerals (priority)					
Oil and gas sector (priority)					
Manufacturing /industrial development					
ICT-sector (infrastructure priority)					
Housing + land dev. (Human Cap. Dev. Priority)					
Complementary Sectors					
Science and technology (Human Cap. Dev. Priority)					
Transport sector (infrastructure priority)					
Energy sector (infrastructure priority)					
Water for production (infrastructure priority)					
Land management & administration (Included in Housing)					
Physical planning + urban development					
Physical planning + GKMA (= new)					
Urban development (Included in physical planning)					
Trade development and cooperatives					
Financial services (included in accountability)					
Cooperatives (included in trade)					
Social Sectors					
Population					
Labour and employment (Social Development)					

²⁷ Uganda's forest cover declined from 4.9 million hectares in 2003 to 3,6 million hectares in 2013, i.e. from 24% to 18% of national land cover (NDP-I, page 7)

NDP-2 SECTORS	Gender-targeting by sectors NDP-2				
	Gender transformative	Gender positive	Gender sensitive	Gender blind	Gender negative
Education and sports (Human Cap. Dev. Priority)					
Skills development (Human Cap. Dev. Priority)					
Health & nutrition sector (Human Cap. Dev. Priority)					
HIV/aids (included in Health)					
Water and sanitation (Human Cap. Dev. Priority)					
Social development sector					
Enabling sectors					
Legislature (= Governance)					
Justice, law and order (=Governance)					
National defence and security (Governance)					
Environment & natural resources (ENR)					
Climate change (sub-sector ENR)					
Water resource manage (Water for Production)					
Meteorology sector (Sub-sector ENR)					
Wetland management (in ENR)					
Dev. Nat. Statistics (included in accountability)					
Standards & quality infrastr. (industry dev)					
Public sector management (Governance)					
Accountability sector (= Governance)					
Disaster management (in Public Sector Management)					
Sub-national development					
EAC integration (in Public Sector Management)					
Public administration					
Regional & international cooperation					

Here follows a short explanation of the score given to the objectives and interventions of each of the sectors:

Agriculture (NDP-II: chapter 6): The objectives and interventions proposed for Agriculture are mentioning women as target group in some few interventions, showing some gender sensitiveness. Some key ingredients to increase women's productivity are missing among the interventions, including: Women's equal access to finance, control over land, reduction of female unpaid (care) work, and equal benefits from extension services. Several indicators need to be specified by sex, and gender equality targets must be set to avoid increased gender gaps in Agriculture.

Tourism (NDP-II: chapter 7): This sector is qualified as gender positive, because there is a specific fund to support women in the tourist sector, and gender responsive management and monitoring is foreseen.

Mining / minerals (NDP-II: chapter 8, par. 8.1): Although women are half of the workers and self-employed in this sector, they are not mentioned as target group and beneficiaries of the programme. The interventions are not focused on any gender equality target. It often happens that

women are driven out from sectors, as soon as these sectors start to become profitable. If women are not targeted as equal beneficiaries, or not included as equal partners, and equal opportunities for women are not ensured for all female stakeholders in the sector, the risk is high that the gender gap in the sector will increase. Therefore it is marked as gender negative.

Oil and Gas (NDP-II: chapter 8, par. 8.2): From a gender point of view, the main question is: What are the costs and benefits of oil and gas exploitation in terms of its contribution to gender equality? At micro and meso level there could be some benefits in case an equal opportunities strategy would be applied, and decent employment would be created for both women and men. At macro level however, the question is: Will the huge investments in oil and gas indeed generate the huge wealth for the country, and will this wealth sufficiently trickle down in such a way that it will structurally address the gender gaps. So far, the interventions are gender blind.

Environment and Natural Resources – ENR (NDP-II: chapter 9): In previous chapters of NDP-II the different relationship of men and women with the environment and natural resources was acknowledged. The interventions proposed are rather policy-oriented and not people-centered. Therefore, it remains vague how women and men will be targeted and mobilized to participate in the achievement of the policy goals. Objectives and interventions are formulated in a gender-blind way.

Trade and Cooperatives (NDP-II: chapter 10, par. 10.1): Objectives and interventions are gender blind. No gender equality perspective has been formulated, and not any gender equality target has been set. To enhance equal opportunities in Trade and Cooperatives, equal access to national and international trade for female entrepreneurs, equal participation of female farmers in the cooperatives, could have been among the target interventions to ensure an inclusive approach.

Industrial Development (NDP-II: chapter 10, par. 10.2): Objectives and interventions are gender blind. A gender transformative approach could have included targets or funds to promote female entrepreneurship, to create decent jobs for both men and women, to engage industrial companies in the ‘Gender Equality Seal programme’ of UNDP, or in ‘Women’s Empowerment Principles’ as formulated by UN-Women, and to produce time-saving and sustainable domestic goods (solar panels, solar water pumps, electric stoves, washing machines, refrigerators and freezers), which could contribute to reduce women’s unpaid reproduction work, to increase water supply and food security, and reduce deforestation.

Infrastructure Development: Works and Transport (NDP-II, chapter 11, par. 11.1): The objectives and interventions have no gender perspective. The minimum that should be done is a gender impact assessment of each new project in the transport sector. That could contribute to create safety for all participants in the traffic, including pedestrians, children playing outside, cyclists, prams, wheelchairs, boda bodas, cars, buses, and trucks. It would also avoid that communities are cut in two pieces by a highway, creating dangerous situations for pedestrians, particularly children whose school is at the other side of the highway, increasing unpaid care-work to keep small children away from the road. And it would not only build roads to extract raw materials, or to transport commercial good, but also include safe roads to places, which are important for families, such as roads between their homes and schools, health centres, community centres, churches, local markets and working places. A transport sector that is not taking into consideration the diversity of men and women of all ages participating in the traffic will probably have a negative gender impact.

Infrastructure Development: Energy (NDP-II, chapter 11, par. 11.2): The objectives and interventions are gender blind. A gender impact assessment is needed for an integral energy master-plan. One of the interventions is the promotion and facilitation of the use of renewable energy technologies like bio-fuels, wind, solar, improved cook stoves and LPG at household and institutional levels. This indicates that indirectly some consideration is given to reducing unpaid workloads of women at family level.

Infrastructure Development: Water for Production (NDP-II, chapter 11, par. 11.3): The objectives and interventions have no explicit gender perspective, but the approach has the benefit of the doubt to be somehow gender sensitive, as there will be functional management structures for Water for Production facilities, such as Water User Committees/water boards. Women are often well represented in these water user committees and some water boards, which makes the approach at least a little bit gender sensitive.

Infrastructure Development: ICT (NDP-II, chapter 11, par. 11.4): Gender blind objectives and interventions. The promotion of gender-balanced participation in ICT education, training and jobs would contribute to more innovation and improved business performance of this sector.

Human Capital Development: Health (NDP-II, chapter 12, par. 12.1): Gender positive, as women's health is targeted in several interventions, as well as men's involvement in families' health. It is however strange that nothing is said about the conditions under which women in Uganda assume the huge unpaid care work, and how this can be reduced by investing more in health care facilities, besides of including men in these tasks. Another missing point is the use of medicinal herbs and plants. Studies on health conditions of the population²⁸ have shown that about 70-80% of the Uganda population is using medicinal herbs and plants for primary health care (flue, cough, wounds, malaria etc.), which explains the relatively good health conditions of the population, despite of the lack of access to modern professional health facilities. The widespread ancestral knowledge and experiences on medicinal herbs and plants cannot replace modern health care facilities but should be articulated within Uganda's health policy.

Human Capital Development: Education and Sports (NDP-II, chapter 12, par. 12.2): Gender positive, as particular problem of boys and girls are tackled in the interventions. More access for girls from poor families to boarding schools is one of the key requisites for girls living in remote areas to attend secondary and tertiary education. The NDP-2 does not sufficiently reflect the Gender in Education Policy, which is in place in the education sector. The implementation of the "National Strategy for Girls' Education" and the "Universal Secondary Education Policy (2007)" have gender transformative elements which are not sufficiently reflected in NDP-2.

Human Capital Development: Science, Technology, Engineering & Innovation - STEI (NDP-2, chapter 12, par. 12.3): Gender blind approach. A gender-balanced diversity of R&D team enhances both innovation and social relevance of R&D. A gender-sensitive approach would have included at least an intervention to promote equal opportunities and gender-balanced diversity of teams.

Human Capital Development: Skills Development (NDP-2, chapter 12, par. 12.4): Overall the objectives and interventions are not gender sensitive. One intervention target women and girls, which means extra efforts are planned to promote equal opportunities in skills development. This is in line with the Business, Technical, Vocational Education and Training (BTJET) Strategic Plan (2012/3 – 2021/2), that focuses on increasing equitable access to skills development and on overcoming barriers for girls and women. NDP-2 is gender-sensitive at some points but does not sufficiently reflect the existing transformative strategies in the proposed interventions. Therefore, NDP-2 remains overall weak around gender responsiveness.

Human Capital Development: Water and Sanitation (NDP-II, chapter 12, par. 12.5): Although the description in the overview states at the end that gender concerns will be incorporated, the

²⁸ De Coninck, John (2016): *Promoting Herbal Medicine in Uganda; traditional health practitioners and government working together*. In: Heritage Alive, 9 November 2016. Retrieved from: <http://www.ichngoforum.org/promoting-herbal-medicine-uganda/>

Namukobe, Yane, et.al. (2011): Traditional plants used for medicinal purposes by local communities around the Northern sector of Kibale National Park, Uganda. In: *Journal of Ethnopharmacology* 136 (2011) 236–245 (Elsevier) 2011.

objectives and interventions are gender blind. Women have always been the main water managers in the poor areas without access to drinking water. Some targets could have been included to ensure more gender responsiveness of the interventions, including targets on reducing women's unpaid work burdens, on ensuring equal opportunities for capacity building and employment in the programmes for water and sanitation, and on equal participation in decision making.

Human Capital Development: Lands and Housing (NDP-II, chapter 12, par. 12.6): Two interventions show gender sensitiveness for the difficult situation of housing for women and children in the slums, and for women's and youth' access to land. Overall there is lack of gender responsiveness of objectives and interventions.

Physical Planning and urban Development (NDP-II, chapter 13, par. 13.1): The objectives and interventions are gender blind. Urban planning and development must not only be perceived from the point of view of economic development, but also include social and human development. Cities must also provide quality of life and welfare for the people who live there, men and women of all ages and with different backgrounds. Urban planning should create safe places for children to play, facilitate the combination of work and family life, plan social investments to reduce unpaid domestic work and create time for women and men to increase paid work, etc. These and other human dimensions of the city must be taken into consideration when planning.

Physical Planning and Greater Kampala Metropolitan Area GKMA (NDP-II, chapter 13, par. 13.2): Gender blind approach. The same applies to paragraph 13.1.

Governance: Accountability (NDP-II, chapter 14, par. 14.1): The objectives and interventions are all gender blind. In 2015 however, Section 9 of the Public Finance Management Act established the rule that all budget statements need a gender equity certification to be issued by the Equal Opportunities Commission. Gender Equity Certification (GEC) makes accountability potentially gender transformative. This is however not foreseen among the objectives and interventions proposed for NDP-II under accountability. There is a need for more monitoring and accountability tools to assess the actual expenditure on budget commitments with a GEC.²⁹

Governance: Legislature (NDP-II, chapter 14, par. 14.2): No attention is given to promoting gender balance in the parliament, and to capacity building for promoting women's political leadership, to combat verbal violence against female parliamentarians, and the mainstreaming of gender equality perspectives in legislation and budgets. Objectives and interventions are formulated in a gender-blind way.

Governance: Public Administration (NDP-II, chapter 14, par. 14.3): No reference made to any objective or intervention to transparency of public administration with respect to its contribution to promoting equal opportunities and equal rights of women and men. Objectives and interventions are gender blind.

Governance: Public Sector Management (NDP-II, chapter 14, par. 14.4): No gender responsive Public Sector Management, nor Disaster Management which is now included in PSM.

Governance: Justice, Law and Order (NDP-II, chapter 14, par. 14.5): The Ministry of Gender, Labour and Social development is included as one of the stakeholders.³⁰ One of the objectives speak about access to justice for vulnerable groups, which includes those who have lack of access

²⁹ GDPG, 2019: Ibid. Specific comment 9

³⁰ Other state institutions responsible for administering justice, maintaining law and order and promoting the observance of human rights include: Ministry of Justice and Constitutional Affairs (MoJCA); Judiciary; Centre for Arbitration and Dispute Resolution (CADER); Directorate of Citizenship and Immigration Control (DCIC); Directorate of Public Prosecutions (DPP); Judicial Service Commission (JSC); Law Development Centre (LDC); Ministry of Internal Affairs (MIA); Ministry of Local Government (MoLG)-Local Council Courts; Tax Appeals Tribunal (TAT); Uganda Human Rights Commission (UHRC); Uganda Law Reform Commission (ULRC); Uganda Law Society (ULS); Uganda Police Force (UPF); Uganda Prison Service (UPS); and Uganda Registration Services Bureau (URSB).

to justice due to gender-based discrimination. This makes the approach gender sensitive. During implementation of NDP-II efforts have been undertaken by the Uganda Police Force (UPF) to develop a Gender Policy and GBV curriculum.

Governance: Defence and Security (NDP-II, chapter 14, par. 14.6): Although no gender responsiveness is seen in the overall objectives and interventions there is one important intervention focused on including human rights, gender, environment and governance issues in the training and operational guidelines. NDP-II doesn't mention anything about the second National Action Plan 1325 on Women, Peace and Security (NAP 1325)³¹, which actually is key for strategies to end violence against women and to promote gender justice for all. The Ministry of Defence and Veteran Affairs and the Uganda People's Defence Forces (UPDF) have undertaken efforts to implement the NAP 1325 and they opened up a women's desk³².

Social Development (NDP-II, chapter 15): This is the most gender transformative policy area, with strategies that are inclusive and able to transform the lives of women and men of different ages and capacities. This policy area should however not become an excuse for other policy areas to do nothing or to drop gender issues on the plate of social development. Social development will be more successful, if each area assumes its own gender issues. In a human-rights based approach, that leaves nobody behind, this should be one of the priority areas.

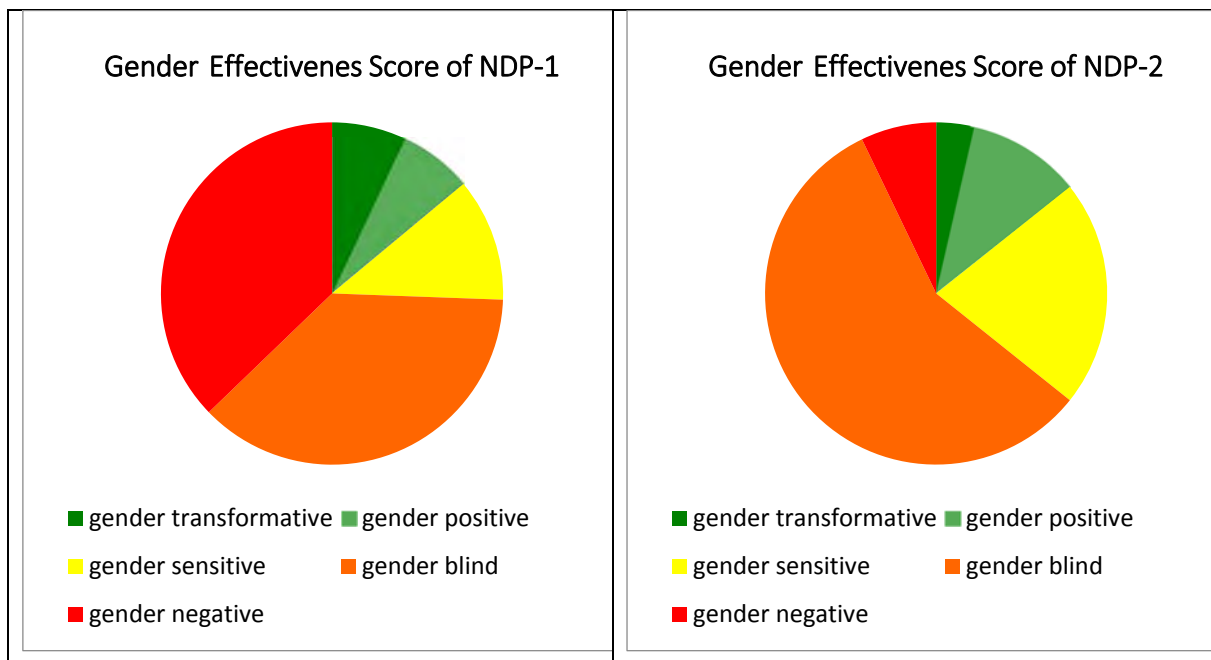
Sub-National Development (NDP-II, chapter 16): Indirect some gender awareness is perceivable (e.g. promote and advocate for equity, transparency and fairness) but overall the objectives and interventions remain gender blind.

Regional Balanced Development (NDP-II, chapter 17): Gender inequalities have not been identified as one of the reasons of regional inequalities and have not been mentioned either in the objectives and interventions. At least a gender analysis could be useful to identify particular gender issues at stake that hinder inclusive development.

³¹ The NAP1325 is about the national implementation of United Nations Security Council Resolutions 1325, 1820 and the Goma Declaration on Eradicating Sexual Violence and Ending Impunity in the Great Lakes Region (Goma Declaration).

³² GDPG, 2019: Ibid. Specific comment 10

Figure 4: Gender effectiveness score of NDP-2 as compared to NDP-1

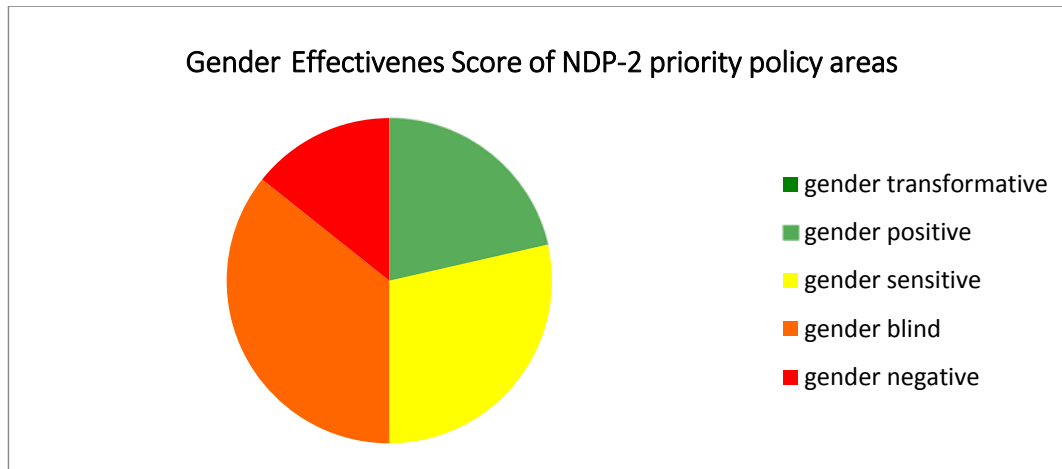


We can see that there is an improvement of the gender effectiveness score from NDP-1 to NDP-2.

However, it remains an assessment of the proposed interventions, which are described for each goal. Only some few sectors, particularly health and education, have baselines for gender, and tangible gender-sensitive targets or indicators in NDP-1 and 2. For most of the sectors or policy areas it is difficult to assess in practice if the objectives of NDP have been achieved in a gender-responsive way. Sometimes a policy area appears as gender blind, but in practice it turns into a gender transformative approach, as is the case for the gender equity certification of the Ministry of Finance, Planning and Economic Development, which was not mentioned as one of the interventions to increase accountability in NDP-II.

Figure 5 shows the gender effectiveness score of the priority areas of NDP-2, which gives a better picture, although none of these policy areas is gender transformative, because the only sector with this score in NDP-2 (social development) is not a priority sector.

Figure 5: Gender effectiveness score of the priority policy areas of NDP-II



4.2.1 The gender performance of NDP-2

Here we give a quick assessment of the gender performance of NDP-2 so far, as the implementation of the plan is still on-going.

One thing is clear, there is a considerable improvement of the Global Gender Gap of Uganda since 2014 from place 88 in 2014 to place 45 in 2017, as is shown in table 5.

Table 4: Global Gender Gap of Uganda (2014 and 2017)

Year	Rank	Economic Participation	Education Attainment	Health and Survival	Political Empowerment
2014	88 out of 142 countries	97	128	107	29
2017	45 out of 144 countries	59	124	88	30

Source: World Economic Forum, 2014 and 2017

The key-targets set for NDP-2 are not gender sensitive. Only two indicators are female oriented as a matter of principle, the Maternal Mortality Ratio, and the fertility rate of women.

Table 5: Progress Targets NDP-2 (2015-2018) and gender dimension

Target NDP-2	Baseline 2015	Target 2020	Progress 2017/18	Gender dimension ³³
Increase per capita income	US\$ 788	US\$ 1.039	US\$ 797 ³⁴	Income male headed households: UGX 24 3.000 (\$ 65,-) Female headed households: UGX 17 6.000 (\$ 35/month) Investing in promoting gender equality is an effective and efficient strategy to increase per capita income
GDP growth rate	5,2%	6,3%	5,8%	A society free from violence against women would have grown 2% more
Reduced poverty rate	19,7%	14,2%	21,4% (2016/17) ³⁵	Employed poor: Women: 56% Men: 44%
Number of young people not in education, employment, training	Not available	Reduced with 20%	Not available	Not in education/employment/training: 6% of young women 15% of young men Main drop-out reasons: Girls: pregnancy 20%; marriage 30% Boys: no interest 25%
Manufactured export as % of total export	5,8%	19%	Not available	Female workers are majority engaged in trade 55%, and manufacture 51%
Population with access to electricity	14%	30%	22%	In urban areas 57%, in rural areas 8% access to electricity, which means high unpaid work burdens for rural women.
Access to safe water in rural areas	65%	79%	67,7%	No data available about the % of reduced unpaid female working hours, and % of improved health for all, due to increased access to safe water.
Access to safe water in urban areas	77%	100%	87,3%	
Paved road network	3.795 km	6.000 km	4.193 km	Over 90% of workers engaged in road construction are male
Infant mortality per 1000 live births	54	44		Boys: 56% Girls: 48%
Under 5 mortality rate per 1000	90	51		Boys: 82% Girls: 69%
Maternal mortality per 100.000	438	320	336	
Fertility rate per woman	6,2 children	4,5	5,4	
% of under-5 child stunting	31%	25%	29%	No sex-disaggregated data available
Transition from primary to secondary school	73%	80%	69,2%	Boys: 70,5% Girls: 67,8%

³³ Source of data in this column without footnote are from: UBOS, 2017: Women and Men in Uganda. https://www.ubos.org/wp-content/uploads/publications/06_2018women_and__men_in_uganda_FF2016.pdf

³⁴ Data from UBOS: <https://www.ubos.org/?s=GDP>

³⁵ UBOS, 2018, household surveys, poverty rate measured just after drought.

Target NDP-2	Baseline 2015	Target 2020	Progress 2017/18	Gender dimension ³³
Net secondary completion	36%	50%	34% girls 45% boys.	S4 Completion rate for girls 34%, for boys 45% (MoES, 2016, p. 7) S4 Completion rate for USE-students: 87.1% (87.8% male and 86.4% female) Subsidising cost for secondary school makes a huge difference.

4.3 Performance against SDGs relevant to Uganda

When Uganda's NDP-2 (2015-2020) was launched, the SDGs had already been contemplated. In July 2015 high-level dialogue on Financing Sustainable Development took place in Uganda, organized by the UN and the Government of Uganda (Ministry of Finance, Planning and Economic Development and the Ministry of Foreign Affairs). The promotion of gender mainstreaming in the priority sectors agriculture, tourism and mineral development was one of the discussion points. To address this issue, some challenges were identified, including

- a) The requirement of a gender analysis of projects and programmes;
- b) The use of sex-disaggregated data in all sectors;
- c) Technical support to make gender transformation happen in the management of the priority sectors.

So far, no clear evidence has been found that structural follow-up has been given to these challenges in the priority sectors of NDP-2.

Goal 5 is the Gender Equality Goal of the SDGs, which mainly target gender issues. Besides, most of the other SDGs are gender mainstreamed and have particular gender sensitive targets. For reasons of time constraints, we limit this performance assessment to **SDG 5: Achieve Gender Equality and Empower all Women and Girls.**

SDG 5: Achieve Gender Equality and Empower all Women and Girls.

The following table shows the progress made by Uganda on the targets and the indicators set for the achievement of SDG 5.

Table 6 *Uganda: Progress made on SDG-5 during NDP-1 and NDP-2*

Target	Indicators	Progress made (2010-2018)	Challenges to be addressed
Target 5.1: End all forms of discrimination against all women and girls everywhere	5.1.1. Whether or not legal frameworks are in place to promote, enforce and monitor equality and non-discrimination on the basis of sex.	<p>Gender Equality in place since constitution of 1995. Legal and policy frameworks for gender equality improved:</p> <ul style="list-style-type: none"> - Equal Opportunities Commission Act (2007); - Law on Domestic Violence (2010), and the Domestic Violence regulations (2011); - Anti-Female Genital Mutilation Act (2010); - Public Finance Management Act, Section 9, stating that the Budget Statement of each Ministry needs a Gender and Equity Certificate (GEC), issued by the Equal Opportunities Commission. (PFM, 2015) 	<ul style="list-style-type: none"> - Enforce the laws. Implement and monitor the policy commitments to promote gender equality; - The new Gender Policy for the period 2018-2028 should be approved in order to accelerate the implementation of legal frameworks and national commitments to gender equality, and to ensure accountability on delivery of effective results on SDG-5; - Trace the effective allocation of GEC-budgets; - Create a regular coordination mechanism with CSOs (particularly Human Rights and Women's Organisations); - Create regulations among social partners (GoU, Trade Unions and Private Companies) to promote equal opportunities and gender equality at the level of public and private companies.

Target	Indicators	Progress made (2010-2018)	Challenges to be addressed
<p>Target 5.2: Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation</p>	<p>5.2.1. Proportion of ever-partnered women and girls aged 15 years and older subjected to physical, sexual or psychological violence by a current or former intimate partner in the previous 12 months, by form of violence and by age</p>	<ul style="list-style-type: none"> - Women (64%) who are divorced, separated, or widowed are more likely to have ever experienced physical violence since age 15 than married women (54%) and never- married women (38%). - Among ever-married women who had experienced physical violence, the most common perpetrator was the current husband/partner (56%), followed by a former husband/partner (29%) <p>Source: <i>UGANDA, 2016 Demographic and Health Survey, Chapter 16, Domestic Violence</i></p> <p>Progress has been made through the implementation of the National Policy on the Elimination of Gender-Based Violence (NPEGBV) implemented by MGLSD, MoH, Directorate of Public Prosecution, Judiciary, Uganda Police Force, LGs and CSOs, with the support of the World Bank.</p>	<ul style="list-style-type: none"> - Enforce the Law on Domestic Violence (2010), and the Domestic Violence regulations (2011); Anti-trafficking in Person Act (2009); Anti-Female Genital Mutilation Act (2010); - Make a priority of the NPEGBV and set clear targets and strategies for reducing domestic violence, IPV, VAC, and SGBV in the next NDP-3 - Bring successful programmes to scale, including SASA³⁶ and BRAC (Empowerment and Livelihood for Adolescents programme - ELA)³⁷. - Organise international/regional exchange programmes with successful NGOs that have achieved behavioural change among women and men to achieve a more gender equitable peaceful relations; for example, Sonke Gender Justice from South Africa.

³⁶ <http://raisingvoices.org/sasa/>

³⁷ <http://www.bracinternational.nl/en/where-we-work/uganda/empowerment-and-livelihood-for-adolescents/>

Target	Indicators	Progress made (2010-2018)	Challenges to be addressed
<p>Target 5.3: Eliminate all harmful practices, such as child, early and forced marriage and female genital mutilation</p>	<p>5.2.2. Proportion of women and girls aged 15 years and older subjected to sexual violence by persons other than an intimate partner in the previous 12 months, by age and place of occurrence</p>	<ul style="list-style-type: none"> - 51% of women age 15-49 have experienced physical violence since age 15, and 1 in 5 experienced physical violence in the previous 12 months. - 22% of women age 15-49 have ever experienced sexual violence, and 13% experienced sexual violence in the previous 12 months. - 5% of women had first experienced sexual violence by age 18, and 11% of women had experienced sexual violence by age 22 - Rural women are more likely (59%) to have ever experienced spousal violence than urban women (47%). <p>Source: UGANDA, 2016 <i>Demographic and Health Survey, Chapter 16, Domestic Violence</i></p>	<ul style="list-style-type: none"> - Enforce the Law on Domestic Violence (2010), and the Domestic Violence regulations (2011). - Set clear targets and strategies for reducing domestic violence, VAW, VAC and SGBV in the next NDP-3 - Up scaling of BRAC (Empowerment and Livelihood for Adolescents programme – ELA)
<p>Target 5.3: Eliminate all harmful practices, such as child, early and forced marriage and female genital mutilation</p>	<p>5.3.1. Proportion of women aged 20-24 years who were married or in a union before age 15 and before age 18</p>	<p>2017: 10% of girls married by 15 years 40% of girls married by 20-24 years</p> <p>Source: UNICEF – Uganda: https://www.girlsnotbrides.org/child-marriage/uganda/</p> <p>The Empowerment and Livelihood for Adolescents (ELA) programme of BRAC in Uganda successfully addresses these harmful practices in 60 districts.</p>	<ul style="list-style-type: none"> - Prioritise and invest considerably in girls; - Address customary laws that maintain harmful practices of child marriages, and contradict the constitution, which established the age of marriage at 18 years for both girls and boys; - Increase funding for programmes to keep girls in school, particularly boarding facilities for girls from remote rural areas at secondary schools; - Up scaling of Empowerment and Livelihood for Adolescents programme (BRAC – ELA)

Target	Indicators	Progress made (2010-2018)	Challenges to be addressed
	<p>5.3.2. Proportion of girls and women aged 15-49 years who have undergone female genital mutilation/cutting, by age</p>	<p>In Uganda, the practice of FGM/C is prohibited by law and has been systematically very low throughout the years at about 1%³⁸, except among the ethnic groups Sabiny and Pokot. Besides it is difficult to track FGM practice since communities have adopted clandestine ways of cutting girls to evade the law.³⁹</p> <p>There are regional variations in prevalence of FGM with the highest rates occurring in Karamoja (4.5%) and Eastern region (2.3%) – UDHS 2011. FGM is mainly practiced among three ethnic groups, the Sabiny in the Sebei region, Pokot and Tepeth from Karamoja sub region. Among the Pokot, FGM is near universal at 95% and the practice is estimated at approximately 50% among the Sabiny (UNFPA 2011). It is important to note that, some reports indicate that the practice is on the rise in some communities that are cutting girls in full defiance of the anti-FGM law.⁴⁰</p>	<ul style="list-style-type: none"> - Fully enforce the Anti-Female Genital Mutilation Act (2010); - Enforce other child protection laws (Children’s Act and laws on defilement) since early and forced marriage are closely associated with FGM - Keep on monitoring the incidence of FGM, particularly among refugees from regions with high incidence of this harmful practice. - Engaging custodians of culture (elderly people, women, men, surgeons and mentors) through dialogue to transform social norms in favour of women and girls’ rights - Empowerment of potential victims of FGM (girls and women) using the rights-based approach. - Provision of quality, affordable and accessible primary and secondary education for all girl children.⁴¹

³⁸ Source: UNICEF – Uganda: https://www.ecoi.net/en/file/local/1436703/5228_1530174994_fgmc-uga.pdf

³⁹ Information provided by Miriam Cherukut (Program Manager at NAWOU) during validation workshop, 27 February 2019.

⁴⁰ Information provided by Miriam Cherukut (Program Manager at NAWOU) during validation workshop, 27 February 2019.

⁴¹ Miriam Cherukut, 2019: “Schools serve as safe havens for girls who don’t want to be cut. Besides studies indicate that there is a strong correlation between education and reduction of FGM in Uganda.” Kampala, validation workshop, 27 February 2019.

Target

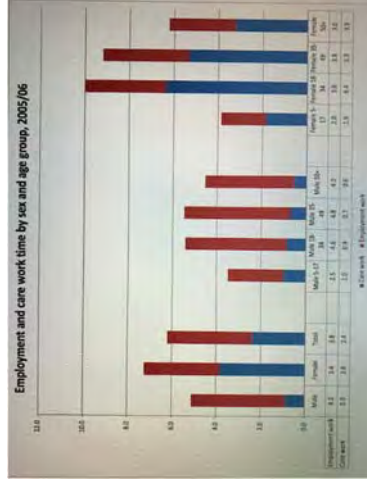
Target 5.4:
Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate

Indicators

5.4.1. Proportion of time spent on unpaid domestic and care work, by sex, age and location

Progress made (2010-2018)

No recent data are available at UBOS on proportion of time spent on unpaid domestic and care work. Data found are from 10 years ago.



Source: UBOS (2013) Facts and Figures About Gender. https://www.ubos.org/wp-content/uploads/publications/04_2018Uganda_Facts_and_Figures_on_Gender_2013.pdf

Challenges to be addressed

There are no recent statistics available on unpaid domestic and care work. Only unpaid family work in the own business (shop, farm, etc.) is counted, as the business outputs are counted in the GDP. However, currently UBOS and UN-Women are working on a new Time Use Survey, which was not yet available at the time of this diagnostic study.⁴²

NDP-1 and 2 have no explicit strategy to reduce the proportion of time spent on unpaid domestic and care work, mainly done by women and children. Women in Uganda are overburdened with unpaid work, particularly in the rural areas.

Liberation of women and children from unpaid work burdens is a key element of creating a prosperous modern society, and it is a strategic entry point for inclusive sustainable growth.

⁴² GDPG, 2019: Ibid. Comment 11.

Target	Indicators	Progress made (2010-2018)	Challenges to be addressed
<p>Target 5.5: Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision making in political, economic, and public life.</p>	<p>5.5.1. Proportion of seats held by women in national parliaments and local governments</p>	<p>Female Members of Parliament: 2011: 34,4% 2018: 34,7% (2018)⁴³ The majority of female representatives in parliament are district representatives (76,4%)⁴⁴ Female Members of Local Governments: Local council members: 45,2% (2018)</p>	<ul style="list-style-type: none"> - Gender training for political parties to enhance the creation of eligible places for women on the election lists - Leadership training, capacity building and empowerment of female (candidate) MPs - Training of media to stop negative stereotyping and defamation of female MPs - Leadership training of female candidates for LGs
<p>5.5.2. Proportion of women in managerial positions</p>	<p>No data found on proportion of women in managerial positions in the private sector. Good practice is the SEAL programme of UNDP to engage private and public companies in promoting gender equality in their organisations. Good Practice is also the launching in 2015 of the United Nations Women Empowerment Principles (WEPs) in Uganda. This joint initiative of the UN Global Compact and UN Women offers practical guidance to business on how to promote equal opportunities, and to empower women, and engages companies to sign up for these WEPs.</p>	<p>Engage companies in the SEAL Programme of UNDP⁴⁵, or in the 7 Women's Empowerment Principles of UN Women⁴⁶ Ensure gender equality issues are always on the agenda of Tripartite negotiations among Government, Trade Unions and Private sector. Engage the social partners in committing to effective implementation of ILO- Conventions and Recommendations on equal pay, equal treatment, equal opportunities, reconciliation of work and family responsibilities, and preventing and combating (sexual) harassment in the workplace.</p>	<p>Engage companies in the SEAL Programme of UNDP⁴⁵, or in the 7 Women's Empowerment Principles of UN Women⁴⁶ Ensure gender equality issues are always on the agenda of Tripartite negotiations among Government, Trade Unions and Private sector. Engage the social partners in committing to effective implementation of ILO- Conventions and Recommendations on equal pay, equal treatment, equal opportunities, reconciliation of work and family responsibilities, and preventing and combating (sexual) harassment in the workplace.</p>

⁴³ Composition of the 10th Parliament of Uganda, as at 12th April, 2018:

<https://www.parliament.go.ug/sites/default/files/COMPOSITION%20OF%20THE%2010TH%20PARLIAMENT%20AS%20AT%2012%20APRIL%202018.pdf>

⁴⁴ Idem, 12th April 2018

⁴⁵ http://www.ug.undp.org/content/uganda/en/home/ourwork/womenempowerment/in_depth.html

⁴⁶ <https://www.unglobalcompact.org/take-action/action/womens-principles> These principles are the following: Principle 1: Establish high-level corporate leadership for gender equality; Principle 2: Treat all women and men fairly at work – respect and support human rights and non-discrimination; Principle 3: Ensure the health, safety and well-being of all women and men workers; Principle 4: Promote education, training and professional development for women; Principle 5: Implement enterprise development, supply chain and marketing practices that empower women; Principle 6: Promote equality through community initiatives and advocacy; Principle 7: Measure and publicly report on progress to achieve gender equality.

Target	Indicators	Progress made (2010-2018)	Challenges to be addressed																				
<p>Target 5.6. Ensure universal access to sexual and reproductive health and reproductive rights as agreed in accordance with the Program of Action of the International conference on Population and Development and the Beijing Platform for action and the outcome documents of their review conferences.</p>	<p>5.6.1. Proportion of women aged 15-49 years who make their own informed decisions regarding sexual relations, contraceptive use and reproductive health care</p>	<table border="1"> <thead> <tr> <th data-bbox="376 954 424 1559">Sexual & Reproductive Health and HIV/AIDS Care</th> <th data-bbox="376 831 424 954">Uganda</th> </tr> </thead> <tbody> <tr> <td data-bbox="424 954 472 1559">% of births attended by skilled health personnel</td> <td data-bbox="424 831 472 954">58%</td> </tr> <tr> <td data-bbox="472 954 520 1559">Contraceptive prevalence rate</td> <td data-bbox="472 831 520 954">27,3%</td> </tr> <tr> <td data-bbox="520 954 568 1559">% Contraceptive use among sexually active women 20-24</td> <td data-bbox="520 831 568 954">38%</td> </tr> <tr> <td data-bbox="568 954 616 1559">% Contraceptive use among married women</td> <td data-bbox="568 831 616 954">30%</td> </tr> <tr> <td data-bbox="616 954 663 1559">Unmet demand for family planning</td> <td data-bbox="616 831 663 954">25,3%</td> </tr> <tr> <td data-bbox="663 954 711 1559">Maternal mortality rate (per 10 0.000 live births)</td> <td data-bbox="663 831 711 954">360</td> </tr> <tr> <td data-bbox="711 954 759 1559">Women living with HIV who have access to ARV treatment</td> <td data-bbox="711 831 759 954">69,4%</td> </tr> <tr> <td data-bbox="759 954 807 1559">% HIV+ pregnant women receiving PMTCT⁴⁷</td> <td data-bbox="759 831 807 954">72%</td> </tr> <tr> <td data-bbox="807 954 855 1559">No of deaths because of illegal abortions (as % of maternal deaths)</td> <td data-bbox="807 831 855 954">26%</td> </tr> </tbody> </table> <p><i>Source: EAC 2017 Gender Barometer, page 68</i></p>	Sexual & Reproductive Health and HIV/AIDS Care	Uganda	% of births attended by skilled health personnel	58%	Contraceptive prevalence rate	27,3%	% Contraceptive use among sexually active women 20-24	38%	% Contraceptive use among married women	30%	Unmet demand for family planning	25,3%	Maternal mortality rate (per 10 0.000 live births)	360	Women living with HIV who have access to ARV treatment	69,4%	% HIV+ pregnant women receiving PMTCT ⁴⁷	72%	No of deaths because of illegal abortions (as % of maternal deaths)	26%	<ul style="list-style-type: none"> - Ensuring national coverage of access to information on reproductive health, to contraceptives and to skilled health workers for attending births; - Ensuring all women living with HIV have access to ARV treatment, - Empowerment of women to decide over her own body and over the use of contraceptives; - Reduce deaths due to illegal abortions by legalising abortion, making it a health issue, and ensuring women's right to safe abortion, as established in art. 14 of the Maputo Protocol.
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⁴⁷ Prevention of Mother-To-Child Transmission (PMTCT)

Target	Indicators	Progress made (2010-2018)	Challenges to be addressed
Target 5.A: Undertake reforms to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services,	5.6.2. Number of countries with laws and regulations that guarantee women aged 15- 49 years access to sexual and reproductive health care, information and education	<p>No evidence has been found that Uganda has a specialised law to guarantee women’s access to sexual and reproductive health care, information and education, although these rights are implicitly covered in the legal frameworks mentioned under target 5.1.</p> <p>There is a SRHR policy, which includes guidelines for sexual education in schools, but it doesn’t fully cover the education system⁴⁸ in order to empower children and adolescents and prevent harmful practices among them.</p>	<ul style="list-style-type: none"> - Information on sexual and reproductive health in the curriculum throughout the entire education system; - Legalising abortion, making it a health issue, and ensuring women’s right to safe abortion, as established in art. 14 of the Maputo Protocol.
Target 5.A: Undertake reforms to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services,	5.A.1. a) Proportion of total agricultural population with ownership of secure rights over agricultural land, by sex; and b) share of women among owners or rights-bearers of agricultural land, by type of tenure	<p>a) Women 27% ownership of registered land (NPA, 2013)</p> <p>b) data not found</p>	<p>Address the inconsistencies in the legal frameworks in order to ensure equal rights of women over agricultural land, in line with the principles of equality as enshrined in the Uganda Constitution of 1995.</p> <p>Protect widows and other vulnerable women against land grabbing and unjustified accusations and land related charges.</p>

⁴⁸ GDPG, 2019: Ibid. Comment 13.

Target	Indicators	Progress made (2010-2018)	Challenges to be addressed
inheritance and natural resources, in accordance with national laws	5.A.2. Proportion of countries where the legal framework (including customary law) guarantees women's equal rights to land ownership and/or control	<p>The constitution recognises women's equal rights in marriage, but under customary law women have no right to inherit. This is one of the reasons why women's economic rights did not much advance during NDP-1 and 2, despite of the hard lobby and advocacy work by women's organisation in Uganda to keep this issue on the political agenda. (FOWODE, NAWOU, UWONET, ibid). Women's access to land and to manage their properties has been for decades on the agenda of Ugandan women's organisations. The Land Act of 2004 was a step forwards, but it is undermined because prevalence is given to customary laws, that do not recognise women's inheritance rights and co-ownership of land and other assets.</p> <p>In 2016 the <i>Land Gender Policy</i> was adopted, but so far not implemented. Currently (February 2019) the <i>Succession Amendment Act</i> and the <i>Marriage and Divorce Bill</i> are in the committees in parliament. Women's rights to inheritance and land ownership would be strengthened if these laws would be passed.⁴⁹</p>	<ul style="list-style-type: none"> - Effective implementation of the Land Gender Policy of 2016. - Adoption of legal frameworks that strengthen women's equal rights to inheritance and land ownership. Divulgence of the new legislation at national scale, capacity building of lawyers and judges for the right application of new legislation to protect women's rights and to avoid undermining of equal rights by customs. - Specific action to protect widows and other vulnerable women against land grabbing and unjustified land related charges. - Establish a task force of legal specialists and civil society organisations – particularly women's organisations – to define an action plan to enforce within two years (before the end of NDP-2) women's equal legal rights to land ownership and/or control.

⁴⁹ GDPC, 2019, idem, comment 14.

Target	Indicators	Progress made (2010-2018)	Challenges to be addressed
<p>Target 5.B. Enhance the use of enabling technology, in particular information and communications technology (ICT), to promote the empowerment of women</p>	<p>5.B.1. Proportion of individuals who own a mobile telephone, by sex</p>	<p>The 2011 data on household level show that 79,2% of the urban households and 37% of the rural households owned a mobile phone. The 2016 data show that 70,6% of women in urban areas, and 36,4% in rural areas own a mobile phone. 82,6% of the female mobile phone owners in urban areas, and 66,8% in rural areas, use their mobile phone for financial transactions.</p>	<p>Empower women in the agricultural sector (70% agricultural workers) by increasing the use of mobile phones, in order to promote online banking, to distribute online information on markets and prices, and to introduce early warning systems related to climate change.</p>
<p>Target 5.C. Adapt and strengthen sound policies and enforceable legislation or the promotion of gender equality and the empowerment of all women and girls at all levels.</p>	<p>5.C.1. Proportion of countries with systems to track and make public allocations for gender equality and women's empowerment.</p>	<p>The Gender Equity Budget Certification is a proper tool to enforce allocations for gender equality and women's empowerment in all sectors and at all levels of the government.</p>	<ul style="list-style-type: none"> - Institutional capacity building and gender training for setting up gender sensitive systems for M&E and result budgeting - Institutional strengthening of the Equal Opportunities Committee - Training MP in gender impact assessment & gender budgeting - Establishment of an accountability mechanism to ensure that budget allocation to promote gender equity matches real expenditures.

4.4 Data gaps

There are no data about the available stock and quality of the infrastructure at the micro-level of the household. As a result, one of the missing key elements in the strategy to increase the stock and quality of strategic infrastructure is the improvement of the **logistic conditions at household level**. As the current economic model defines the households as consumption units, it overlooks the tremendous contribution of households to the country's wealth creation, including the generation of current and future human capital, the production of food, the provision of water and energy, and the care of family members, children, sick people and the elderly. In most homes in Uganda, this takes place under extremely poor levels and low productivity, due to lack of basic conditions and household technology. Due to the assigned gender roles the major part of women's time is invested in the mere survival of the family. The home of people is the logistic base from where men and women contribute to society. Therefore, the unpaid work at household level should be included in the value chain. Investments in creating a proper logistic base, with access to electricity, to safe water, to decent stoves, to sanitation facilities, to washing machines, refrigerators, freezers and other domestic appliances⁵⁰ will save time, enable the storing of food (nutrition safety), create new employment at all levels and in all regions of society, and contribute to gender parity in the distribution of paid and unpaid work. "Simple calculations show that gender parity in earnings would increase global human capital wealth by 18%"⁵¹. Investment in logistic conditions at household level is part of **human capital development** and should therefore be part of the strategy to create an enabling environment for inclusive sustainable growth.

The sectors Health, Education and Social Development have set clear gender equality targets and are systematically using sex-disaggregated statistics, which allows for the identification of gender gaps, and timely adjustments to ensure equal access to services. In all the **other sectors, there is lack of gender specific baselines, gender equality targets and sex-disaggregated data** in all relevant policy areas of NDP-II. This makes it impossible to assess the gender performance and gender impact of the different sectors. **Gender sector analysis** is needed in each of these gender-blind sectors in order to identify opportunities and obstacles for mainstreaming a gender equality perspective, and to establish **baselines and gender targets** to be integrated in the overall sector strategy.

Although UBOS has some **statistics on unpaid work**, which can be deduced from the annual household surveys, these data are not 100% reliable, because it has been proved in other countries, that men tend to overestimate the number of unpaid working hours, whereas women tend to underestimate her unpaid working hours. The diary-method where people write down every day what they have done and how long it has taken, seem to be more reliable.⁵²

4.5 Conclusions and recommendations

This gender diagnostic study identifies several gender issues that are mutually reinforcing, and interacting at macro (policy level), meso (sectoral, institutional, district level) and micro level (families, individuals) of the Uganda society.

⁵⁰ In the EU, the **domestic appliances industry** employs substantial numbers of people both directly and indirectly, in the wider value chain. It creates direct and indirect employment for 963.000 workers and delivers a substantial contribution to GDP and tax revenue. Moreover, it allows families to save time for household chores.

European Committee of Domestic Equipment Manufacturers (CECED) (2015): The Economic Impact of the Domestic Appliances Industry in Europe. London (Europe Economics Chancery House) April 2016. http://www.europe-economics.com/publications/the_economic_impact_of_the_domestic_appliances_industry_in_europe_final_report.pdf

⁵¹ Lange, G.M, Q. Wodon, and K. Carey (2018): Changing wealth of Nations. Washington (World Bank Group) 2018

⁵² At the time of writing this report (Sept.-Nov. 2018), UBOS and UN-Women were working on a time-use survey. However, this was not yet published.

4.5.1 Gender positive laws vs. limited enforcement

Uganda has a solid legal and policy framework with regard to gender. Gender equality is enshrined in the Constitution of 1995, including affirmative action to promote gender balance in education and political participation. The First National Gender Policy (1997-2007) and the Second National Gender Policy (2007-2017) have been key instruments to promote a proper legal framework to promote gender equality and women's rights. A new Gender Policy has been drafted and underwent a Regulatory Impact Assessment and Budget Impact Assessment in 2018; it still is to be approved (February 2019).⁵³ With the inputs and advocacy of Uganda's Women's Organisations a series of new laws have been enacted in the past 10 years, including the "Equal Opportunities Commission Act (2007)", Anti-trafficking in Person Act (2009); Law on Domestic Violence (2010); Domestic Violence Regulations (2011); Anti-Female Genital Mutilation Act (2010); Public Finance Management Act, with section 9 on Gender Equity Certification (PFM, 2014).

Limited evidence could be found about the effective implementation or enforcement of these gender-positive laws. As a result, women's legal status remains precarious, their capacity as equal economic participants are limited, and their rights are not effectively guaranteed.

An exception must be made for the Ministry of Gender, Labour and Social Development, the Ministry of Health, and the Ministry of Education, which are all managed in a gender positive way. Also, gender responsiveness of Public Finance Management has improved with the gender certification, although no data could be found on the effectiveness of the implementation of gender equity certification, and no monitoring mechanisms have been put in place to review if the budget allocations are in line with the certified budget-plan.

Recommendations:

- Enforce the law and implement the policy commitments to promote gender equality, making a gender analysis of each sector to identify opportunities and constraints to achieve gender equality, and setting clear result-oriented gender equality targets in each of the line-ministries.
- Enforce accountability on the gender targets as part of the gender equity certification process. Set-up a transparent monitoring system to track the effective allocation of GEC budget lines.
- Include Gender Equity Certification in the NDP-3 compliance certification; the assessment for gender equity certification should however remain the responsibility of the Equal Opportunities Commission, as this is the statutory body established by an Act of Parliament which has not only the mandate, but also the expertise to assess gender impact of budgets,
- Approve the new Gender Policy for the period 2018-2028 to be coordinated by the MGLSD, in order to accelerate the implementation of legal frameworks and national policy commitments to gender equality
- Create a regular forum or coordination mechanism with CSOs (particularly Human Rights and Women's Organisations) to receive feedback and to give follow-up to the implementation of legal and policy commitments on gender equality.

⁵³ GDPG, 2019: Ibid. Comments 12 and 17.

4.5.2 Conflicting Customary laws and Cultural Norms:

Overall some gaps remain in the legal framework of Uganda that affect all aspects of women's rights, including the Sexual Offences Bill 2015 (a pending CEDAW recommendation), Marriage and Divorce Bill, Legal Aid Bill, and the Succession Act Amendment Bill.⁵⁴

Some legal frameworks are rooted in colonial times, such as laws that discriminate against LGBTI persons; others find their roots in pre-colonial customs and practices, that affect the rights and wellbeing of women and girls, including gender stereotyping, GBV, FGM, early marriage, and land inheritance. Women are systematically excluded from equal access to economic and political decision-making, particularly women's access to land, properties, and inheritance rights. As a result, the unbalanced power relations between men and women and gender discrimination continue having a negative impact on women's potential to contribute to Uganda's wealth creation. Women's capability and contribution to human capital development, which are key for Uganda's inclusive sustainable growth, remain underused.

Recommendations:

- Establish a task force with national legal experts (both from CSOs, the government, the parliament, the justice sector) to screen the existing legal frameworks, which are not in line with the principle of gender equality of the 1995 Constitution and prepare adjustments of the laws that undermine women's equal rights, particularly the Sexual Offences Bill 2015, Marriage and Divorce Bill, Legal Aid Bill, and the Succession Act Amendment Bill
- Continue efforts on awareness raising to promote gender justice and women's equal rights.

4.5.3 Exploring the potential of inward-oriented growth to upgrade the unpaid sector

So far both NDP-1 and NDP-2 have not paid any attention to the **work-volume of the unpaid sector as compared to the work volume of the monetarized sector**, where the value of work is expressed in money. Women in Uganda carry a disproportionate burden of unpaid work, including care for children, sick and elder, cooking, cleaning, provisioning of food, fuel, and water. This means that women face unequal opportunities at the labour market in relation to those who are socially not kept responsible for the survival of the family. The promotion of women's active role in increasing GDP is only possible by releasing women's productive capacities and talents by huge investments in the private sphere, including clean energy, safe drinking water, sanitary systems, adequate housing, access to health, and child care facilities.

As in most countries the total work volume⁵⁵ of the unpaid sector in Uganda is larger than the work volume of all paid sectors together. Ignoring the unpaid work volume in macro-economic policy is therefore not a good idea, as **unpaid work is key for human capital development and part of the value chain to create national wealth**. Target 5.4 of the SDGs calls for attention of the unpaid sector: Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate.

Recommendations:

- Ensure UBOS produces at least each two years a study about the development of the unpaid sector, as part of the national economy.

⁵⁴ GDPG, 2019: Ibid. Comment 17

⁵⁵ Work volume refers to the time worked, which can be measured in minutes, hours, days, etc.

- Develop a comprehensive macro-economic strategy, which includes both the paid and unpaid economy, and establish a strategic social investment and industrial strategy for NDP-3, creating an endogenous development with inward growth orientation that strengthens internal value chains, with a focus on improving the logistic conditions at household level.
- Such endogenous development could boost the sector of decentralized solar energy systems, solar water pumps and rain harvesting systems, domestic appliances industries and SMEs to produce goods and services for the national market.
- The focus on improving logistic and social conditions at household level, will contribute to creating an enabling environment for children to study, for women to engage in skills training and paid work opportunities, and for country-wide employment creation. Such inward oriented inclusive sustainable growth will not only improve the quality of life for all, but it will also complement the outward oriented growth based on international trade, making the national economy less vulnerable for world market prices and external shocks.

4.5.4 Sexual and Gender-Based Violence

Uganda has persistent high levels of sexual and gender-based violence, and violence against children. Both women and men have a high level of acceptance of violence against women, and do not perceive this as a human rights violation. The patterns of violence are transferred from generation to generation and undermine the capability of free decision-making of the survivors of violence. Human capability is about using your rights of free decision-making. Victims of violence are deeply hurt in their existential feelings and have to learn to overcome their fears to fully enjoy their human rights. Human capability is about freedom to develop your own future, which is key for human capital development, for the functioning of a free market, and for creating a modern society in Uganda. The structural violence in the private spheres of life and the overall impunity brings high costs to Uganda in terms of medical costs, lost economic capacity, reduced productivity, learning problems for children at school, psychological problems and other detrimental effects on women, men, children, families and the society as a whole, reducing the GDP. A recent study of CARE International, estimates that violence against women (VAW) costs society upwards of 2% of global GDP. The study also indicates that the cost of violence to GDP greatly exceeds the cost of prevention and intervention. “For example, in Uganda, implementing the provisions of the Domestic Violence Act of 2010 for both prevention and response was slated at just over US\$ 8 million over three years while the cost of violence occurring was estimated at US\$ 30,7 million for just one year.” (Care International, 2017). A recent analysis of the costs of not investing in girls child marriage, early child bearing, low educational attainment for girls, and their impacts in Uganda, indicated that “ending child marriage today could generate by 2030 up to US\$2,7 billion in annual benefits (in purchasing power parity terms) simply from lower population growth and a reduction in rates of under-five mortality and stunting for young children. In addition, women’s earnings today would be higher if they had been able to avoid marrying early. This loss in earnings is estimated at more than US\$ 500 million.” (Wodon, Q. et al, 2018)⁵⁶

Recommendations:

- One of the priorities of NDP-3 should be the prevention and combating of domestic violence, VAW, VAC and SGBV; clear targets should be set to reduce these structural

⁵⁶ Wodon, Quentin, Chata Male, Adenike Onagoruwa, Aboudrahyme Savadogo, and Ali Yedan, (2018): the costs of not investing in girls child marriage, early child bearing, low educational attainment for girls, and their impacts in Uganda. Kampala (Children’s Investment Fund Foundation, Global Partnership for Education, The World Bank) November 2018.

violations of human rights; Prioritise a comprehensive approach by including clear budgets and targets in relevant Ministries, including the Ministry of Justice, Health, and Education. Include specific action focussed on regions with high incidence of FGM, early marriages, and high school dropouts for girls.

- Support CSO initiatives to raise awareness, particularly among young people to promote gender justice and to prevent, combat and end GBV; upgrading of effective programmes, such as SASA;
- Invest in girls to reduce girl's child marriages, to reduce unwanted teenage pregnancies, to avoid school dropouts, to increase their educational level, and to empower girls; upgrading of effective programmes, such as BRAC ELA;
- Challenge the violent masculine identity in public debates; set examples of positive, peaceful and equal masculine identities;
- Continue gender capacity building at all levels of the security sector (police, prosecutors, lawyers, judges, etc.), go for a gender-transformative Security Sector Reform, and set out an effective strategy to stop impunity;
- Invest more in a comprehensive strategy to prevent all forms of VAC and SGBV and support victims and survivors (medical, psychological, juridical, social and economic support); the GoU should not rely on NGOs alone to carry out this work, but give it priority through an inter-institutional approach as developed in the context of the National Policy on the Elimination of Gender Based Violence (NPEGVB).

4.5.5 Rapid Population Growth

Uganda's population is growing at a rapid rate, whereas the economic transformation is insufficient to meet the goals of vision 2040. Women's empowerment to fully enjoy her human rights together with effective equal opportunities measures in all areas (education, health, access to employment, to finance, to land, to properties, to time-saving sustainable energy and domestic facilities, etc.) are key to slow down the population growth. To avoid further disengagement of men from their economic and family responsibilities, it is also key to address the socially constructed male identity in Uganda, and to enhance modern patterns of cooperation among women and men, based on gender equality.

Recommendations:

- Ensure national coverage of access to information on reproductive health, to contraceptives and to skilled sexual and reproductive health workers;
- Raise awareness among men and boys about women's human rights to decide over her own body, mutual respect, and responsible fatherhood;
- Empowerment of women and girls to decide over her own body, over the use of contraceptives and over the decisions related to her professional career development;
- Ensure women's right to safe abortion, as established in art. 14 of the Maputo Protocol, by making it a health issue;
- Provide information on sexual and reproductive health in the curriculum throughout the entire education system.

4.5.6 Gender gaps at decision-making levels

Thanks to quota system, women's participation in the political sphere is high, however their voices are not strong enough and not taken seriously, particularly when they challenge tradition gender

roles. Negative stereotyping of women, defamation and verbal violence against female politicians undermine women's legitimate role in politics. This influences women's capacity to have impact on decision-making, and to initiate processes of gender transformation.

At the level of companies, women's participation is very low (glass-ceiling). Although gender gaps in education have considerably reduced for the young generation in Uganda, there is no guarantee for a job as the qualification of young people is not always matching with the demand at the labour market.

Addressing women's economic and political empowerment is essential for Uganda's ambition to become a modern and inclusive middle-income country by 2040.

Recommendations:

- Gender training for political parties to enhance the creation of eligible places for women on the election lists;
- Training, capacity building and empowerment of female (candidate) MPs;
- Training of media to stop negative stereotyping and defamation of female MPs;
- Leadership training of female candidates for LG;
- Promote improved career guidance in secondary schools, universities, graduate programmes and vocational training centres, in order to connect young women and men to the job market;
- Strengthen the initiatives to engage the private sector of Uganda in the Women's Empowerment Principles of UN-Women, or with the SEAL Certification of UNDP.

5. Community-level experiences and perceptions

The community-level experiences and perceptions will be a snapshot of a limited number of interviews, meetings and the results of the World Café (12 October 2018). My focus during interviews was on finding factors for a successful transformation towards a modern society with equal rights and equal opportunities for all. ANNEX 3 shows the list of interviews and visits to organisations and institutions. Additionally, I have spoken to anyone I met in the streets, in the shops, in the taxis, in the hotels, at the airport, a diversity of young, old, male, female people living in Uganda. My experiences and perception are subjective, and only based on a short time of 20 days in Uganda. I am aware that these perceptions are of limited value as these are not underpinned by scientific empirical research.

In the feedback to the first draft of this report⁵⁷ particularly UNICEF, UNHCR, and the World Bank have presented several good practices. Some of these have been included in this chapter.

Urban young people

Overall, young women and men at all levels are open-minded for a change and engaged in looking for opportunities to study and to transform life, particularly in urban areas. Young people in the city work hard and often have the ambition to go to university. None of the young people interviewed in the city thinks about going back to the rural areas to continue the small farm of their parents. Young women in non-traditional jobs are happy with the new opportunities offered in the city that give them economic independence. Several interviews and informal chats with young women and men in Kampala confirm that they want to break with the traditional way of life of their parents and grandparents. Their life is not easy. Often young urban professional women struggle with reconciliation of their job with family life, as the traditional village network of support is not available in the city. The traffic density in Kampala increases time constraints to combine work and family life for many young women.

Melda K. (31 years), security officer of the company SGA-Security is from a farmer's family of 9 children. Her parents of 85 and 65 years still live in a village in the eastern area of Uganda. She has one daughter. Her husband works far away, and she pays a young woman to take care of her daughter. *"I didn't have a job before. I saw the advertisement in the Newspaper and applied. We got a training in the company for two months, to handle visitors, clients, weapons..."* She is happy with her job and proud to be economically independent. *"I pay the house rent, the fees of the school of my daughter, and I also take care of my parents."*⁵⁸

Victoria M. (24) whose father died of Aids in 2006, got TASO benefits to visit the secondary school, and finished S-4 level in 2010. She managed to get the money together to continue in S-5 and S-6. She worked in the weekends and during holidays to pay fee, books, pens, uniforms, shoes and stockings to pay school both for herself and for her little brothers in S-2 and S-4. *"Every Saturday I washed the clothes of a teacher. During holidays I was a maid in a big home of a lady. At home I was making bricks from mud together with my two little brothers. Selling these bricks helped a lot."* In 2012 she finished S-6 with high qualifications *"I got 12 points; this was enough to get access to all universities."* She really wanted to study but could not afford university. *"When I met students from the secondary going to university, I could hide, because I couldn't afford to study... I became a casual worker at Tampa Fisheries, where I earned UGX 2500,- a day, working from 6 to 6, 12 hours a day, packing cold fish, standing in the cold. The first day I almost fainted. However, I could appreciate my work, as I felt happy to leave my mom stuff to live at home, like sauce, sugar and soap."*

⁵⁷ Feedback received on the draft report in January and February 2019.

⁵⁸ Interview, 13 October 2018

Finishing University in Uganda does not per definition mean that you will get a good job. Several young women and men who have been interviewed were doing casual work in hotels, craft shops or as taxi drivers whereas they had finished university and could not find a qualified job. There seem to be a **mismatch between university careers and the availability of jobs** for highly qualified young women and men. Society doesn't need so many lawyers. As a result, the talents of these highly qualified intelligent young men and women get lost, which means that the society as a whole is losing out. Targeting this group for retraining or in-company training would be a solution to better match their intellectual capacities with available jobs.

Violence against women and girls

Violence against women is still deeply rooted in the society and takes different forms. Everyone and everywhere people talk about violence. There is domestic violence, sexual violence, female genital mutilation, forced child marriages, human trafficking of women and children, sexual harassment at the workplace, political violence against female politicians, and gender-based violence against men and women who challenge the traditional gender roles.

Women and men accept that husbands beat their wives for certain reasons, including for the reason of neglecting of the children by the mother. On the other hand, the widespread neglect of children by their fathers, particularly those having children with several women, seem to be an accepted behaviour, which is hardly criticised. At the contrary, men still seem to derive status on the number of children with different women.

Children, who grow up in a culture of violence, have problems in their relationships during adolescence and when they are adults. Victoria whose father died of AIDS remembers him as follows: *“My dad had 3 children with my mother and several relations with 12 children from 5 other women. He went from family to family. My dad was a mechanic by experience. He was not educated. He spent his money in alcohol and came to beat up my mother. He chased the children out of the house, sometimes till 3 o'clock in the night. I grew up in that situation. I hate men. I feel like the same would happen to me. So, I decided to stay single.”* (Interview Victoria M. 24 years)

The Uganda Police registered in its Annual Crime Report of 2017 the following statistical data⁵⁹:

- Domestic violence 15.325 cases, an increase of 16,7%
- Death through Domestic Violence: 362 cases.
- Sex related crimes: 16.862
- Rape: 1.335 cases
- Trafficking in Persons: 117 cases, an increase of 41,6%

These data are only the top of the iceberg, as the major part of domestic violence and gender-based violence is not reported, because of fear for the perpetrator. In the context of impunity, perpetrators go free, and women try to live with this situation simply by accepting violence. What else can they do? The solution for widespread violence against women can only be found in engaging both women and men in campaigns to build equitable non-violent relations with responsible positive parenthood. This is possible, and Uganda has good practices, including the community-based SASA programme⁶⁰ and the BRAC-ELA.⁶¹

Domestic violence, IPV, VAC, and SGBV are the most extended and underreported violations of human rights in Uganda. They are a personal tragedy in the lives of the victims, representing the

⁵⁹ Uganda Police (2018): Annual Crime Report 2017.

<https://www.upf.go.ug/wp-content/uploads/2018/07/ANNUAL-CRIME-REPORT-2017.pdf>

⁶⁰ <http://raisingvoices.org/sasa/>

⁶¹ <http://www.bracinternational.nl/en/where-we-work/uganda/empowerment-and-livelihood-for-adolescents/>

majority of the population. Additionally, it brings high economic costs, including medical costs, police and judicial costs, loss of working days, reduction of productivity. Children growing up under violent conditions in their homes suffer from injuries, mental distress, and they often have learning problems and miss school attendance. **If women and girls could fully enjoy their human rights and live a life free from violence, the GDP of Uganda would increase with at least 2%**, which is estimated the global cost of global GDP⁶² (Care, 2017). The World Bank and GoU also calculated the impact of GBV and gender inequity in national development outcomes, including the costs of **not investing in girls, missing out on US\$2,7 billion in annual benefits** (in purchasing power parity terms) due to the impact of child marriage, early childbearing, low educational attainment and on human capital wealth and development outcomes in Uganda. (Wodon, Q. et al, 2018)

Over the past years, the overall average GDP growth rate would have been 7.5 percent instead of the realized 5,5% if women in Uganda would have lived free from violence over the same period.

SAGE: Social Assistance Grants for Empowerment

When asking for examples of successful actions of the government, people often came up with the examples of the “Grants for elderly”, or for widows with children who are HIV-infected through marriage, or other vulnerable persons, such as people with a disability. These Social Assistance Grants of UGX 25.000 (about US\$ 7.00) a month **make a difference in the life of many people**⁶³. Grandparents of orphans use the money to pay school fee and to improve the children’s nutrition. Some quotes noted during field visits:

- *“Each month you can see the happiness on their faces when they come from the bank.”*
- *“They regained hope; it helps in their survival. Now they are even looking better.”*
- *“Some of them use it to support their grandchildren, who are orphans.”*
- *“They give money for lunch, for books, for pens, so that their grandchildren can stay in school.”*
- *“This little money has been a great relieve for them.”*

SAGE shows that basic income (unconditional cash transfers) for the vulnerable and poor people is a good investment, which has its own multiplier effects in terms of human capital development (e.g. less school dropouts, improved nutrition). In chapter 8 we will mention some other relevant international practices of direct cash money to the poor as an **effective investment and strategy to accelerate inclusive growth and combat poverty**.

Gender impact of deforestation

Alarming situation of forest lost was repeatedly mentioned during the Annual Joint Sector Review (2017-2018) of the Ministry of Water and Environment. Causes that were mentioned: There is no control over the cutting of trees throughout the country; pressure on the forests due to use of firewood and charcoal, as well as from the increased number of refugees (wood for houses, firewood, etc.).

⁶² Care (2017): Counting the costs: the price society pays for violence against women. Geneva (Care International Secretariat) 2017. https://reliefweb.int/sites/reliefweb.int/files/resources/Counting_the_costofViolence.pdf

⁶³ During the validation workshop on the draft of this report (Kampala, 27-02-2019) some doubts were expressed regarding the implementation of the SAGE program, since the age of the targeted beneficiaries was lifted from 65 years to 80+ years. Very few people in Uganda are in that age bracket, yet the same amount of money is spent, like it was at 65 years. More investigation is required to assess if money for the poor is leaking away in corrupt hands. Corruption may undermine the effectiveness of SAGE, but the principle of providing unconditional cash transfers to the poor remains an effective and rapid strategy to combat poverty and to increase human capability and human capital development, as is shown by many examples worldwide.

Any programme for the protection of forests and wetlands must be conceptualised with a gender equality perspective. The survey among consultants showed that the policy area of 'environment' is mainly gender blind. A gender analysis of the different relationship of women and men with forests and wetlands for their survival strategies is key for the identification of the opportunities and constraints at community level, and for defining community-based programmes of sustainable management of forests and wetlands.

Gender Holistic Approach in the Value Chain

An inspiring example of a gender holistic approach in the value chain is given by the NGO "Joint Effort to Save the Environment (JESE). Team leader Patrick Baguma and programme manager Eria Byaruhanga of JESE in Fort Portal told that in 2015 they made a gender diagnostic study of the situation and concluded that both men and women are part of the environmental destruction. They set up a gender collaborative strategy with a gender balanced structure for their projects which include river banks management, credits and saving programmes, training for joint decision-making for household planning (which reduced domestic violence), support to farmer's families to invest in water sources, rainwater harvesting, latrines, solar energy.

Mr. Friday Peter, and Ms Susan Allelua, both in their 20s and parents of 3 little children, living in Keynjojo, Murongo village, a young farmer's family were beneficiaries of the programme. She finished school up to S-4 and would like to have a job in a shop in the nearest village. He had followed a skills training at St. Joseph Vocational Training Centre. Thanks to this training he was able to build their own bricks house, install a solar panel on the roof, and a rain-harvesting system that provided water to the family most months of the year. For the dry seasons they had planned a pipe to a small river at one km. distance, and a pump to get the water to their house. The family produced a diversity of crops, including coffee (cash crop), fruits, and vegetables, and they kept bees and chickens. They had their television and mobile phone and were doing well.

This example shows that skills training and some small investments in building a decent house, solar panels and a rain-harvesting system can help lifting farmer's families out of poverty, even in remote areas without any infrastructure for electricity and water.

Medicinal herbs and plants

Women and men in Uganda have an extensive ancestral knowledge about the benefits of different herbs and medicinal plants⁶⁴, including plant identification, methods of collection and processing, and its use for different purposes. These herbs and medicinal plants are growing in abundance all over the country in the wild and therefore free from harmful chemicals or pesticides.

According to "Fortune of Africa" there are more than 300 plants (trees, shrubs, flowers and weeds) growing wild across the country, which are integral to health and wellbeing of the Ugandan people. Some medicinal plants have gained value in the world of pharmaceuticals.⁶⁵ Dried medical plants and roots, herbal teas and powders are sold at local markets in Uganda. However, they also have a great export potential.

The 1987 Health Sector Review in Uganda pointed out that traditional medicine is a key contributor to primary health care in Uganda.⁶⁶ Still about 70-80% of the population of Uganda

⁶⁴ In Europe this ancestral knowledge got lost during the inquisition, when popular healers were burned as witches.

⁶⁵ Retrieved 4 December 2018 from: <https://fortuneofafrica.com/ug/medicinal-plants-in-uganda/>

⁶⁶ The 1957 Witchcraft Act outlawed traditional medicine and is still on the statute books. The NCRL Director, Dr Grace Nambatya, notes that Government's current interest can be traced back to a 1987 Health Sector review, which revealed Uganda's limping health care system. In spite of this, the health status of Ugandans was not as disastrous as expected: traditional healers were then identified as a key contributor to primary health care. It was therefore recommended that they be brought into the mainstream health sector. Source: De Coninck, John (2016): *Promoting Herbal Medicine in Uganda; traditional health practitioners and government working together*. In: *Heritage Alive*, 9 November 2016. Retrieved from: <http://www.ichngoforum.org/promoting-herbal-medicine-uganda/>

largely depend on medicinal herbs and plants for treating various diseases in primary health care, including malaria, cough, flue, infections, menstrual pains, etc. This is confirmed by several studies, including research in the local communities around the Northern sector of Kibale National, which use 131 species of medicinal plants to treat 43 physical illnesses/diseases.⁶⁷ Since several years, the Natural Chemotherapeutics Research Laboratory (NRCL) in Uganda is promoting research and conservation of medicinal plants and herbs.

More than ten years ago, FAO already indicated that “interest in, and therefore the market for, products which are based on natural materials and which are produced without harmful chemicals or pesticides has been increasing rapidly in many countries as consumers become increasingly health-conscious, and the search for cures for many major health problems continues.”⁶⁸ (FAO, 2005: p. 21).

There is an increasing demand for biological herbs and medicinal plants, particularly in the EU and the USA. Consumers are willing to pay a higher price if these products are officially certified and registered for their healing properties, well packaged and eco-labelled. International trade in these products is expanding and exporting countries like China and India have served these markets to a great extent. Uganda has high potential, but limited presence at the global market for medicinal herbs and plants.

The use and combinations of some of these herbs and medicinal plants should probably be patented in order to avoid appropriation by the pharmaceutical industries. The development of an eco-labelled value chain - linked to ecotourism and export - could **create new decent jobs** in this segment of traditional medicine, **particularly for women and men with ancestral knowledge about herbs and medical plants and** could provide a considerable contribution to Uganda’s **inclusive sustainable growth**.

Progressive and inclusive policy framework for refugees

During the Annual Joint Sector Review 2017/2018 of the Ministry of Water and Sanitation⁶⁹ the environmental impact of settling refugees in refugee hosting districts in Uganda, was one of the points reviewed and climate smart solutions were shared. The Minister of State for the Environment, Hon. Mary Goretti Kitutu recognised there is a lot of pressure on available resources due to the pressure from refugees, but “*we don’t fight with people who are already in trouble*”, she stated, and welcomed a robust approach of sharing climate smart solutions, including growing bamboo for building houses in order to stop losing the forest.

“Uganda is one of the largest asylum countries worldwide, and the largest in Africa, with 1.15 million refugees at the end of 2018. The refugee population has tripled since 2015, mainly due to mass influxes from South Sudan. **Uganda’s policy framework for refugees is one of the most progressive worldwide**, including open borders, a settlement approach, freedom of movement and the right to work. Beginning on 1 July 2015, the Settlement Transformative Agenda was incorporated into NDP-II, thus programming development assistance for refugees and the communities that host them. In March 2017, Uganda launched the application of the Comprehensive Refugee Response Framework (CRRF), which calls for full inclusion of refugees in NDP-III in its Road Map. Whereas refugees are included in NDP II under Governance/Public Administration with the Settlement Transformative Agenda as a project under OPM, full inclusion in all sectors in NDP-III will benefit refugees and the Ugandan host community in the Refugee-hosting Districts. Local District Governments need to be able to budget for refugees in

⁶⁷ Namukobe, Yane, et.al. (2011): Traditional plants used for medicinal purposes by local communities around the Northern sector of Kibale National Park, Uganda. In: *Journal of Ethnopharmacology* 136 (2011) 236–245 (Elsevier) 2011.

⁶⁸ Food and Agriculture Organisation, FAO (2005): Trade in medicinal plants. Rome, (Raw Materials, Tropical and Horticultural Products Service Commodities and Trade Division Economic and Social Department), 2005

⁶⁹ The review took place with participants from all districts, gathered in Speke Resort, Uganda, from 18-20 September 2018.

their Districts in order to receive national and international financial contributions to increase service provision to all people in the Districts. Therefore, refugees should be fully included into NDP-III and in view of leaving no-one behind, actions to reduce the gender gap need to include refugee women and girls.⁷⁰

Preventive Maintenance Service Agreements

In rural areas there are bore holes broken down one or two years ago without being restored, and too much broken water pumps waiting for repair. This is particular annoying for women who have to retake their role as water carriers.

Community-level experiences and best practices were shared during the Annual Joint Sector Review (2017-2018) of the Ministry of Water and Environment, which took place in Speke Resort from 19 – 20 September 2018. Hon. Mary Kitutu, of the Ministry of Water and Environment, stated that every village must have a clean water source. Safe and clean water is a basic human right. One of the repeatedly mentioned success factor for sustainable solutions was that ‘sustainable solutions to local problems should be locally generated’ and that ‘Community empowerment will generate own solutions to local problems.’

Joel Mukanga (Whave Solutions – piped water for all) presented a good practice during this Annual Joint Sector Review. He showed that full functionality of water pumps at low costs is feasible. He explained how **Preventive Maintenance Service Agreements (PMSA)** could be established through public-private partnership (PPP). Instead of repairing breakdowns of pump, technicians control the pumps on a regular base and substitute weak parts in order to avoid breakdowns. This guarantees full use of pumps throughout the year. People of the community have to organise to collect the money for the maintenance, which is UGX 100.000,00 (approximately Euro 23,00) per community per month. With this money employment is created for the technicians who maintain the pumps functioning throughout the year, and the community has water throughout the entire year without interruptions.

Corruption perception and gender

There is a serious problem of credibility of the government and the parliament among the population. When asking people about good examples and practices of the government, the first reaction was often negative. ‘They are eating our money’ is a popular expression in Uganda and a standard answer everywhere, always in the same wording. When asking further: ‘Who is eating your money?’ ‘How much are they eating from your money?’ mostly the answers remain vague. Some answered, ‘the people in the Congress’, others answered ‘the Government’, but they seldom gave real facts. This means that the corruption perception is very high in Uganda. In some cases, however, people underpinned their perception. For example, there are schools that never receive 100% of the budget that was allocated to them. Due to leaks in the budget transfer system, 20-30% is leaking away, before the schools receive it. This is a serious issue that should be addressed given the tremendous efforts of many schools to deliver and to survive with very few funds.

According to Transparency International the perception of corruption has increased in the past five years. The lower the score of the corruption perceptions index, the more corruption is perceived. The Corruption Perceptions Index decreased from 29 (in 2012) to 26 in 2017, ranking Uganda at place 151 among 180 countries. Uganda’s neighbouring country Rwanda however, ranks at place 48 with a score of 55.⁷¹

⁷⁰ Quoted from feedback given to the first draft of this diagnostic study by Stefanie Krause, UNHCR. January 2019.

⁷¹ The Corruption Perception Index ranks 180 countries and territories by their perceived levels of public sector corruption according to experts and businesspeople; it uses a scale of 0 to 100, where 0 is highly corrupt and 100 is very clean. https://www.transparency.org/news/feature/corruption_perceptions_index_2017#table

Corruption is a system that often goes from the top to the bottom of the system and has leaks and bribes at all levels. World Bank surveys, and the Transparency International's Global Corruption Barometer, an annual survey of more than 60.000 households in 60+ countries, has consistently found that women are less likely than men to pay bribes.⁷² Another study by Swamy et al. analyzed attitudes of men and women about the acceptability of different forms of corruption, and concluded that worldwide women are less involved in bribery, and tolerate corruption less than men.⁷³

Women are disproportionately affected by corruption: Corruption harms particularly the poor sectors, where women are the majority. Less corruption helps to increase gender equality. For example, as women tend to have lower income, they will have less access to those services which can only be obtained by paying a bribe. If bribes can be eliminated there will be more equal access to basic services (health, education, water and sanitation). Understanding the role of women and men in corruption helps to define an effective anti-corruption strategy with a gender equality dimension at all levels of society.

Are women less corrupt than men? Namawu Alhassan-Alolo investigated this question in Ghana. The conclusion of this study is "that women may not necessarily prove less corrupt than men when exposed to opportunities and networks of corruption. (...) When exposed to collectivists cultures that expect certain obligations from public servants, both male and female officials could use their positions to fulfill these social contracts at the expense of public sector ethics. (...) In essence, promoting women in the public sector as a possible anti-corruption strategy, in and of itself, is not likely to reduce public sector corruption unless accompanied by efforts at eliminating corrupt opportunities and networks. Similarly, the presence of women in the public sector may not reduce corruption if social expectations require both male and female public servants to engage in certain acts of corruption, such as nepotism and cronyism."⁷⁴

Unequal access of women to decision making power will result in underrepresentation of women. As a result, political and legal frameworks that discriminate against women will not be changed and corruption which disproportionately affects women, will not be corrected. For example:

- Laws that discriminate against women will not be changed (e.g. laws based on unequal family, marriage and divorce rights; discriminative inheritance and proprietary rights, and access to land)
- Legislation which leaves crimes against women with impunity will not be changed (e.g. domestic violence against women, or trafficking of women)
- Corruptive 'leaks' in financial schemes for the empowerment of poor women will not be corrected, as poor women have few abilities to change their situation, and no money to pay bribes, nor personal connections to get access to the funds to which they are entitled.

The abuse of power by male authorities to force women to deliver sexual services (e.g. their subordinates in a hierarchy, dependents of their service delivery, girls at school, etc.) is also a form of corruption. Male superiors who decide on the job, the salary, career or dismissal of a female worker, can abuse their power to force women to sexual behaviour, violating the physical integrity of women. Such lack of respect is a form corruption and sexual bribe as they abuse their power position for private purposes. Research shows that girls at school who experience sexual harassment by teachers seriously consider dropping out of school due to harassment and some

⁷² (see: TI, 2009 Global Corruption Barometer, (Berlin: TI, 2009)

http://www.transparency.org/policy_research/surveys_indices/gcb/2009)

⁷³ Swamy, A., P. Knack, Y. Lee and O. Azfar, 2000, "Gender and Corruption", IRIS Centre Working Paper No. 232

⁷⁴ Alhassan-Alolo, N., 2007, 'Gender and corruption: testing the new consensus', Public Administration and Development, 27, pp. 227-237

girls consent to sexual relations for fear of reprisals.⁷⁵ Perpetrators often blame the victim and bribe police and judges. As a result, a system of impunity for sexual bribe and crimes is maintained by corruption in the justice system.

As long as unequal access to resources for women continues, women remain the majority of the poor, and they will continue to be disproportionately affected by corruption, which may consist of:

- Leakages on ear-marked pro-poor funds
- Bribes to be paid for 'free' basic services for the poor
- Forced sexual service delivery to male superiors at work or at school (sexual bribe), who have decision making power on the career and opportunities of women and girls
- Marginalization and exclusion of poor women from the 'bribed' system that gives access to services. Poor women – especially female heads of households - are often fully occupied in extremely complicated survival strategies for her family and face many time constraints. It takes time and contacts to find out the 'ways' and 'channels' for getting access to the 'bribed' services of corrupt delivery systems. Often poor women do not have this time, neither the money for bribes, nor the right contacts.

Sexual harassment at work

"I was in the store of the craft-shop. The owner came. He pushed me in a corner and wanted to take me. I resisted. He got angry. *'If you don't want me you are fired! Give me the keys!'* I gave the keys peacefully. *'Thank you, sir.'* And I left. The following morning, he called me to come back."

Source: Interview Victoria M. (24 years)

⁷⁵ Transparency International, 2010, Anti-Corruption Research News, Issue 2, February 2010.

6. Implementation constraints, main drivers and opportunities

Gender is a crosscutting issue, which affects all dimensions of life of women and men; it impacts policies at all levels and in all phases from design, to planning, implementation until evaluation. When we put on the gender lens, we see many constraints; we identify new drivers for change and innovative opportunities for inclusive sustainable growth.

During the World Café organised on 12 October in Kampala, there was a large amount of recommendations at the gender dialogue table as shown in Annex 5. At the end, the participants could prioritise among the recommendations by giving stars to the most important and urgent constraint that should be addressed with the highest priority.

For the elaboration of this chapter, we take two recommendations from the World Café with the highest priority:

- a. Address cultural practices;** sensitize cultural leaders and communities; promote awareness to change attitudes, and to engage men in promoting gender equality and equal rights. This recommendation clusters 12 recommendations pointing in the same direction, which have 16 stars together.
- b. Ensure women's financial inclusion**
This recommendation was mentioned twice and got 7 stars.

6.1 National/ Multi-sector-level

a. Address cultural practices

At national level the main constraints for equal opportunities and equal rights is the continuation of the co-existence customary laws that conflict with equal rights of women and men as enshrined in the Constitution of 1995.⁷⁶

The Women's Organisations and Human Rights Organisations, particularly the Uganda Association of Women Lawyers (FIDA-Uganda), together with the MGLSD, are the main drivers to change this situation of legal inconsistency.

Constitute a **task force** to screen the legal frameworks, particularly the Land Act and the Family Code, to ensure that by the end of NDP-2 all legal frameworks are coherent with equal rights of women and men. This will create a better enabling legal environment at macro level to initiate NDP-3 with a gender equality perspective.

b. Ensure women's financial inclusion

Women's financial inclusion should be a cross-cutting issue in the entire policy cycle of the government. It starts with putting the gender lens in the process of macro-economic priority setting, using a situation analysis that includes a gender assessment of the country's economic situation and perspectives. Next step is the gender aware planning of interventions, ensuring a gender transformative design (objectives, results pursued, activities planned), and including smart

⁷⁶ Rita H. Aciro Lakor, Executive Director of UWONET (Uganda Women's Network) explained in an interview what hampers to engage women more in economic activities: "80% of the work of women in the agricultural sector depends on land; they have access to land but no control over the land. Equal rights to land are settled in the common law (the Constitution and the Land Act), but there is a contradiction in the Land Act, defining traditional law as 'according to customs. UWONET promoted co-ownership of land in matrimonial status. Now this has been changed in 'provide in consent' with matrimonial status. UWONET proposed 'recognition of property rights of cohabitants.' Still there is no solution for these fundamental issues regarding access to and control over land. As a result, women who are the main workers in the agricultural sector do not own the land, have no collateral and thus no access to credit; they are not doing investments in land which is not their property; they have less access to extension services, skills training and other benefits to increase their productivity." (Interview at UWONET, Kampala, 24 September 2018.)

gender equality targets in the setting up of a result oriented monitoring system. To ensure effective implementation gender responsive resource mobilisation and budget allocations have to be put in place.

Uganda's PFM-Act, section 9 provides a perfect tool to ensure gender responsive budgeting, and **must be enforced for all sectors**. The Ministry of Finance, Planning and Economic Development (MFPED) should strictly apply the rule that **only gender equity certified budget statement** will receive money, without exception. The cycle of gender equity certification should be completed by tracking actual allocated resources against certified plans. This will improve the accountability on the use of public budgets, and ensure women's financial inclusion.

6.2 Sector-level

a. Address cultural practices

Initiate a capacity building programme for the **justice sector**, in order to ensure the right application of the legal frameworks, based on equal rights of women and men. A gender training for prosecutors, lawyers, judges and staff in the justice system, should enhance gender equality and the right interpretation of gender justice, without falling back on customs that perpetuate gender discrimination.

Additionally a training should be offered to the **media sector**. The media should become aware of the essential importance of the legal adjustments, which will create an enabling legal framework for a modern prosperous society where women and men have equal rights and opportunities. It is important to avoid negative stereotyping and verbal violence in the media towards female MPs who defend the adjustments of the legal frameworks.

The **Ministry of Agriculture** should ensure that women working in agriculture will not get overburdened. Investments in social infrastructure are needed to reduce women's unpaid reproductive work, including access to safe water, to sustainable energy, to childcare facilities, and to timesaving domestic devices (e.g. good stoves, washing machines, refrigerators).

All extension workers of the National Agricultural Advisory services (NAAS) should receive a gender training and become informed about the legal adjustments for equal rights. More female extension workers should be appointed at the NAAS in order to improve service delivery to rural women.

b. Ensure women's financial inclusion

A gender analysis of the **financial sector** should reveal existing attitudes and practices that result in gender discrimination, and the obstacles faced by women to get access to loans. Discriminative attitudes and practices in the financial sector, that have excluded women for access to bank credits, or that have imposed higher interests on loans provided to women, or discriminated women in other ways, must be identified and an effective strategy must be developed to build capacity for promoting gender equality in the financial sector. Due to the gender segregation in ownership of land, housing, assets, women mostly don't have collateral to access to bank credit services.

Banks and financial institutions, including programmes for micro-credit, must be informed about the legal adjustments that will ensure women's equal access to and control over land and other assets.

Traditional Politicians

"Population growth is a burden on women. Traditional politicians are misleading: A 35 old grandmother with 8 children will never get out of poverty. The population dividend can never be obtained with an ignorant population. Politicians and religious leaders are co-responsible."

Source: Interview with Rita Aciro Lakor, Executive Director of UWONET

UBOS should gather sex-disaggregated statistics of access to finance, interest paid on credits, and overdue repayments. These sex-disaggregated data should be published each year in order to keep the financial world sharp on attitudes or practices that might lead to gender discrimination.

Women's financial and economic literacy must be enhanced.

Innovative strategies should be explored to increase women's access to finance, including online banking with alternative financial funding, such as crowd funding, unconditional cash transfers, and crypto currency for development purposes.

6.3 Vote-level (CG)

a. Address cultural practices

There are female Members of Parliament (MPs), who think it is a favour, and not a right to be elected as a parliamentarian. This is part of the cultural inheritance of policy making. The empowerment of female MPs, and the awareness of male MPs, is required to change this mindset.

The adjustments of the legal frameworks in order to bring them in line with Uganda's international commitment to CEDAW and with the 1995 Constitution, is a good entry point for awareness raising on the benefits of women's equal rights and opportunities among both male and female MPs. Additionally particular training for the empowerment of female MPs could be given to improve their knowledge and skills as political leaders in defense of equal rights and of putting gender equality and gender equity in practice.

b. Ensure women's financial inclusion

MPs should be informed by the MFPED and the Equal Opportunities Commission about the progress made on the implementation of the gender equity certification. A monitoring system to trace the impact of the budget during implementation should be set up. All MPs should receive a training on gender responsive budgeting and how it is put in practice in Uganda.

6.4 Local Government level

a. Address cultural practices

Adjustments of the law must be communicated clearly to the Local Government level (district, counties and sub-counties level). Instructions should be given on how to protect women's rights in case of local conflicts on inheritance or control over land. Each sub-county and county should report (potential) conflicts regarding gender justice due to incompatibility of common law and customs, to the District. At District level follow-up must be given by a specialised prosecutor, trained in gender issues, who should investigate each case.

This should be supported by community level communications, and awareness raising. Specific action should be taken to sensitise cultural and religious leaders, finding a way which allows them to integrate equal rights in their cultural and religious thinking. Initiatives have to be developed to engage men in the promotion of gender equality and to change attitudes to create space for gender justice.

The gender unit of the MESTS could prepare a Learner's Booklet on the legal frameworks that ensure equal rights for women and men in all areas of life, including access to and control over land and other assets. The Ministry of Health could distribute an awareness raising flyer on the legal framework for equal rights and equal opportunities, including reproductive rights.

Gender transformative organisations with reach-out networks over the country, can play a key role in the awareness raising campaigns to address cultural practices and promote gender equality,

including Uganda Association of Women Lawyers (FIDA-Uganda), UWONET, NAWOU, and FOWODE.

b. Ensure women's financial inclusion

During a visit to the District Office of Fort Portal, an assessment was made of the programme for micro-credits for Female Entrepreneurs. The conclusion is that the female solidarity groups that receive these micro-credits are running well. Female micro-entrepreneurs were very punctual in paying back the loans. A similar programme for young entrepreneurs, mostly young men, showed high rate of overdue payments.⁷⁷

The current programme for Female Entrepreneurs is successful and should continue under NDP-3, but should not become an excuse for excluding women from access to finance in all other programmes.

Equal access of women to finance should be promoted in all sectors and at all levels, and can be complemented by specific action targeted to women, to compensate deprivation from the past, such as the case of the programmes for female entrepreneurs implemented at the level of local governance. Once women have full equal access to finance at all levels and in all sectors, specific actions targeted to women's access to finance will not be needed anymore. UBOS sex-disaggregated statistics on access to finance have to show when this point has been arrived.

6.5 Individual level

a. Address cultural practices

At individual level legal support must be guaranteed for individual women and her children in troubles due to violations of common law and imposition of customs by local traditional leaders. A fund for legal assistance to poor women must be created in order to enforce the common laws based on equal rights for women and men. A hotline should be established for the period of at least two years to enable women to call for direct legal support in case of violation of women's equal rights.

A rehabilitation programme for individual male perpetrators should work on the construction of positive, peaceful, gender-equity-based, and caring masculine identities.⁷⁸ In this context the community-based programme SASA⁷⁹ is a driver of change, showing that violent male behaviour can be changed in a relative short span of time, and reduce violence against women and children. The up-scaling of SASA to reach out to more communities is therefore an excellent measure to address harmful male practices, and to enhance the rights of women and children in Uganda.

Specific actions are required to eradicate the violation of the rights of the girl child, specifically the (forced) child marriages, and the female genital mutilation, particularly in the areas with the highest incidence of these harmful cultural practices, such as Karamoja and Eastern region. FGM is mainly practiced among three ethnic groups, the Sabiny, the Pokot and Tepeth.

b. Ensure women's financial inclusion

Particular programmes to enhance women's entrepreneurship need to be continued and expanded.

UBOS-statistics of 2016 show that 70,6% of women in urban areas, and 36,4% in rural areas owns a mobile phone. The majority of these women use their phone for financial transactions: 82,6%

⁷⁷ Interview with Monday Christopher, District Community Development Officer at Kabarole, of the Kabarole District Local Government, 18 October 2018. Review of lists of beneficiaries of the programme of micro credits for female entrepreneurs.

⁷⁸ For example, the gender justice movement in South Africa: <https://genderjustice.org.za/publication/state-of-south-african-fathers-2018/>

⁷⁹ <http://raisingvoices.org/sasa/>

of the female mobile phone owners in urban areas, and 66,8% in rural areas.⁸⁰ This facilitates e-banking for women and creates new opportunities for access to finance.

Besides access to traditional bank loans, internet also offers opportunities to a wide growing range of online financial sources for individual women, or groups of women, including crowd sourcing, grants and subsidies, venture capital of wealthy individuals (so called angels), remittances of family or friends, women's banks, and (future) crypto-currency.

Capacity building meetings for women's financial empowerment would be useful to find ways of using the new technologies to increase women's access to finance, and boost women's contribution to create a modern prosperous society in Uganda.

6.6 Conclusions and recommendations

Ensuring women's financial inclusion, and addressing cultural practices are two sides of the same coin. As long as discriminating cultural practices against women are legalised, women's social economic rights will be undermined, women's equal access to control over land and property will be obstructed and financial institutions will exclude women without any collateral.

Women's financial inclusion starts with creating the enabling legal framework that gives women equal access to land, assets and resources, including financial resources. This means that any customary law that conflicts with the 1995 Constitution, and undermines equal rights of women and men, should be deleted from this enabling legal framework. Equal access to justice and legal aid must be ensured by adopting the Legal Aid Bill.

The government should be the first to put in practice women's financial inclusion. The gender equity certification in the public finance management of the Government of Uganda is the perfect instrument to ensure women's financial inclusion. The effective implementation of this tool and the accountability on gender certified expenditures are still a challenge that requires institutional capacity building both at the level of the national government and the local governments.

At sector level a comprehensive approach is needed to enhance a cultural switch towards a society where all citizens, male or female, have equal rights and are treated with equity to ensure equal opportunities for all.

To apply the inclusive approach institutional capacity building will be needed, particularly in the sector of justice, among the media, in the financial sector, in several line ministries, and in the Parliament.

At the level of local governments initiatives should be taken to sensitize cultural and religious leaders and communities. Particular campaigns are needed to engage men in changing negative attitudes and in promoting gender equality and equal rights.

At grassroots level, law enforcement must be ensured for every individual woman and girl in order to ensure they can fully enjoy their human rights. Women getting in trouble with discriminating customary laws must have direct access to legal support. Girls in danger of becoming victim of harmful cultural practices must be protected.

The exploration of non-traditional online resources to increase women's access to finance should be further explored, and the economic empowerment of women to contribute to Uganda's vision 2040 should be further enhanced, e.g. by expanding programmes for women's entrepreneurship.

⁸⁰ UBOS (2016): *Demographic and Health Survey 2016*, Table 14.7.1.

7. Overall assessment against 5 OECD evaluation criteria

7.1 NDP-1 period

Relevance

Equal rights of men and women are enshrined in the international, regional and national commitments of the Government of Uganda. Gender equality is anchored in the 1995 Constitution and therefore a relevant mandate to be taken into account for any policy to be developed, including NDPs.

The relevance of NDP-1 for the promotion of gender equality has been very low. The mayor part of the policy areas was gender blind and has perpetuated or increased existing gender gaps. None of the primary growth sectors in NDP-1 has been designed with a gender equality perspective. This is a missed opportunity for improving the inclusiveness and the quality of the interventions planned for the growth sectors over the period 2010-2015.

In the social sectors however, more consideration is given to the gender perspective, particularly in population, social development, education, labour and sports, HIV/AIDS, and water and sanitation. These were the most relevant sectors for the implementation of Uganda's legal and policy commitments to gender equity and equality.

Effectiveness

This criterion measures the *extent to which objectives are (likely to be) achieved*. Only a few sectors and policy areas of NDP-1 have gender-sensitive objectives, interventions or indicators. This does not mean that gender equality was not relevant for all sectors or policy areas. It only means that gender is not targeted in the objectives. Therefore gender-achievements cannot be measured in gender-blind projects with the OECD-DAC Effectiveness score. Nevertheless, even gender-blind policy areas may have gender-effects during implementation, which may be positive, negative or neutral. These effects can be assessed with the Gender Effectiveness Score (GES) as explained in the first chapter on methodology. There is mounting evidence of the costs of gender inequality for sustainable growth and of the need to invest in promoting gender equality to ensure development effectiveness.

Clear evidence for gender-effectiveness is given in the **education** sector where the gender gap has practically been closed at primary level, and progress has been made at all levels of the education system, although there is variation among different regions. The other social sectors were also gender sensitive, but in the context of this study no tangible effectiveness in terms of gender transformation could be traced⁸¹ during implementation of NDP-1.

On the other hand, the enabling sectors of **legislation** and **accountability** were exceptional cases of gender effectiveness. Both sectors were gender negative in their design (gender was not targeted in NDP-1), but both sectors **turned into gender transformative** sectors during the implementation phase!

Several gender transformative laws have been adopted during NDP-1 making the *legislative sector* highly gender effective⁸² by creating an enabling legal environment for promoting women's rights.

Gender budgeting has been introduced in the *accountability sector* with the Public Finance Management Act (section 9), which was approved in 2014, making this sector gender

⁸¹ In this study, no tangible results of gender transformative effects have been identified in the other social sectors during the NDP-1 implementation phase. This doesn't mean that they do not exist.

⁸² Law on Domestic Violence (2010), and the Domestic Violence regulations (2011); Anti-Female Genital Mutilation Act (2010).

responsive.⁸³ The Government of Uganda, notably by the Ministry of Finance, Planning and Economic Development, plays a very encouraging leadership role in developing this gender budgeting initiative.

The merits for the gender relevance of these two enabling sectors cannot directly be deduced from NDP-1 but can be tracked and traced back through past initiatives in the Ministries at stake, in the implementation of the Uganda Gender Policy (2007-2017) by the MGLSD, and the lobby and advocacy of women's and human rights organisations. Effective implementation still remains a challenge.

Efficiency

How can we assess the efficiency of NDP-1 in terms of costs and benefits of gender equality? What is more efficient in terms of costs-benefits; a gender-blind or a gender-transformative approach?

Many studies worldwide have demonstrated the economic inefficiency of gender discrimination and gender gaps. One of these studies is the World Bank Study "*Gender and Economic Growth in Uganda; Unleashing the Power of Women*"⁸⁴ of 2006. It shows that gender inequalities affect economic growth and efficiency. "A growing body of microeconomic empirical evidence—and emerging macro-economic analysis—shows that gender inequality directly and indirectly limits economic growth in Uganda. A recent World Bank study suggests that the country could gain as much as 2 percentage points of GDP growth a year by eliminating gender inequality (World Bank 2005b)."⁸⁵

The question is, what are the costs of eliminating gender inequality and promoting equality? How efficient can investing in gender equality be? We illustrate the answer to this question with a study on domestic violence. The efficiency of investing in gender is demonstrated by a study on the costs and benefits of investing in the implementation of Domestic Violence Act of 2010.⁸⁶ Dr Ibrahim Kasirye of the Economic Policy Research Centre (EPRC - Makerere University) implemented this study in 2011/12. First, he calculated the costs of domestic violence; then he estimated the benefits of investing in combating domestic violence.

For the year 2011 he estimated the annual direct and indirect out of pocket costs of dealing with incidents of domestic violence at US\$ 7.812.043. These costs refer to expenditures of accessing rehabilitation as well as legal redress, payments for police services and health care for registered cases of domestic violence.⁸⁷ The estimated costs for families of lost working days due to domestic violence is US\$ 967.963. The cost for companies of lost working days and reduced productivity due to domestic violence suffered by their employees is not foreseen in this study. The costs incurred by various providers of services to victims of domestic violence, notably health care facilities, police, local council and shelters are estimated at US\$ 22.083.784 for 2011 with 415.147 cases of domestic violence incidence. **The total estimated costs of domestic violence in 2011 are US\$ 30.863.790.**

This is a calculation at the safe side. Several indirect costs, such as losses in terms of production and productivity of companies and institutions of employees, victims of domestic violence, or long-term indirect losses of human capital, due to learning problems of children who suffer domestic violence, are not considered in the study. Nevertheless, still the costs calculated by Dr

⁸³ Public Finance Management Act (PFM, 2014), with section 9 on Gender and Equity Certificates (GEC) for Budget Statements of Ministries to be issued by the Equal Opportunities Commission

⁸⁴ Ellis, Amanda, Claire Manuel, and C. Mark Blackden (2006): *Gender and Economic Growth in Uganda Unleashing the Power of Women*. Washington (The World Bank) 2006

⁸⁵ Ellis, Amanda, et al, 2006, Ibid.

⁸⁶ Kasirye, Ibrahim (2012): *Economic Costs of Domestic Violence in Uganda*. Kampala (CEDOVIP/DFID) 2012.

⁸⁷ The registered cases are only a small part of the total incidence of domestic violence.

Kasirye amount 0,75% of the total budget of the government in 2011 and is higher than the total budget of the Ministry of Gender, Labour and Social Development (MGLSD). He also calculated the costs for a three-year comprehensive programme to prevent and combat domestic violence showing that it is very efficient in terms of costs-benefits to invest in preventing and combating domestic violence.

Suppose the government invests US\$ 2.500.000 per year⁸⁸ in preventing and combating domestic violence, aiming to achieve a 20% decrease of the incidence of domestic violence. If this leads to a proportional decrease of 20% of the costs of domestic violence, the total annual costs of domestic violence would decrease with US\$ 6.172.758. The conclusion would be that it is a very efficient investment, as the benefits would be 2,5 times higher than the costs; not even calculating the indirect benefits of happier and healthier families, better school performance of children and higher productivity of the working population.⁸⁹

Impact

This paragraph will only focus on the most remarkable positive gender impact identified in this gender diagnostic study over the period 2010-2015.⁹⁰

At macro-level, the most notable positive gender impact over the implementation period of NDP-1 has been the improvement of an enabling environment for promoting women's human rights, and for gender equity in public finance management.⁹¹

At meso and sectoral level, the most remarkable achievement with positive long-term gender impact has been the implementation of the Gender in Education Policy, which was introduced in 2009. Investments in programmes to keep girls in school can have huge benefits in terms of demographic dividend. In 2014 Uganda achieved gender parity on enrolment into primary schools. Enrolment into secondary schools was 53% for boys and 47% for girls in 2014, whereas female enrolment into tertiary education increased from 38% in 2002 to 44% in 2014.⁹² Between 2009 and 2013, there was an increase of 73% in the enrollment in formal areas of Business, Technical, Vocational Education and Training (BTVET), achieving a total of 42.674 trainees registered in 2013, of which 66% men and 34% women.⁹³

At micro level women's ownership of registered land increased of from 8% in 2001⁹⁴ to 27% in 2014.⁹⁵ This is a major shift in a short span of time, which must have its impact at medium term in the agricultural sector of Uganda. There are of course still huge challenges to be addressed before gender equity has been achieved in the agricultural sector in terms of ownership of land and control over outputs and proceeds of women's work. This is not an easy process, given the deeply rooted patriarchal cultural values in Uganda's rural areas.

⁸⁸ In the study of Kasirye, Ibrahim (2012), the costs of a comprehensive investment programme are calculated in UGX. Taking the exchange-rate UGX-US\$ from 2012, this investment programme would cost approximately US\$ 2,5 Million per year. This would be about 8% of the annual costs of domestic violence as calculated in this study.

⁸⁹ Unfortunately, under NDP-1 the government invested very limited funds in preventing and combating domestic violence. This means that the high costs of domestic violence have prevailed

⁹⁰ Meanwhile I am aware that this is a rather one-side approach, as gender impact can be positive or negative, directly or indirectly, intended or unintended. The impact can be on micro, meso or macro level, and it can be coherent or not coherent with national gender policy, depending from several internal and external factors, which cannot always be under control of the authorities. When measuring the impact of interventions of the government, we have to distinguish which external factors have influenced (e.g. cultural practices, the changing weather conditions, international crisis, etc.). A comprehensive gender impact assessment of NDP-1 and NDP-2 would require a separate study.

⁹¹ Although several legal and policy frameworks have been put in place, so far enforcement remained limited during NDP-1.

⁹² Republic of Uganda, Ministry for Education and Sports (2016): *Gender in Education Sector Policy*. Kampala (MoES) 2016.

⁹³ NDP-2, *ibid*, page xxii.

⁹⁴ Elis, Amanda et. al. (2006): *ibid*, page 29.

⁹⁵ NDP-2, *ibid*, page xxii.

Sustainability

Which factors have influenced the achievement (or non-achievement) of structural long-term sustainable gender transformation, towards a society where all men and women can fully enjoy their human rights?

- a) Positive achievements have been achieved first of all, because Uganda has her legal and policy frameworks for equal rights of men and women in place. There are still some legal adjustments to be made to avoid the undermining of common law by gender-discriminative customary laws. Law enforcement is another point that needs to be improved.
- b) Political will and commitment at the top are key for the gender performance of Ministries, Departments, Agencies (MDAs) and Local Governments (LGs). Gender commitment at the top is often expressed in a gender sector policy, a gender action strategy or gender action plan within the MDAs or LGs. The National Gender Policy (2007-2017) has been a crucial instrument to promote gender responsiveness in MDAs and LGs, enhancing institutional capacity building for gender mainstreaming.
- c) Institutional mechanisms and capacity building for gender mainstreaming, are key factors for long-term sustainable gender transformation. For example, the fact that the Ministry of Education is achieving long-lasting results in closing the gender gaps in the education system, is the result of a comprehensive approach, which includes a clear “Gender in Education Sector Policy”, an institutional mechanism such as the Gender Unit of the MoES, and gender capacity building at all levels (from high level staff to school teachers) to close gender gaps and to address issues to keep girls in school.
- d) Constructive, open and respectful mutual dialogue between the government and civil society stakeholders, including women’s organisations, human rights organisations, gender aware research institutions, and other gender sensitive specialised civil society organisations.
- e) Gender analysis should be part of any situation analysis for any sector or policy area, in order to identify the opportunities and obstacles to promote development with a gender equality perspective, to define gender sensitive objectives (where possible in line the SDGs), and to set baselines and gender equality targets with regard to the particular gender issues at stake. Sometimes only one key gender equality target can make a difference for a whole sector. For example, the target to increase women ownership of registered land in the agricultural sector, will make a huge difference for growth options and the sustainability of the sector.
- f) The persistence of **GBV has been the main constraint** for the non-achievement of structural long-term sustainable gender transformation.

7.2 NDP-2 period

The Government of Uganda invited civil society organisations to share their opinions and recommendations for the improvement of NDP-2 previous to its publication. Uganda Women’s Network (UWONET) analysed the final result and stated: “There is generally an improvement in the level of gender responsiveness in the NDP-2 compared to NDP-1. Although there is lack of consistency in the articulation of critical gender and women issues in the situational analysis across all sectors, there are deliberate efforts taken to define appropriate interventions towards gender equality and women’s empowerment in some of the sectors taking into account the

International commitments especially the Sustainable Development Goals. This is commendable.⁹⁶

Relevance

To a certain extent, NDP-2 has been suited to implement the national, regional and international commitments to promoting gender equality and human rights in Uganda, making national development planning more gender relevant. Two of the priority growth sectors are now more gender relevant as under NDP-1. The dimensions included in the priority policy area of human capital development, are also gender sensitive/positive, particularly education, skills development, social development, water & sanitation, and housing & land development.

Effectiveness

Thanks to the comprehensive monitoring and evaluation strategy of NDP-II⁹⁷ it has become easier to spot the gender sensitive objectives and target indicators.

Table 7 shows that the **highest effectiveness scores of gender sensitive targets of NDP-II** so far have been on:

- Access to energy
- Increase of university students
- Literacy rate at P6
- Numeracy rate at P6
- Maternal mortality rate
- Births attended by skilled health personnel.

The following overview shows the gender specific target indicators and baselines of NDP-2.

The **yellow marked** gender indicators have made progress so far (till 2017/18) but remained under the target for 2017/18.

The **green marked** indicators achieved the target or over-performed the target set for 2017/18.

The **orange marked** indicators have slightly deteriorated as compared to the baseline.

Table 7: Achievement of gender specific target indicator and baselines of NDP-2

	Key result area	Category	Gender Indicator	Baseline 2012/13	Performance 2017/18	
					Target	Achieved
Goal: To realise increased competitiveness for sustainable wealth creation, employment and inclusive growth	C. Sustainable wealth creation	C.2. Sustainable use of natural resources and environment	C.3.2. Total fertility rate	6,2	5,3	5,82 ⁹⁸
	E. Inclusive growth	E.1. Reducing Poverty	E.1.4. Global Gender Gap Index	0,7086 (46/136)	0,730 (30/136)	0,721 (45/144)
Objective 1: To sustainably increase	N.A.	N.A.	No gender indicators	N.A.	N.A.	N.A.

⁹⁶ Uganda Women's Network (UWONET); 2018. Unpublished Gender Analysis of NPD-2. Page 24.

⁹⁷ Republic of Uganda (2016): Monitoring and Evaluation Strategy for the Second National Development Plan (2015/16 – 2019/20) with local government level results framework. Kampala (NPA) 2016

⁹⁸ Source: <http://www.worldometers.info/world-population/uganda-population/>

	Key result area	Category	Gender Indicator	Baseline 2012/13	Performance 2017/18	
					Target	Achieved
production, productivity and value addition in key growth opportunities						
Objective 2: Increase the stock and quality of strategic infrastructure to accelerate the country's competitiveness	B 1: Infra-structure	B.2. Energy	B.2.1.% of population with access to energy ⁹⁹	14	18	33 ¹⁰⁰
		B.3. Water	B.3.1. Rural safe water coverage ¹⁰¹	65	76	74 ¹⁰²
			B.3.1. Urban safe water coverage	77	94	90
Objective 3: To enhance human capital development	Access to quality education services	Net primary school enrolment rate (%)	girls	96	98,7	94,6 ¹⁰³
			boys	94,57	97,6	89,6
		P7 completion rate (%)	girls	71	80	63,4
			boys	71	84	59,7
		Transition rate to S1 (%)	girls	72	75,5	70,5
			boys	72	76	67,8
		Net secondary enrolment rate (%)	girls	23,6	30,0	23
			boys	25,9	27,6	25
		Net secondary school completion rate (%)	girls	33,8	42	36
			boys	36,7	48	39,6
		Transition rate from S4 to S5 (%)	girls	27	32	24,2
			boys	37	43	33,9
		BTJET enrolment (#)	female	14.650	19.045	15.675
			male	28.024	36.431	29.567
		University students	female	60.398	72.477	81.980
male	79.709		95.650	104.432		
		female	90.910	111.379	N.A.	

⁹⁹ The energy targets are not gender-sensitive, but indirectly a positive gender effect can be expected, as women's unpaid workload will reduce with access to energy.

¹⁰⁰ UBOS, 2016: UDHS

¹⁰¹ For both rural and urban safe water coverage applies the same argument as for energy (previous footnote); the target is not gender sensitive, but the intervention responds to women's practical gender needs.

¹⁰² Both for urban and rural access to safe water: UBOS, 2016: UDHS

¹⁰³ Most recent data available at the website of the Ministry of Education were from 2016 (retrieved from website febr. 2019): <http://www.education.go.ug/files/downloads/FACT%20%20%20SHEET%202016.pdf>

	Key result area	Category	Gender Indicator	Baseline 2012/13	Performance 2017/18	
					Target	Achieved
		Tertiary Institution students	male	117.740	144.236	N.A.
		Literacy rate at P3 (%)	male	53,87	64,37	59 ¹⁰⁴
			female	56,42	65,73	61,3
		Literacy rate at P6 (%)	male	38,72	46,92	51,6
			female	40,10	46,74	52,2
		Numeracy rate at P.3 (%)	male	70,6	75,40	73
			female	68,8	76,38	70,6
		Numeracy rate at P.6 (%)	male	45,8	48,4	56,9
			female	37,4	47,2	48,2
	Increase access to quality health services	Mortality	Maternal mortality rate	438	363	336 ¹⁰⁵
	Fertility	Total fertility rate		6,2	5,2	5,82
	Clinical services	% of population living within radius of 5 km of a health facility ¹⁰⁶		75	82	72 ¹⁰⁷
		Births attended by skilled health personnel (%) - UDHS		57	69	74 ¹⁰⁸
Objective 4: To strengthen mechanisms for quality, effective and efficient service delivery	N.A.	No gender indicators		N.A.	N.A.	N.A.

Efficiency

NDP-2 made a good start with a unique gender budgeting model for gender equity certification enshrined in the PFM-Act of 2015 (section 9). Unfortunately, in the context of this study, no statistical data could be identified on the efficiency of budgets for gender equity in terms of cost-benefits. The following information could be gathered, based on interviews with resource persons.¹⁰⁹

¹⁰⁴ Literacy and numeracy rates at P3 and P6 only available for the year 2015 (Retrieved from website Min. of Education February 2019)

¹⁰⁵ Nakabugo, Zurah (2018): Rates down but Uganda's maternal mortality still high. In the Observer, July 13, 2018 <https://observer.ug/news/headlines/58169-rates-down-but-uganda-s-maternal-mortality-still-high.html>

¹⁰⁶ This indicator is not gender sensitive but responds indirectly to women's practical gender needs; the nearer the health facility, the lesser the unpaid care work for women.

¹⁰⁷ WHO (April 2018): <https://afro.who.int/news/uganda-right-path-achieving-universal-health-coverage>

¹⁰⁸ UBOS, 2016: UDHS

¹⁰⁹ Particularly interview with Justina Kihika Stroh, independent consultant Gender Budgeting (previous Irish Aid)

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 terms of gender indicators. 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. 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 Certification Gender Equity Questionnaires (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).

Impact

Most impact on the process of gender transformation is to be expected from the following priority areas:

- Agriculture
- Tourism
- Education
- Skills development
- Health & Nutrition
- Housing and land development
- Water and Sanitation¹¹⁰

A low or negative gender impact is to be expected from the following priority areas:

- Mining,
- Oil and gas
- Transport
- Energy
- Science and Technology

¹¹⁰ In April 2018 the Ministry of Water and Environment launched a "Water and Sanitation Gender Strategy 2018-2022".
<http://www.uwasnet.org/Elgg/news/view/10096/water-and-sanitation-gender-strategy-launched>

Sustainability

Institutional strengthening and capacity building for gender mainstreaming is needed to ensure sustainability of progress made, to enforce implementation of existing legal and policy frameworks, and to improve accountability on gender responsiveness. With the model of Gender Equity Budgeting the government of Uganda has a crucial tool in hands for gender responsive budgeting. However, not any target is set in the M&E Framework about the percentage of Budget Statements that has accomplished the requirements for gender equity certification. “CSOs should take their representation on the Taskforce for Gender and Equity Budgeting Certification under the Ministry of Finance, Planning and the Equal Opportunity Commission to support sectors on the identification of critical gender and women issues as well as defining the interventions for the sectors.”¹¹¹

Given the risk that progress made on gender may evaporate, there is an urgent need to approve the new gender policy and strategy for the period 2018-2028 that keeps all MDAs and LGs sharp on gender issues and enhances institutional strengthening and capacity building of national and local governments.

¹¹¹ Uganda Women's Network (UWONET); 2018. Unpublished Gender Analysis of NPD-2. Page 25.

8. Lessons learned

Uganda developed a future vision 2040, with long-term 10-year perspectives, and 5-year mid-term plans (NDPs) with M&E system with clear baselines and annual target indicators. It is a perfect system, to guide the country towards the desired direction.

Before saying something about lessons learned at implementation level, there is a need to go back to the vision 2040, where some key decisions have been taken that determine the road to take for the coming twenty years. Since 2010 however, the world has changed, and the economic perspectives of key sectors in the vision 2040, have also changed.

For example, **major shifts are going on in two key sectors with a prominent place in Vision 2040: Oil and nuclear energy.** This is a relevant point for gender, because access to and control over electricity is key to release poor women from the heavy burdens of unpaid work for survival. In terms of costs-benefits, the huge investments in oil and nuclear energy during NDP-1 and 2 have not contributed much to improve women's access to electricity. A key question to be answered is: Will the future yields and income streams from these investments bring prosperity in the lives of all Ugandan women, men and children?

Worldwide we see that the sector of oil is currently phasing out. Oil prices are deemed to go down as demand of oil decreases, and supply increases with the exploitation of new fields found in several SSA countries. Saudi Arabia is a prominent example of a major oil producer that starts to prepare their economy for a paradigm shift in order to face the challenges of an age of oil abundance. Each new oil field will increase supply. Who will benefit from the low oil prices in the future? Will Uganda become the provider of cheap oil for backward economies? Only compare the Vision 2030 plan of Saudi Arabia (Government of Saudi Arabia, 2017) with Uganda Vision 2040; **whereas Uganda is investing her scarce resources in upstream investments for the exploitation of new oil fields, Saudi Arabia is switching to investment in human capital, green growth and economic diversification.**

The story of nuclear energy is a bit different. It's not the global anti-nuclear power protest movement that is stopping the building of new nuclear power plants, but it is simple a question of money. The business case for nuclear energy has become very unattractive as compared to sustainable energy, according to the Dutch energy company Eneco, *"The cost price of nuclear energy is twice to three times higher than renewable energy from wind and sun."*¹¹² Both the German energy giant RWE, as the Dutch energy giant Eneco, indicate the exorbitant high construction costs of nuclear power plants: "Nowadays, building a new nuclear plant costs on average 10 billion euro. And it takes a lot of time to build one."¹¹³ For example, in Georgia (USA) a nuclear power plant was planned to be built in 4 years, and ready in 2017 for the costs of US\$ 12 billion. Meanwhile the costs have increased up to US\$ 20 billion, and delivery will probably be in 2022.¹¹⁴

From the gender point of view, the question is, will investing in oil or nuclear power unleash the talents and capacities of women and men in Uganda to contribute to a prosperous modern society? Will there be enough income generated from developing these sectors to trickle down in the economy to improve the quality of life and human rights of all men and women in Uganda?

¹¹² David Bremmer, Algemeen Dagblad, 06-11-18. <https://www.ad.nl/economie/energiereuzen-fileren-vvd-voorstel-voor-nieuwe-kerncentrales~a93c015e/>

¹¹³ Idem.

¹¹⁴ Idem.

Access to and control over electricity is key to release poor women from the heavy burdens of unpaid work for survival. Uganda could provide electricity to 5 million families all over the country, independent from a power grid, with 5 million high-quality photovoltaic OFF-GRID PV packages.¹¹⁵ The cost would be approximately US\$ 2.5 billion, which is equal to the amount invested as upstream capital in oil and gas by 2013 (NDP-2, p. 57). Such investment would give a tremendous impulse to human capital development, employment generation, and increase green inclusive growth (see long term recommendation in chapter 9). From this point of view, it is highly recommended to reconsider high investments in oil and nuclear energy, and to switch investments towards clean sustainable and decentralised energy production.

8.1 NDP implementation

Here we provide a short assessment of lessons learned of NDP-implementation at macro, meso and micro level.

Macro-level

Table 8: Macro level assessment lesson learned of the NDP implementation

What was good?	What could be improved?
<p>Mid-term review of NDP-1 and situation analysis to review the results of NDP-1 in order to adjust the priorities in NDP-2.</p> <p>Agriculture, Tourism, and human capital development are priorities that offer many perspectives to achieving gender equality.</p>	<p>Including a gender analysis in the overall situation analysis, assessing also the gender impact of the priorities set as such.</p> <p>A more comprehensive gender analysis of the 'minerals, oil and gas' sector should be made in order to assess its gender impact in the short run (e.g. employment creation for women and men) and long run (e.g. benefits in terms of access and control to energy).</p> <p>Infrastructure development should be planned with a gender equality perspective, e.g. roads should also contribute to quality of life and serve all traffic participants, including young and old, pedestrians, and cyclists, energy should also contribute to reduce unpaid work burdens, etc.</p>
<p>Dialogue with civil society, particularly women's organisations, in the planning phase of NDP-2;</p>	<p>Consultation of CSOs and Women's Organisations has become rather ad hoc; it should become more structural.</p> <p>Keep CSOs and Women's Organisation at the dialogue table as legitimate stakeholders and experts during implementation, monitoring and evaluation.</p>

¹¹⁵ Calculated on the basis of prices of photovoltaic OFF-GRID PV packages, made in Germany, and with 30 years of guarantee.

What was good?	What could be improved?
<p>Uganda ratified (in 1985) the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)</p> <p>The overall improvement of the legal and policy framework for equal rights for women and men.</p>	<p>It is recommended to also ratify the Optional Protocol of CEDAW</p> <p>Review and give follow-up to the recommendations of the most recent CEDAW report.</p> <p>Enforce the laws on combating domestic violence, FGM, and trafficking of persons.</p> <p>Some inconsistencies in the Law affect women's equal rights to land ownership and inheritance. Customary laws that undermine equal rights should be removed from the legal frameworks.</p>
<p>The National Policy on the Elimination of Gender Based Violence (NPEGBV), which mandates Key institutions to implement comprehensive GBV prevention measures and to provide multi-sectoral support services for survivors.</p>	<p>The NPEGBV is invisible in the NDP-2.</p> <p>Given the importance of this issue in terms of human rights, social repercussions and economic costs, it should become a priority in the next NDP, including significant budget allocation and result indicators.</p>
<p>The MFPED developed a unique model for gender equity certification, which has the potential to make all MDAs and LGs gender responsive and to keep them accountable for this.</p>	<p>There is a tendency towards lip service for gender equity allocations. The money is not always put where the mouth is.</p> <p>Enforce the implementation, enhance institutional capacity building required for the implementation of the model, monitor and publish regularly the results.</p> <p>Set-up a monitoring system to trace the money in order to assess if GEC-allocations have taken place in practice.</p>
<p>The performance of the MGLSD, particularly the cooperation with CSOs, the programme SAGE, the gender training and institutional capacity building, and the efforts to keep gender focal persons, MDAs and LGs sharp on gender issues.</p> <p>UBOS's great availability and easy access to statistical data.</p>	<p>Evaluate the implementation of Uganda's National Gender Policy 2007-2017 and approve the new Gender Policy for the period 2018-2028, focused on strengthening the vision 2040 with a gender equality perspective.</p> <p>Lack of recent data on unpaid (care) work of women and men in Uganda. An annual publication on the gender issues – linked to SDGs – would be a beneficial tool for planning and monitoring of the NDPs.</p> <p>The time-use study of UBOS in cooperation with UN-Women which is expected to be published in 2019, could probably be a good baseline study for regular publications on unpaid work (e.g. bi-annual)</p>

What was good?	What could be improved?
A gender coordination mechanism among donor organisations ¹¹⁶	Joint gender analysis of the priority sectors of the next NDP-3 with recommendations on strategies to integrate a gender perspective and to set gender equality targets for each sector.

Meso-level

Table 9: Meso level assessment lesson learned of the NDP implementation

What was good?	What could be improved?
<p>Closing the gender gaps in the education sector</p> <p>Addressing VAC at schools</p>	<p>Increase funding for schools, particularly</p> <ul style="list-style-type: none"> - Improve quality of education; - Increase boarding possibilities for girls who are not living close to the school; - Continue addressing VAC at schools and include information on SRHR; - Ensure decent salaries for teachers.
<p>Efforts to increase skills training (BTVET)</p>	<p>Create more access of girls and young women to skills training, particularly in non-traditional skills;</p> <p>Create more boarding facilities for female students in BTVET-centres;</p> <p>Create second chance skills-training for drop-outs, women who want to re-enter the labour markets (when grown-up children have left home), and other people of all ages who are jobless and don't have the right skills.</p> <p>Establish linkages between BTVET-centres and companies, MDAs and LGs with the aim to better match demand and supply at the labour market.</p>
<p>UNDP's initiative to endorse the Gender Equality SEAL for public and private enterprises, in order to promote investment in systems that integrate gender equality into the work environment and business strategies of public and private companies.</p> <p>Un-Women's initiative to engage public and private companies in signing up for Women Empowerment Principles (WEPs)</p>	<p>Scale up the gender equality SEAL and/or the WEPs by using these as the basis for defining regulatory frameworks on promoting gender equality and equal opportunities in the priority sectors of NDPs. The regulatory frameworks should include the promotion of equal opportunities, equal pay for work of equal value, measures to prevent and to address (sexual) harassment at the working place (e.g. grievance procedures), facilities to combine work with family responsibilities, etc.</p> <p>Change management towards result-oriented working practices in offices, and reorganisation in</p>

¹¹⁶ Unfortunately, I could not establish an interview with a member of this group during my stay in Uganda.

What was good?	What could be improved?
<p>The efforts of civil society to increase income opportunities for women, to combat violence against women, to manage refugee houses, to raise awareness about equal rights and equal opportunities, to improve labour conditions, etc.</p>	<p>public and private sector to increase possibilities for teleworking at home. This will save travelling time and costs for workers and facilitate the combination of work and family responsibilities.</p> <p>More support for CSOs that work on issues related to the promotion of gender equality</p>
<p>Programme for female entrepreneurship</p>	<p>Continue and expand the programme, ensuring training, organisation, and access to markets is ensured for target groups.</p>

Micro-level

Table 10: Micro level assessment lesson learned of the NDP implementation

What was good?	What could be improved?
<p>SAGE programme at community level to promote peaceful relations and gender equality; ELA-programme of BRAC.</p>	<p>Up scaling of these kind of successful projects in order to reach national coverage and to reduce significantly domestic violence, VAW, VAC and SGBV.</p> <p>Address any leak and corruption in the transfer of the funds to the beneficiaries.</p>
<p>The incredible widespread knowledge of both men and women in Uganda about the properties and the use of herbal and medicinal plants, and roots.</p>	<p>Make the use of herbal and medical plants visible in the agricultural and health sector. It's not about substituting the modern health facilities.</p> <p>Strengthen value chains of herbs and medicinal plants with symbiotic relation to biodiversity.</p> <p>Enhance the commercialisation of herbs and medical plants, including certification for eco-tourism and exports, and support initiatives of women and men to start-up new enterprises in symbiotic relation to forest, keeping bees, butterfly farms, protect biodiversity, rare herbs and medicinal plants.</p>
<p>The use of SAGE as a tool to release poverty for the most vulnerable groups</p>	<p>Expand the programme to provide unconditional cash transfers to more poor vulnerable groups in order to get people out of poverty as quick as possible, and to increase effective demand for basic goods and services (= GDP-increase).</p>

8.2 Relevant international good practices

The international good practices described in this paragraph are a snap-shot related to particular gender issues at stake in Uganda at macro, meso and micro level.

Macro level: Inclusive policy for sustainable energy

Uganda has the advantage that there is an abundance of free solar energy available. It only has to be captured for human use. Another advantage is that the country is not yet burdened with an overall carbon-based and nuclear energy system that has to be phased-out. Uganda can directly jump-in at the highest technological level of sustainable energy production without costs for phasing-out old dirty industries. The following good practice of Germany shows that a participative energy-transition contributes to sustainable inclusive growth.

Germany provides a good practice on how to plan and to speed up a broad-based energy transition. The transition, in German so-called 'Energiewende', goes from a high carbon centralised system, towards a low carbon, environmentally sound, reliable, and affordable energy system. It is mainly based on renewable energy (wind energy, photovoltaic energy, and hydroelectricity), on increasing energy efficiency, and new approaches for demand and supply. Most if not all the existing oil and coal energy production will be retired. The phase-out of the nuclear power plants must be completed by 2022.

The legal framework of the German energy transition stems from 2010. It includes greenhouse gas (GHG) reductions of 80–95% by 2050 (relative to 1990) and a renewable energy target of 60% by 2050. The German approach created also legal and financial basis to produce energy in a decentralised way. Through a revolving fund (KfW), individual persons, farmers, companies, associations, cooperatives, and municipalities were able to finance investments in renewable energy, or in energy efficiency measures. This enhanced an *inclusive and participative sector of energy production and consumption*. The revolving fund with favourable repay and interest arrangements allowed people from all over Germany to invest in sustainable energy. In rural areas, many farmers covered the roofs of their stables with solar panels and started to become producers of sustainable energy, delivering energy back to the grid and getting paid for energy instead of paying for it. Some villages organised in associations to invest in a mix of renewable energy (wind, photovoltaic, biogas, etc.); they are nowadays net-producers and sellers of renewable energy (over 100% of their own energy demand) and can easily payback the loans and interests of their investments.

Meso-level: Matching skills, talents and jobs:

There seem to be a mismatch between BTVET-schools and university careers and the availability of jobs for highly qualified young women and men. Uganda doesn't need so many lawyers. As a result, the skills and talents of these highly qualified intelligent young men and women get lost, which means that the society as a whole is losing out.

In several European countries companies and MDAs work together with BTVET-centres and universities to inform students what kind of skills and capacities are needed at the labour market. They also create opportunities for jobless women and men with university career to be *retrained in another qualification through internship, on-the-job or in-company training, combined with part-time work and with the perspective of a full-time job once the skills or capabilities needed for the job have been acquired. In this way they support the process of matching skills and intellectual capacities of students with available jobs.*

Sometimes companies even start their own training centre. For example, Walmart, one of the biggest retailers in the world, opened a Social School of Retail in Brazil in 2010. In partnership with local government, it provides training on retail to young women and men (17 to 29-years), preparing them for work in retail, including jobs in Walmart. In 2012 the school trained about 1.500 young people.

Women's vocational trainings schools (in Dutch: *Vrouwenvak scholen*)¹¹⁷ have been very useful during several decades in the Netherlands to help women re-enter the labour market, working in close collaboration with companies and institutions to help women getting a job. Each year these *Vrouwenvak scholen* educated 1900 women, and 80% found a job. Women in search for a job, who had not the proper qualification, or whose qualifications were outdated, were trained in jobs required by companies, including ICT-jobs, busdrivers, accountancy, etc. The school offered training to a wide variety of women, young and old, with and without children, female drop-outs, women who had been housewives and whose children had grown up, female migrants with unrecognised diplomas, etc. Women with little children could come with their children as there was a child-care facility in the school. The training hours were aligned with the school-times, so that women with children in primary or secondary schools could attend the trainings during school hours. The concept of these schools has been repeated in several countries, both in traditional women's jobs like fashion (Senegal), as in non-traditional jobs for women like car-mechanics (El Salvador).

Meso-level: Earmarked Cash-transfers for human capital development

Subsidising secondary school makes a huge difference. Data of the MoES show that S4 completion rate for girls 34% is, and for boys 45%. However, USE-students that received benefits from the Universal Secondary Education programme had a completion rate of 86,4% for girls and 87,8% for boys.¹¹⁸ Worldwide there is growing evidence that the most effective way to keep girls and boys in school is through earmarked cash transfers, as shown by the successful practice in Mexico. Also improved nutrition can be achieved with this system as shown by the example of Peru.

Mexico

In Mexico, the government gives cash-transfers to poor families to keep children in school, and to improve health and nutrition. "Under the education component, grants are provided for primary through high school. The grants increase as children progress to higher grades and, beginning at the secondary level, are slightly higher for girls than for boys. The amounts of the monthly grants range from about \$10,50 (105 pesos) in the third grade of primary to about \$58 (580 pesos) for boys and \$66 (660 pesos) for girls in the third year of high school. As girls have higher dropout rates, **higher cash-transfers are given for girls** as an extra incentive to keep girls in school."

The programme called "Oportunidades" focuses on supporting poor families in rural and urban areas to invest in human capital: improving the education, health, and nutrition of their children. Families receive cash transfers that are linked to regular school attendance and health clinic visits. "The program design was based on the idea that poor families do not invest 'enough' in human capital and are thus caught in a vicious circle of intergenerational transmission of poverty. According to Oportunidades's vision, poor families are aware of the benefits of investing in their children but cannot afford the monetary costs of attending school or the opportunity costs of sending children to school (the income or value of income that children would earn if they were working, rather than attending school). Since families need this income for current consumption, they take their children out of school at early ages and send them to work. Thus, the idea of

¹¹⁷ Although successful, the *Vrouwenvak scholen* had to stop in 2002, because the government of the Netherlands stopped subsidizing. <https://nl.wikipedia.org/wiki/Vrouwenvak school>

¹¹⁸ Universal Secondary Education is a programme where the government of Uganda is subsidizing costs at secondary school level. See: Ministry of Education and Sports (2016); Results of the universal secondary education (USE/UPPET) & universal post O-level education & training (UPOLET) national head count exercise conducted on 19 July 2016. <http://www.education.go.ug/files/downloads/Headcount%20Report%202016.pdf>

Oportunidades is to provide parents the equivalent of that income to send their children to school instead.¹¹⁹

Families are chosen through the analysis of the socio-economic information (using household surveys), and payments are given to the female head of family, following empirical evidence demonstrating that women make better use of financial resources. It has a rigorous, ongoing independent evaluation process, and so far, the results are extremely positive. An increase of enrolment over 20% for girls and 10% for boys. Oportunidades children from 1-5 years have a 12% lower incidence of illness than non-Oportunidades children. The programme had large impact on increasing child growth and in reducing child stunting; the mean growth rate increased 16% per year (corresponding to 1 cm) for children who received treatment between 12 and 36 months of age.¹²⁰

Peru

Inspired by the example of Mexico, Peru initiated an earmarked cash-transfer programme to overcome malnutrition and stunting among children. Peru's chronic malnutrition of children under five has been reduced from 28% to 13% in only 8 years thanks to cash transfers to poor pregnant women and mothers with children under five under the condition that they regularly visit the clinic for monitoring the health and growth of their children. The **cash transfers were not given to the fathers but to the mothers** because women's spending patterns at family level are more favourable for child health and nutrition.¹²¹

Micro-level: Engaging men and boys in gender equality:

During the dialogues in the World Café (12 October 2018) participants stressed that the cultural constraints to achieving gender equality are still very strong in Uganda. In this context they recommended to engage men in the stride for gender equality (see Annex 5).

'Sonke Gender Justice'¹²², based in South Africa, is an organisation that successfully engages men and boys in promoting gender equality and in preventing and combatting gender-based violence. The organisation works across Africa to strengthen government, civil society and citizen capacity to promote gender equality, prevent domestic and sexual violence, and reduce the spread and impact of HIV and AIDS. Sonke's gender-awareness campaigns and activities are **life-changing** for men and boys who learned to believe in equality of men and women. Young men moved to the forefront in rejecting, condemning, and combatting violence against women and girls. They engage in positive parenting, building their own meaningful fatherhood to become non-violent, caring, compassionate and loving fathers, who peacefully share their family responsibilities in an equitable way with their partner. Recently the report "State of South Africa's Fathers 2018" has been produced with examples of fathers as equitable non-violent caregivers, and supporters of families' health conditions.¹²³

Micro-level: Effects of universal basic income (UBI)

Social Assistance Grant for Empowerment (SAGE) is a form of unconditioned basic income in Uganda. In this study SAGE has not been reviewed, as it is part of the diagnostic study on social

¹¹⁹ Mexico's Oportunidades Program; Case Study Summary (Shanghai Poverty Conference).
http://web.worldbank.org/archive/website00819C/WEB/PDF/CASE_-62.PDF

¹²⁰ Idem.

¹²¹ Marini, Alessandra, Claudia Rokx, Paul Gallagher (2016): *Standing Tall; Peru's Success in Overcoming its Stunting Crisis*. World Bank Group. <http://documents.worldbank.org/curated/en/815411500045862444/pdf/FINAL-Peru-Nutrition-Book-in-English-with-Cover-October-12.pdf>

¹²² <https://genderjustice.org.za/about-us/about-sonke/>

¹²³ Sonke, Gender Justice; Human Sciences Research Council (2018): *State of South Africa's Fathers 2018*. (ISBN: 978-0-620-80417-2). <https://sowf.men-care.org/wp-content/uploads/sites/4/2018/07/State-SA-Fathers-Report-1.pdf>

*development*¹²⁴. However, positive feedback was received on SAGE during a field visit. Schoolteachers and (family or neighbours of) beneficiaries of SAGE were very positive and gave examples how this little amount per month makes a huge difference in the life of the beneficiaries and particularly in the opportunities of their (grand) children.

The basic idea behind Universal Basic Income is to provide unconditional cash transfers to guarantee a minimum standard of living in society. In fact, SAGE is a UBI programme for vulnerable groups. There are more examples of UBI for the poor. The organisation 'GiveDirectly' "is working with leading economists to organize an ambitious experiment that will rigorously test the impact of different models of basic income over 12 years in Kenya."¹²⁵ An independent evaluation team will assess the impact of a basic income against a broad set of metrics, including:

- Economic status (income, assets, standard of living)
- Time use (work, education, leisure, community involvement)
- Risk-taking (migrating, starting businesses)
- Gender relations (especially female empowerment)
- Aspirations and outlook on life.

The first results of this ongoing evaluation are very encouraging. An example is Makange, a little village of 100 people in a remote area in Kenya where poverty has been fully eradicated in a period of 10 months. Since October 2016, every person of 18 years and older, becomes a monthly grant of US\$ 22,- for a period of 12 years from the organisation 'GiveDirectly'.¹²⁶ Once the villagers started to receive the regular and reliable payments, they started to spend it mainly for 3 categories:

1. **Daily needs:** Most money was used for basic needs, such as food, school fees, health costs;
2. **Savings:** Many started to save a part of the money for future larger purchases;
3. **Investment in enterprise:** Some receivers invested the money in income generating activities.

The Overseas Development Institute, a British think-tank, concluded in an overview study that unconditioned cash transfer reduce poverty in a sustainable way, increase school attendance, reduce child labour, increase the employment rate of adults, and the economic independence of women.

Here we quote some key-findings of this study¹²⁷ related to the impact on the position of women and girls as compared to men and boys:

- a. Do cash transfers have different impacts on the well-being of women and girls compared to men and boys?
 - ▶ Cash transfers have a positive impact on the well-being and opportunities of women and girls, particularly in education and employment, and on the whole women and girls benefit as much as men and boys.
 - ▶ Cash transfers can increase school attendance for both girls and boys, but this does not always lead to improved learning outcomes.

¹²⁴ During the validation workshop on the first draft of this report, some doubts were expressed regarding SAGE, particularly with regard to possible fraud in the transfer of funds. This point has not been investigated in this report.

¹²⁵ <https://www.givedirectly.org/basic-income>

¹²⁶ Dörrie, Peter (2017): Können wir Armut nicht einfach abschaffen? In: *Perspective Daily*, 28 August 2017. https://perspective-daily.de/article/330/RA3ISkwh?utm_campaign=DE-magazine-20181103&utm_medium=newsletter-magazine&utm_source=blendle-editorial

¹²⁷ Hagen-Zanker, Jessica, Luca Pellerano, Francesca Bastagli, Luke Harman, Valentina arca, Georgina, Sturge, Tanja Schmidt, and Calvin Laing (2017): The Impact of Cash Transfers on Women and Girls; A Summary of the Evidence. <https://www.odi.org/sites/odi.org.uk/files/resource-documents/11374.pdf>

- ▶ Cash transfers are associated with a decrease in child labour for both girls and boys, though larger reductions are seen for boys.
- ▶ Cash transfers can have different impacts on the way women and men spend their time, with women sometimes increasing time spent on domestic work (alongside a reduction in time spent by girls on domestic chores).
- ▶ There is some evidence that female-headed households make greater productive investments than male-headed households.

b. Do cash transfers impact women and girls' empowerment?

- ▶ Cash transfers can increase women's decision-making power and choices, including those on marriage and fertility, and reduce physical abuse by male partners.

Micro-level: Avoid deforestation, use bamboo for building houses

Uganda has a very generous refugee policy. As a result, there is more pressure on the natural resources, and particularly on the forests, mainly because poor refugees need the wood for building their houses and cooking their meals. Traditionally the Uganda rural families have used bamboo in crafting their houses. Why not continuing and improving these skills for housing?

“Bamboo, as a building material, is very versatile. It rivals steel in tensile strength and is comparable to concrete, brick or wood in compression. It can be used as a structural member or for aesthetic purposes. For these reasons and the fact that it grows abundantly in the region, it's easy to see why bamboo is such a popular material.”¹²⁸

Bamboo is the ideal material to build houses for a specific period, as is the case of refugees, or people whom for temporary reasons are internally displaced. “Not all types of bamboo are ideal for construction, and without treatment to protect against insects and mould, bamboo houses will last only 15 years or so¹²⁹. But as a construction material, bamboo's advantages over wood are numerous: It is cheaper to plant, grows faster and can be harvested using less fossil fuel. While trees are typically harvested every 20 to 50 years, bamboo reaches maturity in four to six years and can be cut two or three years after that. Bamboo plants' rhizome maps grow continuously throughout their life spans — which can be from 10 to more than 100 years — meaning that unlike tree roots, which die and decompose after a tree is harvested, releasing their stored carbon, rhizomes stay alive even after bamboo is harvested.”¹³⁰

There are many successful bamboo-housing projects in the world. Here an example of Costa Rica's. This project “began in 1986 and demonstrated the ability of bamboo to provide durable, seismically sound housing while contributing to reforestation. Funded by the UNDP and the Dutch government, the project sought to diminish Costa Rica's housing problems by planting, harvesting and building with Guadua, a locally available strain of bamboo. It helped create more than 2.000 houses in rural areas, including the indigenous communities of Terraba, Rey Curre and Boruca, before the turn of the century.”¹³¹

¹²⁸ “Building Low Cost Sustainable Bamboo Houses. <http://www.yr-architecture.com/building-low-cost-sustainable-bamboo-houses/>

¹²⁹ This is probably the same for wooden houses which are not painted, and not protected against insects and mould.

¹³⁰ Best, Elisabeth (2010): Bamboo Houses to the Rescue. In: Pacific Standard, 6 July 2010.

<https://psmag.com/environment/bamboo-houses-to-the-rescue-16347>

¹³¹ Best, 2010: idem.

9. Proposed adjustments and actions

9.1 Short-term (NDP-2)

The goal of Uganda Vision 2040 is to propel the country towards middle-income status by 2020 through strengthening the country's competitiveness for sustainable wealth creation, employment and inclusive growth (NDP 2). There is only one year left to achieve the goals set for NDP-2.

During 2019 NDP-2 could be used to prepare a positive enabling environment for gender equality in NDP-3. Some aspects of such an enabling environment could be:

- Formalisation of a permanent gender dialogue with CSOs on the NDPs
- Enforcement of the implementation of Gender Equity Certification and review its stark and weak points. Inclusion of CSOs in the Taskforce for gender budgeting
- Approval of the New Gender Policy (2018-2028)
- Initiation of the next report of CEDAW
- Removal of gender discrimination from legal frameworks (e.g. customs). Constitute a **task force** (including FIDA-Uganda and women's organisations) to screen the legal frameworks, particularly the Land Act and the Family Code, to ensure that by the end of NDP-2 all legal frameworks are coherent with equal rights of women and men.
- Preparation of an equal opportunity regulation framework for all sectors, which can be used as a basis for Equal Opportunities Action Plans at Sector level and at Company level. Engagement in the gender equality SEAL initiative of UNDP and the Women's Empowerment Principles of UN-Women to put the framework in place within the tripartite setting of social partners and with support of ILO.
- Settlement of UBOS Regular publications on the gender issues – linked to SDGs
- Organisation of institutional capacity building on gender issues
- Implementation of a Gender Analysis, particularly regarding the priority sectors
- Evaluation of SAGE and see how its implementation can be improved and expanded.

What can be done to speed up the process and to achieve at least the gender targets set for 2020?

The Monitoring & Evaluation strategy for NDP-2 has several gender-sensitive indicators. How can the government speed-up the performance of these indicators to achieve the targets set for 2020? What are the low-hanging fruits? The following points are some suggestions about accelerating the achievement of the gender sensitive targets of the M&E framework of NDP-2.

a. The Global Gender Gap Index

This index is composed of 4 dimensions, each with their particular variables. Concerted action is needed to increase Uganda's gender performance on these indicators. In the 3rd column suggestions are given on how Uganda can act to improve the variables of the GGGI.

Table 11: How to improve the Global Gender Gap Index of Uganda?

Sub Index	Variable	How to improve in Uganda?
Economic Participation and Opportunity	Ratio: female labour force participation over male value	Promote Equal Opportunities; engage companies and sectors in UNDPs gender equality SEAL
	Wage equality between women and men for similar work (survey data, normalized on a 0-to-1 scale)	Put equal wage on the top of the tripartite agenda among social partners (government, employers, trade unions)
	Ratio: female estimated earned income over male value	Increase access to child care facilities (creating jobs in child care and to enable more women to assume better jobs)
	Ratio: female legislators, senior officials and managers over male value	Apply positive action in recruitment: in case of suited candidates, preference for women, until gender balance is reached
	Ratio: female professional and technical workers over male value	Promote Equal Opportunities; engage companies and sectors in UNDPs gender equality SEAL and UN-Women's WEPs.
Educational Attainment	Ratio: female literacy rate over male value	Specific action targeted to female illiterates
	Ratio: female net primary enrolment rate over male value	No gender-gap; no action required
	Ratio: female net secondary enrolment rate over male value	Increase the number of female beneficiaries of the USE-subsidies. Increase subsidies for boarding facilities for girls at secondary schools
	Ratio: female gross tertiary enrolment ratio over male value	Reduce gender gaps by providing earmarked cash transfers for female students
Health and Survival	Sex ratio at birth (converted to female-over-male ratio)	No problem in Uganda
	Ratio: female healthy life expectancy over male value	Women already have higher life expectancy in Uganda
Political Empowerment	Ratio: females with seats in parliament over male value	Programme to increase female representation in next elections
	Ratio: females at ministerial level over male value	Make the pool of potential female candidates visible: Publish a list of capable women who are able to assume a post at Ministerial level
	Ratio: number of years with a female head of state (last 50 years) over male value	Not applicable

b. Percentage of population with access to energy

According to statistical data Uganda is on track with this target. Quick increase – without mayor investments in infrastructure – could be through solar panels. A revolving fund with favourable conditions for sustainable energy could accelerate the countrywide investments in green energy, particular solar energy.

c. Rural and urban safe water coverage

In April 2016, the Ministry of Water and Environment launched its Water and Sanitation Gender Strategy (2018-2022). Prioritisation of the implementation of this strategy by allocating sufficient funds for an accelerated implementation could help to increase national safe water coverage in the short run.

d. Access to quality education services

Direct earmarked cash-transfers conditioned by keeping the children at school, particularly girls, have proven to be effective measures to keep children in school, both primarily and secondary schools. The creation and subsidizing of boarding facilities for girls at secondary schools, will increase the number of girls in secondary education.

e. BTVET

The creation and subsidizing of boarding facilities for girls at BTVET schools, will increase the number of girls in BTVET.

f. University and tertiary institutions

Scholarships for children from poor families who finished secondary school with high performance levels, and who have no funds to go to university.

g. Maternal mortality rate

Train empirical mid-wives, provide cash transfers to pregnant women for their visits to health centres for prenatal control, increase programmes for sexual and reproductive health, legalise abortion, making it a health issue according to the Maputo Protocol Art.14.

h. Fertility rate

Keep girls in school with earmarked cash-transfers. Promote women's economic empowerment. Support the up scaling of BRAC-ELA programmes.

9.2 Medium-term (NDP-3)

Review priority setting with a gender lens in Vision 2040. Analyse which sectors are the most relevant in terms of their contribution to gender equality. Use gender analysis to inform the planning of the next priority areas of NDP-3.

Preventing and combating GBV, VAW and VAC should be a national priority under NDP-3. Order each ministry to include at least one gender target to address GBV, or harmful or discriminative cultural practices in their sector or policy area, and at least one target to promote women's access to finance or to the benefits of the developments in their sector or policy area..

Include Gender Equity Certification (GEC) in the NDP-3 compliance certification; the assessment for gender equity certification should however remain the responsibility of the Equal Opportunities Commission, as this is the statutory body established by an Act of Parliament which has not only the mandate, but also the expertise to assess gender impact of budgets. Enforce accountability on the gender targets as part of the gender equity certification process, by including a transparent monitoring system for tracking GEC budget lines in the overall framework for compliance assessment of NDP-3.

To ensure a rights-based approach of the implementation of NDP-3, leaving no-one behind, a security sector reform is needed in order to enforce zero tolerance for domestic and gender-based violence, and to make an end to the impunity of human rights violations.

Enhance a regulatory framework for the MDAs, the LGs and the private sector to prevent and combat sexual harassment at the workplace, including grievance procedures. Men and women of all ages and backgrounds must feel free and be able to fully enjoy their human rights and to participate as equal citizens in the process of creating a new modern prosperous future for Uganda.

Open your mind for innovative approaches. Plug in at the highest technological level, going directly to the post-industrialisation phase. Make Uganda the inclusive green growth darling of the world, embraced by all eco-tourists.

Instead of investing in technology that is phasing out (oil, nuclear power), better invest in technology that is at rise (e.g. decentralised solar energy and water systems), that increases adaptation and resilience to the effects of climate change, that generates local employment, and reduces women's burdens.

Choose for technology that is easy to decentralise in order to enhance participation and inclusion of the entire population in the use and the benefits of technology that generates employment all over the country, and that spreads risks, such as solar energy, solar pumps, rain harvesting systems, and smart phones to connect the poor with the banks, with information on the weather, climate alarms, the market prices, and with block chain technology. Use competitive advantages to develop the tourist sector.

NDP-2 has started "investing in the development of other renewable energy sources, particularly in solar, biogas and wind energy". (NDP-2, page 85). NDP-3 provides the opportunity to leverage Uganda's unique position to benefit from renewable energy sources. This requires however a paradigm shift in economic thinking beyond the limited category of GDP, finding a balance between export oriented growth and inwards oriented endogenous growth with linkages to all areas, including all people, and to include also targets on the wealth of the country, not only in terms of produced wealth (GDP), but also in terms of social wealth and natural wealth.

At micro level, access to and control over electricity is the key to release women from the heavy burdens of unpaid work for survival. Electric stoves, electric water pumps and water filters will release women and children from carrying water and firewood and will reduce the health costs related to lack of access to clean water and to exposure to the smoke of firewood. This will reduce women's unpaid care work, and generate more time for study, lifelong learning and paid work in new areas, including eco-tourism, exploitation of minerals, export of herbal and medicine plants, sustainable forest and wetlands management, bamboo house building. Electricity will enlighten the houses, charge batteries to facilitate communications, e-banking, and allow all family members to study in the evening. It will increase food security, when families can use freezers and refrigerators to store food for longer time. Electricity will also enable the use of washing machines, reducing even more the unpaid work at family level.

At meso level, this innovation could be promoted by creating an enabling environment for investors in high quality renewable energy. This would include skills training in installation and maintenance of off-grid photovoltaic energy devices, and public-private investment agreements to generate employment in the sector of renewable energy. Attracting industries which produce solar panels can have a great innovative impact in Uganda and the surrounding region. Capacity building for sustainable energy in own country could be used in a next stage (NDP-4) to produce and export high-quality photovoltaic Off-Grid PV packages to export to surrounding countries.

Agriculture and Tourism should remain priority sectors in NDP-3. More targeted action is required to promote women's empowerment and gender equality in these sectors. In the tourist sector equal opportunities and female entrepreneurship are important to develop from the very

first beginning. In agriculture specific targets should be set regarding women's access to and control over land, financial inclusion, and access to the benefits of extension services.

The current programme for Female Entrepreneurs is successful and should continue, but should not become an excuse for excluding women from access to finance in all other programmes. Equal access of women to finance should be promoted in all sectors and at all levels, and can be complemented by specific action targeted to women.

Under NDP-II there were 12 enterprises along the value chain¹³². Uganda has competitive advantage with regard to production and use of medicinal herbs and plants. It is recommended to include medicinal herbs and plants as an additional value chain in NDP-3. Create an enabling environment for the development of an export sector of medicinal herbs and plants, including patenting and intellectual property rights¹³³; and protecting and preserving rare medicinal plants that require a certain environment to grow, and to prohibit the cutting of trees with medicinal value.¹³⁴

9.3 Long-term (10-year) NDP

For the long term engage in the new international discussions regarding development transition. A study of the World Bank Group advocates for changing the concept of wealth, by including natural, human and economic wealth additional to GDP as indicators for the economic performance.¹³⁵ Measuring natural wealth and human wealth goes beyond the indicators of GDP and income per capita.

Engage in the discussion of World Bank and IMF on gender budgeting in public finance management, particularly in relation to the effective implementation of the Uganda Model of Gender Equity Certification. Link the discussion to human wealth creation and lobby for a gender perspective in the PEFA.¹³⁶

Additional to the discussions on broadening the basis of measuring wealth, another discussion is going on regarding the paradigm shift in the thinking about international development cooperation. A recent analysis of ECLAC, the OECD and the EC, about new perspectives on international cooperation states: "The nature of today's regional and global challenges requires thinking beyond countries' borders. In many cases, lingering social, economic and environmental vulnerabilities can be a result of regional and global shocks. Similarly, national policies can have transnational effects that might negatively or positively impact on the international community. Transnational effects arise because the multipolar world is increasingly interconnected, and specific national policies directly affect regional and global public goods. Multilateral strategies are needed to face issues related to such regional and global public goods as security, health, migration or climate change."¹³⁷ It also states that "the shared pursuit of regional and global public goods in which we all have a stake, such as environmental sustainability, climate action, security and the dissemination of innovation and technology, underscores the urgency of

¹³² NDP-II emphases 12 enterprises along the value chain: Cotton, Coffee, Tea, Maize, Rice, Cassava, Beans, Fish, Beef, Milk, Citrus and Bananas. (Ibid, page xxv)

¹³³ This lack of understanding intensifies a reluctance by natural healers to disclose knowledge, for fear of exploitation and that this may be 'stolen'. Quoted from De Coninck, ibid.

¹³⁴ De Coninck, John (2016): *Promoting Herbal Medicine in Uganda; traditional health practitioners and government working together*. In: Heritage Alive, 9 November 2016. Retrieved from: <http://www.ichngoforum.org/promoting-herbal-medicine-uganda/>

¹³⁵ See for examples the study of World Bank Group on changing wealth of nations: Lange, G.M, Q. Wodon, and K.Carey (2018): *Changing wealth of Nations*. Washington (World Bank Group) 2018

¹³⁶ PEFA is a toll to make assessments of the Public Expenditure and Financial Accountability.

¹³⁷ Economic Commission for Latin America and the Caribbean (ECLAC)/Organisation for Economic Cooperation and Development (OECD), *Emerging challenges and shifting paradigms: new perspectives on international cooperation for development* (LC/PUB.2018/16), Santiago, 2018. Page 33.

establishing new approaches to international cooperation.”¹³⁸ There is a need for financing instruments such as debt-for-nature swaps, climate investment funds (CIFs) or blended finance and for improving the transparency and monitoring of international development finance — including Total Official Support for Sustainable Development (TOSSD).¹³⁹

Negotiate at international level an environmental dividend for protecting forests and wetland systems of Uganda, which are irreplaceable natural capital that produces oxygen for the entire world population. Uganda’s natural capital is part of the planet’s lungs, and therefore key for the global survival.

¹³⁸ Economic Commission for Latin America and the Caribbean (ECLAC)/Organisation for Economic Cooperation and Development (OECD), 2018: Ibid, page 34.

¹³⁹ Ibid, p. 35

10. Annexes

10.1 Annex 1 – Key questions of the Gender Diagnostic Study

I Key questions related to providing input for the end evaluation of NDP-1

- a) Gender performance of different sectors:
- What has been the gender performance of different sectors, including agriculture, natural resources/climate change, minerals/oil/gas, tourism, infrastructure, health, and education? What are the key-gender issues in each of these sectors? How are these key issues related to?
 - Uganda's legal and policy frameworks?
 - How have these key-gender issues developed over the period of NDP-1?
 - How does the gender performance of each sector score according to the gender equality scorecard? (see further on)
- b) Gender mainstreaming and gender responsive budgeting:
- Has capacity building for gender mainstreaming and gender responsive budgeting taken place?
 - Has accountability and transparency improved in terms of gender responsive monitoring and evaluation in sectors and Local Governments?
- c) The PUW-quote (paid-unpaid-work quote):
- What is the PUW-quote (degree of monetarisation of work) for man and women in Uganda?
 - How can acceleration of inclusive sustainable economic growth be achieved with relative few investments, by transformation of work from the unpaid and informal sector to the formal sector?
 - What is the trend of the PUW-quote since 2010?

II Key questions related to providing input for NDP-2 Mid-Term Review

- d) The promotion of equal rights, gender equality and women's empowerment (GEWE)
- How milestones in legal frameworks to promote equal rights and gender equality have been set since NDP-1 (2010)?
 - Which campaigns, strategies, activities have been initiated by the GoU to promote GEWE since NDP-2?
 - How have the results, effectiveness and impact of these promotion activities been measured?
- e) Mainstreaming of gender and rights throughout the entire policy cycle, in all sectors, and at all levels:
- How have the institutional mechanisms for gender mainstreaming been improved since NDP-1 (GFPs, Gender Impact Assessments, Gender budgeting, etc.)
 - Have gender budget initiatives at macro level and in the districts contributed to accountability and transparency on gender issues?
 - Which objectives and targets have been set for the promotion of gender equality in each of the sectors?
 - Which have been the most gender-effective sectors according to the gender-equality score card?
 - Which sectors have been the most gender effective according to the Women's Organisations in Uganda?

- f) Strengthening capacity of stakeholders in social equity and human rights:
- What are the key stakeholders with regard to social equity and human rights?
 - Which stakeholders have most benefitted from capacity building in social equity and human rights?
 - To what extent has the promotion, protection and reporting on human rights improved since NDP-2?
- g) Prevent and respond to Gender Based Violence (GBV)
- What is the incidence of GBV (types of GBV disaggregated by sex, age, geographical area)?
 - Which measures are taken to prevent GBV (legal, awareness raising, women's empowerment, etc.)?
 - What is the response to GBV (from government, security, legal support, medical support, NGOs, churches, communities, etc.)?
 - What are the costs of GBV (medical, legal costs, trauma impact on child development, productivity lost, unwanted births, etc.)?
 - What is the impact of GBV on GDP?
- h) Promotion of gender sensitive regulatory frameworks in all sectors, particularly with regard to emerging areas of climate change, oil and gas.
- Which sectors have put in place an effective gender-sensitive regulatory framework?
 - How gender sensitive are existing regulatory frameworks on environment and energy in Uganda?
- i) Promotion of women economic empowerment through entrepreneurship, skills, provision of incentives.
- Which governmental initiatives and strategies have been put in place for women's economic empowerment?
 - How many female/male start-ups have been registered since the start of NDP-2? In which sectors?
 - Which unpaid sectors, and which informal sectors offer most opportunities for female entrepreneurship? (SWOT-analysis of different sectors)
- j) Enhancing women's participation at all levels
- What is empirical data on women's participation at all levels in politics, in governmental institutions, at national and local level, in NGOs, in companies, etc.?
 - What are the trends in women's participation at decision-making levels? (in parliament? National Government? Local Government? Institutions for higher education? Companies?)
 - What have been the most effective measures to enhance women's participation at decision-making levels?
- k) Formulation of National Sexual Harassment Policy¹⁴⁰
- What is the estimated incidence of Sexual Harassment in the world of work?
 - What are the estimated costs of sexual harassment (productivity loss, hampered job performance, increased absenteeism, reduced turn over, accidents in the workplace, withdrawals of female workforce from labour market, etc.)?
 - Which social partners (Trade Unions and Employer's Organisations) have 'Sexual Harassment Policy' included in their agenda for negotiation?

¹⁴⁰ States parties to the Maputo Protocol are required to take measures to combat and punish sexual harassment in the workplace Article 13(c)

- How many companies, institutions, government entities, NGOs, have a proper grievance procedure in place for sexual harassment?
- l) Improve equity in access to land, livelihood opportunities and tenure security of vulnerable groups
- What is the empirically underpinned tendency of gender equality in access to and control over land?
 - What are the constraints and opportunities for poor rural women to obtain access to and control over land?
 - What are success factors for increasing productivity and creation of surplus value by female farmers?

10.2 Annex 2 – Results of Survey among International NPA Consultants

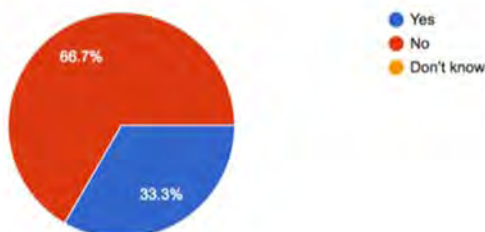
1. What is the policy area or sector of your diagnostic study?

6 responses



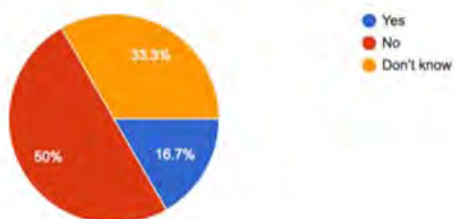
2. Have gender equality issues been targeted as one of the main objectives in your sector or policy area during NDP-1?

6 responses



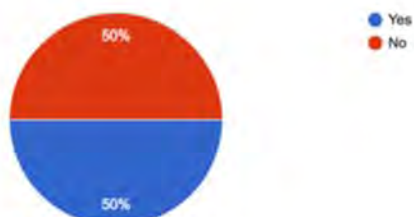
3. Have gender equality issues been targeted as a significant objective or important cross-cutting issue in your sector or policy area during NDP-1?

6 responses



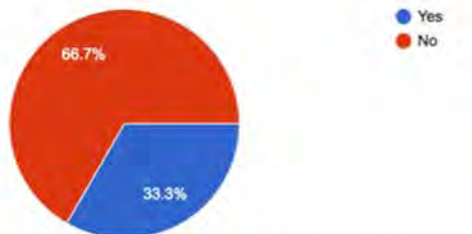
Q4: Did you find evidence that during NDP-1 there has been commitment at the top or high level leadership to promote gender equality in the sector or policy area?

6 responses



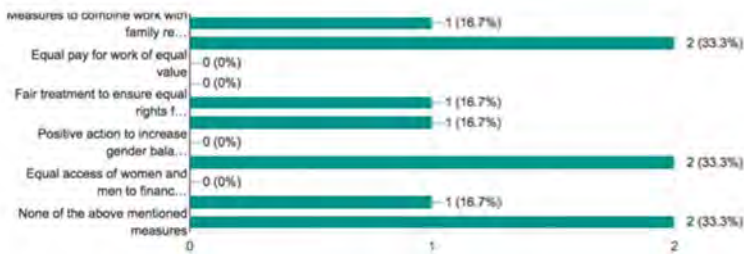
5a. Have measures been put in place to enhance equal opportunities and equal treatment of female/male workers in your sector?

6 responses



5b. Click on the measures that have been put in place in your sector or policy area as a widely accepted equal opportunities policy. More than one answer is possible.

6 responses



5c. Other, please specify...

2 responses

Test
Included gggr in inclusive growth measurement

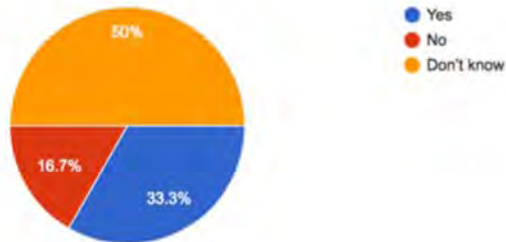
6. Has female access to and control over resources been increased significantly in your sector over the period of NDP-1? (land titles, housing, credit facilities, etc)

6 responses



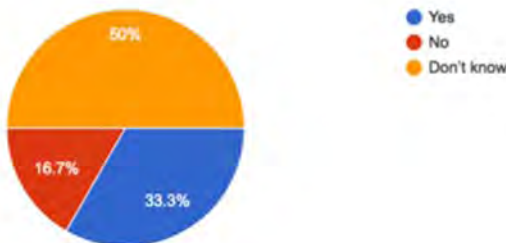
7. Has domestic violence, gender based violence, and discrimination against women affected women's productivity levels in your sector?

6 responses



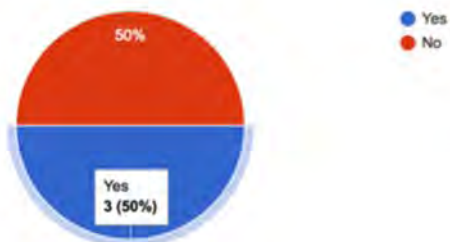
8. Did you find empirical evidence that unpaid work of women is an indispensable link in the value chain?

6 responses



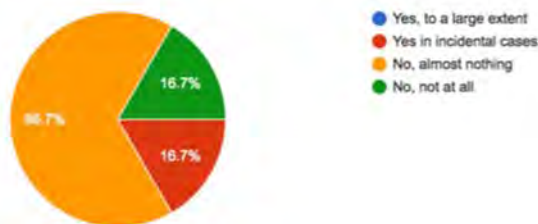
9. Did you find evidence that women's organisations have been consulted for the formulation, implementation, evaluation of activities in your sector/area under NDP-1?

6 responses



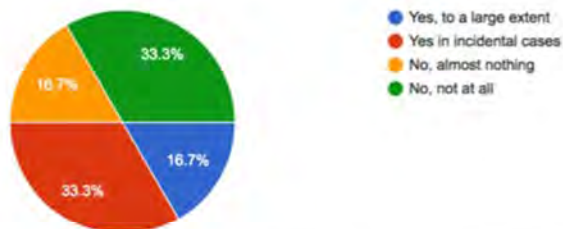
10. Have the NDP-1 interventions in your sector/area considered and challenged the different gender roles and responsibilities by addressing the causes for gender inequality and by aiming for gender equality?

6 responses



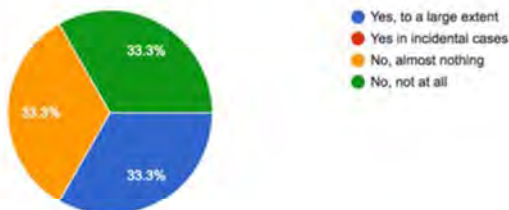
11. Have the NDP-1 interventions in your sector/area considered different gender roles and responsibilities, and ensured that both men and women had benefits also targeting particular groups (mostly women) who lag behind in access to resources or decision-making power, in order to empower them and improve their situation.

6 responses



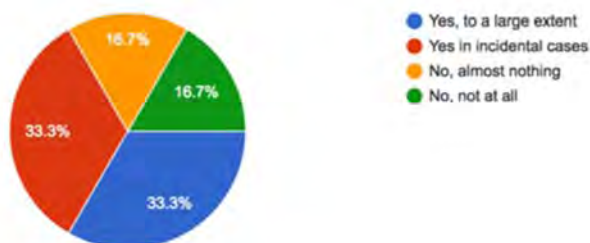
12. Have the NDP-1 interventions in your sector/area registered different effects for men and women, due to their different gender roles and responsibilities, and have measures been taken that neither men nor women have been harmed due to the intervention; (practical gender needs may be addressed, however, without changing gender norms and roles).

6 responses



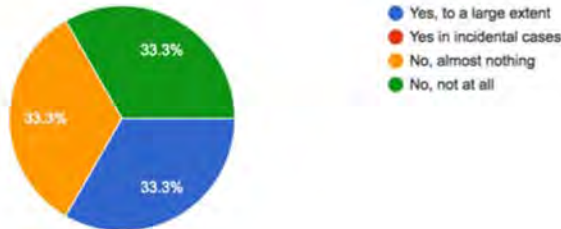
13. Have the NDP-1 interventions in your sector/area ignored the different gender roles and responsibilities, and have gender norms, roles and relations remained the same (not worsened, nor improved).

6 responses



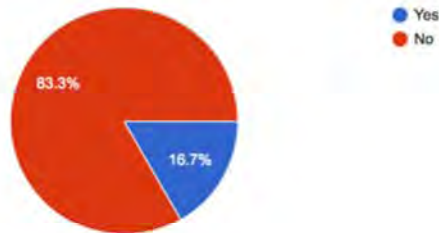
14. Have the NDP-1 interventions in your sector/area reinforced the gender inequality; is gender inequality perpetuated or increased? E.g. when social status, income, opportunities of men increase, whereas women's situation remains the same, the gender gap will increase.

6 responses



15. Did you find any evidence that gender responsive budgeting has been applied in your sector or policy area during NDP-1? (i.e. accountability on budget revenues and expenditures regarding their impact on gender relations)

6 responses



16. Other gender issues at stake

6 responses

Test
Land inheritance denied to wives in Uganda
no
Gbv has received attention in regional policies. Incidences increased whether due to actual increase or higher percentage of cases reported not clear
None
Data on gender has only related to some indications of gender in ownership of tourism SMMEs; level of employment in the tourism sector. For tourism there are also various women's associations present.

10.3 Annex 3 – List of documents consulted

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10.4 Annex 4 – List of People and Institutions contacted during the mission

No	First Name and Surname	Position	Institution	Telephone	E-Mail	Date met
1.	Tarik KUBACH	Programme Officer	EU Delegation to Uganda	+ 256 312 701 000	tarik.kubach@eeas.europa.eu	19-09-2018
2.	Several short chats with persons at Annual Joint Sector Review of the Ministry of Water & Environment	Hon. Kitutu K. Mary Goretti, (Min. of Environment) ; Franklin Mutahakana (representative WB) Doreen Mulenga Head UNICEF country office; GIZ staff member	Several	Several	Several	20.09.2018
3.	Robert Ninyesiga	Programme Officer – Civil Society Strengthening	Uganda National NGO Forum	+256 393 260 373	r.ninyesiga@ngoforum.or.ug	20-09-2018
4.	Moses Dhizaala	Manager Monitoring and Evaluation	NPA	+256-414- 250229	npa@npa.ug	20-09-2018
5.	Javira Duxoca	Staff M&E	NPA	+256-414- 250229	npa@npa.ug	20-09-2018
6.	Rita Aciro Lakor	Executive Director	Uganda Women's Network UWONET	+256-772-468041	raciro@uwonet.or.ug	24-09-2018
7.	Justina Kihika Stroh	Independent Consultant Gender budgeting	Previous Irish Aid; Currently: Independent	+256 772 742509	justina_stroh@yahoo.co.uk	23-09-2018

No	First Name and Surname	Position	Institution	Telephone	E-Mail	Date met
8.	Deogracious Sebuwufu	Statistician	Independent consultant	+256 772 534 122	dvsebuwufu@gmail.com	23-09-2018
9.	UNDP-meeting	Several Staff members	UNDP	+256 417 112100	registrv.ug@undp.org	25-09-2018
10.	Workshop Validation Inception Reports at NPA	About 50 participants	NPA	+256-414- 250229	npa@npa.ug	27-09-2018
11.	Aggrey David Kibenge	Under Secretary	Min. of Education and Sports	+256414340173	kibenge@hotmail.com	10-10-2018
12.	Judith Mutabazi	Gender Specialist	NPA	+256-414- 250229	npa@npa.ug	11-10-2018
13.	WORLD CAFE	About 26 participants	several	See list participants	See list participants	12-10-2018
14.	Ms. Angela Nonsubuga	Finance and Administration	Ministry of Education – Gender Unit	0772 925379	Angienansubuga15@gmail.com	12-10-2018
15.	Victoria Natume	Uganda Airport Lady Taxi Drivers	Airport taxi driver	+256 752229625	www.ugairporttaxiladydrivers.com nantuvictora@gmail.com	13-10-2018
16.	Niels De Block	Skills Development Expert	Enable-project Belgian Dev. Agency	+256 (0) 392000392	niels.deblock@enabel.be	13-10-2018
17.	Melda Kwala	Security Officer	SGA-Security	+256 772 200 048	info@ug.sgasecurity.com	13-10-2018
18.	Agnes Kisembo	Programme Officer	UN-Women	+256772289232	agnes.kisembo@unwomen.org	15-10-2018

No	First Name and Surname	Position	Institution	Telephone	E-Mail	Date met
19.	James Muwonge	Director Social Economics Survey	UBOS	0414706000	James.muwonge@ubos.org	16-10-2018
20.	Susan Nakitto	Senior Policy Analyst	Ministry of Gender	0773-082744	scnakitto@gmail.com	16-10-2018
21.	Monica Emiru Enyau	Executive Director	National Association of Women's Organisations in Uganda (NAWOU)	0752213203	ed@nawouganda.ug	16-10-2018
22.	Forum for Women in Democracy (FOWODE)	Treasure Layola	Front desk officer	+256 414 286 063	fowode@fowode.org	16-10-2018
23.	Emmanuel ...		Enable-project Fort Portal			18-10-2018
24.	Mr Mirembe Edfson	Principle ; Ass. Director Technical & Engineering	St Joseph vocational training school - Virika	256 82343665	mirembeayesu@hotmail.com	18-10-2018
25.	Joseph Kato	Regional sales manager	Solar Now, Fort Portal	0782993568	josephk@solarnow.eu	18-10-2018
26.	Eria Byaruhanga	Program manager agriculture	JESE (Joint Effort to Save the Environment)	0772492109	jese@jese.org	18-10-2018
27.	Patrick Baguma	Organisational Team Leader	JESE (Joint Effort to Save the Environment)	0483425253	jpbaguma@jese.org	18-10-2018

No	First Name and Surname	Position	Institution	Telephone	E-Mail	Date met
28.	Faith Mpamizo	Financial Controller	Parents Concern for Young People	0772659286	Not available	18-10-2018
29.	Gumisiriza Tom	Coordinator	Parents Concern for Young People	0781312203	thguma@gmail.com	18-10-2018
30.	Monday Christopher	District Community Development Officer Kabarole	Kabarole District Local Government	0783419711	Mondaychris2011@gmail.com	18-10-2018
31.	Kwaama	Security worker	Saracen Fort Portal	Not available	Not available	19-10-2018
32.	SNV – Fort Portal	Netherlands Development Organisation	SNV-office in Fort Portal	+256 758 200 778	Uganda@snvworld.or	19-10-2018
33.	Fred Kukomity	Extension Worker	JESE (Joint Effort to Save the Environment)	0772606881	Not available	19-10-2018
34.	Mr. Peter Friday and Ms Susan Allelua	Farmer's family	Small farm in Kihuura Sub-County, Murongo Village	Not available	Not available	19-10-2018
35.	Dr Peter J. Lochoro	Country Representative	Medici con l'Africa (CUAMM-Italy)	0752853501	uganda@cuamm.org	19-10-2018
36.	Miriam Cherukut	Program Manager	NAWOU			27-02-2019
37.	Participants to the Validation Workshop of the Final Draft	About 20 Participants	Several institutions and organisations			27-02-2019

10.5 Annex 5 – Recommendations 2018 on gender issues in Uganda

Recommendations on Gender Issues in Uganda, resulting from dialogue World Café in Kampala, 12 October 2018

3.4. Gender: Ensuring Women's Human Rights and Unleashing Female Talent and Capacities to Accelerate inclusive and sustainable economic growth

Judith Metabazi, the chair of the dialogue table, introduced the thematic issue using the one-page paper on gender that was prepared on gender issues. The current challenge of the Government of Uganda is to ensure a gender equality perspective in the process of acceleration of inclusive and sustainable economic growth. She submitted the following questions to the five groups that visited her dialogue table:

1. Which specific actions or key investments should be taken to promote a gender transformative process that allows girls and women to have equal opportunities, and to fully enjoy their human rights?
2. How can equal access to, and control over, resources (including land, capital, housing, water, energy) among men and women in Uganda be enhanced?
3. How can discrimination and violence against women and girls be prevented and stopped?

The visitors of the gender-dialogue table gave the below listed recommendations. After the presentation of the flipcharts with recommendations, participants could put a star at the side of the recommendations with the highest priority.

Q1. Which specific actions or key investments should be taken to promote a gender transformative process that allows girls and women to have equal opportunities, and to fully enjoy their human rights?

- Address sexual violence and abuse at homes, communities and schools
- Address cultural barriers within communities, e.g. child labour among girls
- Financial inclusion ****
- Sensitization on dangers of early involvement in sexual behaviour
- Focus on values and traditions that promote positive behaviours.
- Male involvement in sensitization
- Involvement of traditional and religious leaders
- Put in place centres for Early Childhood Development (ECD) in rural areas than current situation concentrating on urban areas
- Sensitize communities on equal rights and access *
- More funding for community empowerment programs
- Involve men and boys in any gender related interventions/actions
- Change the mind-set of mothers – avoid discrimination among children
- Ensure the girl child is educated **
- Address traditions that are negative to human rights
- Address barriers to access to education, income security
- Sensitization of our cultural leaders **
- Empower the girl child on what is positive with the men in partnership
- Promote positive culture and traditions
- Invest in reproductive health services
- Scaling up women's entrepreneurship fund and other related venture capital programmes
- Empower women and girls for social accountability
- Affirmative action for rural women to benefit from government programmes*

Q2. How can equal access to and control over resources (including land, capital, housing, water, energy) among men and women in Uganda be enhanced?

- Promotion of equal rights and values among girls and boys
- Enforcement of available laws
- Review relevant legislation on inheritance, address cultural practices that increase gender gaps, etc. ***
- Enforcement, sensitization and review laws to address emerging issues
- Address financial inclusion – affordable credit = empowerment ***
- Male engagement strategies development *
- Promote women's access to land/property – address issues of inheritance
- Address different target groups within the community
- Sensitize communities about their rights *
- Address mind-set change – awareness, sensitization, targeted capacity building in areas where women are marginalised **

Q3. How can discrimination and violence against women and girls be prevented and stopped?

- Increase awareness and sensitization
- Address cultural and attitude change against discrimination *
- Create opportunities for affected persons by violence/victims *
- Enforcement of laws
- Empowerment for women and girls
- Strengthen institutions at districts and lower local governments to deliver services
- Involve traditional leaders
- Income security to women and girls – through financial empowerment
- Change mind-set of the communities for positive norms (both men and women)
- Share information to society as much as possible
- Enforcement against child abuse *
- Sensitize women and girls on existing policies and their rights
- Review laws for offenders to make heavy punishments
- Invest in Probation function in LGs/districts *
- Awareness**
- Enhance access to judicial services*
- Promote innovative approaches
- Address negative cultural practices *

Conclusion: The prioritised recommendations (with stars) are:

1. Ensure Women's Financial Inclusion:

- Financial inclusion ****
- Address financial inclusion – affordable credit = empowerment ***

2. Address cultural practices and promote awareness among men and women to reduce gender gaps and to promote gender equality and equal rights:

- Review relevant legislation on inheritance, address cultural practices that increase gender gaps, etc. ***
- Sensitization of our cultural leaders **
- Male engagement strategies development *
- Sensitize communities on equal rights and access *
- Sensitize communities about their rights *
- Address mind-set change – awareness, sensitization, targeted capacity building in areas where women are marginalised **

- Address cultural and attitude change against discrimination *
 - Awareness**
 - Enhance access to judicial services*
 - Address negative cultural practices *
 - Invest in Probation function in LGs/districts *
3. Specific actions focused on particular target groups (girl child, rural women, victims of violence)
- Ensure the girl child is educated **
 - Enforcement against child abuse *
 - Affirmative action for rural women to benefit from government programmes*
 - Create opportunities for affected persons by violence/victims

10.6 Annex 6 – Validation Meeting

Validation Meeting

27th/02/2019, Golden Tulip Hotel

Gender: Validation of Preliminary Findings, Conclusion and Recommendations

Question, Comments and Answers

#	Question and Comment	Response
#01	<p>a) About the gender certification by equal opportunities commission for all the sector plans and budgets – please include details in the report on how it's being done and its usefulness. The current focus of the certificate is narrow and misses out on issues of compliance, and targets set by the NDP. It should be integrated with the NDP compliance certificate provided by the NPA or integrated with the LGPA, which is done an independent organization.</p> <p>b) In planning and acquisition of the gender certificate, the plans indicate gender issues to be implemented. But when it comes to actual allocation of funds, gender activities aren't allocated funds – and no one is accountable, or compliance isn't not checked thereafter. It's just 'lip service' in planning but not in budget allocation and implementation. There should be a recommendation on how to ensure compliance to plans during budget allocation and implementation, such that gender issues are not neglected along the way.</p>	<p>Some recommendations to cover these issues will be included in the final report</p>
#02	<p>There's also a need to conduct data analysis on the SAGE program, disaggregated by gender, age, etc. There could be some doubtful expenditures made, ever since the age of the targeted beneficiaries was lifted from 65 years to 80+ years. It's thought that very few people in Uganda are in that age bracket, yet the same amount of money is spent, like it was when it was at 65 years.</p>	<p>(this is part of social development programme, but I will see what I can do)</p>
#03	<p>Should recommend a review of the affirmative action for entry into university education for the girls (1.5-point advantage). It currently looks irrelevant as it may be affecting the quality of university graduates. Girls and boys transitioning to higher education levels and entry into university is almost at par, and it makes the affirmative action look irrelevant. It should also be noted that the quality of university graduates, especially the females, is very poor, and this could be linked to university admission through affirmative action.</p>	<p>Though some participants acknowledged the poor quality of university graduates, they couldn't agree on the affirmative as the root cause, since at University both boys and girls have similar exams and they all duly pass.</p>
#04	<p>Provide percentages on charts about hours worked for men and women. Also regionalize the stunting of</p>	

#	Question and Comment	Response
	children in education. (Disaggregate data and provide it in percentages)	
#05	Recommend a specific intervention to eliminate GBV. Unless its identified and actions planned and budgeted for, the recommendation will remain rhetoric and won't be implemented	Planning GBV interventions requires a comprehensive approach and the involvement of all stakeholders. There are already various interventions provided, such as the National Programme for Elimination of GBV (supported by the World Bank), the national gender policy and others provided in the report such as SASA and BRAC-ELA.
#05	<i>Mentioned that in Uganda there are many laws and legal frameworks, but the biggest impediment is the customary law.</i> There are however some other impediments such as the lack of political will and resources, which you should also consider	Throughout the report these are mentioned; the PPT could not include all details
#06	On affirmative action to participate in political leadership, apart from having the figures of women in politics, is there any analysis done on their performance over a period of time?	Not done, given time constraints
#07	For the sectors that are notoriously gender blind, is there any correlation with the training based on gender?	The choice on what to study is made by the student themselves. Usually, females go for female dominated careers such as hair dressing and males go for more masculine courses.
#08	Does it matter that women choose for female dominated careers and sectors and men for male dominated sectors	It matters in the sense that gender diversity improves the economic performance of sectors. There are lots of studies from World Bank, IMF, McKinsey that underpin the business case for gender equality. If companies would integrate and involve women at all levels, the economic benefits would be immense

#	Question and Comment	Response
#09	Regarding the school dropouts, did you analyse the differences by region? It would be of great value if this analysis incorporates the regional data into this report.	Regional analysis was done and data are available in the UNICEF atlas. I will incorporate these data in the report.
#10	Works and Transport Sector takes the biggest chunk of the Uganda's national expenditure. Unfortunately, it employs less number of women. The sector doesn't advance gender equality and the agricultural sector which advances equality is thinly financed. How do we involve women in the sector or let government invest where they are employed?	If UN-Women has data of the budget analysis I will be please to incorporate this in the report.
#11	Some sectors are found not to be aware of to incorporate gender issues in planning. There must be building of their capacity such that gender is incorporated in the sector plans.	agree
#12	There are several reports that several cases against violence don't make it to court. There's a gap that makes people to drop these cases or settle them at local level. There's a need for the reform of the whole justice system to ensure that women victims are protected and freely report violence cases for justice to prevail.	Indeed, a security sector reform is required and a comprehensive approach to include all stakeholders (justice, medical care, psychological support, economic empowerment of victims of VAW, etc.)
#13	Maternal and health care issues should be promoted such that women find easier access to alternate modern health care other than herbal medicine. This will help in the reduction of the infant and child mortality rates.	Herbal medicine is not proposed as alternative to modern health care. However, it should be included in the analysis of national health care systems.
#14	Specific interventions should be designed to specific areas for FGM. Interventions for areas like Karamoja (where it can be up to 50%) should specific target the cultural beliefs on FGM (Miriam Cherukut – NAWOU)	If you have concrete data on FGM per region, please share them with me and I will be happy to include these in the report with targeted recommendation for intervention
#15	Replicate and upscale successful gender responsive models such as SASA, BRAC-EL such that a comprehensive and integrated program to address gender issues is undertaken. However, taking up some	

#	Question and Comment	Response
	models should be done with caution, as some encourage the girl child to drop out of school, yet all should encourage to stay in school, whether they had earlier dropped out or not.	
#16	On SDG indicator 5.2 use UDHS 2016, it has up to date data – otherwise provide data source on abortion on information provided.	Okay I will check out the data
#17	Root for the roll out of sexuality education framework by the Ministry of Education and Sport	?
#18	Affirmative action is more than only quota system	Indeed it must be accompanied by capacity building, etc.