

Country: **Uganda**

Programme Title: **United Nations Joint Programming on Gender Equality**

Joint Programme Outcomes:

Outcome 1: Central (selected sectors) and local government in selected districts have strategies, systems and staff capabilities to increase women's access to sustainable livelihoods and gainful employment

Outcome 2: Effective policies and strategies to reduce gender-based violence and increase women's access to justice developed at all levels, and advocacy strategies for their implementation at both national and local level being implemented

Outcome 3: Policies, systems and strategies developed for citizens' active participation in politics and decision-making and accountability processes including Parliament, political parties, local government and community organizations that impact the advancement of gender equality

Outcome 4: Strategies, plans and capacities to reduce priority Gender gaps in selected MDG related programmes developed by relevant government institutions and CSOs

Programme Duration: 2010 - 2014

Anticipated start/end dates: Nov. 2009/December 2014

Fund Management Option(s): Combination (Parallel, pooled, pass-through, combination)

Managing or Administrative Agent: Programme: UNIFEM; Administrative: UNDP

Total estimated budget*: _____

Out of which:

1. Funded Budget: _____

2. Unfunded budget: _____

* Total estimated budget includes both programme costs and indirect support costs

Sources of funded budget:

- Government N/A yet
- UN Orgs. \$6,682,157
- Donor (DFID) £15,000,000

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Ministry of Education
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UNITED NATIONS JOINT PROGRAMMING ON GENDER EQUALITY

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1.0 INTRODUCTION

1.1 Background

United Nations Agencies in Uganda are developing a new UNDAF for 2010 – 2014 that will be aligned to the National Development Plan being developed by the Government of Uganda to cover the same period. A review of the current country development framework, the Poverty Eradication Action Plan (PEAP) reveals that even though a guiding principle for the implementation was gender mainstreaming, indicators for gender mainstreaming were either not met or generally not measured. The NDP and complementary development frameworks such as the Peace Recovery and Development Programme for Northern Uganda (PRDP) are therefore being developed and implemented respectively with identifiable and measurable commitments to gender equality and women's empowerment.

The United Nations is committed to gender mainstreaming and women's empowerment, in its operations and programmatic work. In compliance with its principles and also a guiding development principle of Uganda, gender mainstreaming and women's empowerment are an area of special focus in the UNDAF for 2010 – 2014. Within the context of current UN reforms, UN Agencies are maximising their comparative advantages for greater impact in their common programming framework, i.e. the UNDAF. Several joint programming areas have therefore been identified within the various Outcome Areas of the new UNDAF where Agencies will deliver as ONE in support of the national efforts. This will enhance collaboration among Agencies and coherence in programming; reduced duplication of activities and the incidence of double funding, standardised procedures and greater efficiency of resources and reduced transaction costs of partners in government and civil society who will now deal with lead Agencies rather than several individual Agencies. A joint programming also requires joint resource mobilisation and joint reporting. This would enhance greater accountability of results and impact of donor support and also reduce their transaction costs by dealing with a single UN entity rather than multiple Agencies working on similar issues.

Gender equality and women's empowerment are embedded in the Millennium Declaration and are imperative for achievement of 6 of the 8 Millennium Development Goals (MDGs), viz. Goal 1 on poverty reduction, Goal 2 on universal primary education, Goal 4 on reducing child mortality, Goal 5 on improving maternal health, Goal 6 on combating HIV/AIDS and Goal 7 on ensuring environmental sustainability. Women's Empowerment and Gender Equality is the third of the MDGs and is therefore also an end in itself and not only a means for the achievement of the other Goals. The UN and governments, including Uganda are committed to the achievement of the MDGs by 2015, and the UN has consequently within its various mandates and programmes been assisting governments in working towards achievement of the Goals including measuring of progress.

The Joint Programming on Gender will also focus on enhancing progress in the attainment of MDG 3 and the other Goals that hinge on women's empowerment. The

joint programming will focus on advocacy, capacity building and support for policy formulation and implementation in the following areas: -

- Capacity of government and civil society to deliver on national and international commitments on gender equality and women's empowerment.
- Coordination for gender mainstreaming and women's empowerment in government and civil society.
- Community awareness and citizen's empowerment to access rights
- Capacity of social service sectors to deliver quality services for the achievement of gender related social services
- Improved evidence base for gender equality planning and budgeting.

The increased collaboration and cohesion in UN programming on Gender Equality will be evidenced by the following benchmarks set for April 2010: -

1. Efficiency savings: The UN JP on Gender will demonstrate efficiency savings in reduced administration costs/reduced duplication of activities in at least two areas of programming, viz. Gender Based Violence and Security Sector Reforms.
2. Effectiveness: Discrete agency programming on gender equality based on Ministry of Gender staff has ceased and replaced by senior level strategic technical assistance and civil society collaboration allowing the Ministry to fulfil its mandate for co-ordination, policy guidance and monitoring. The MGLSD to consequently have a mechanism in place for co-ordination and monitoring of grassroots level/behaviour change interventions to tackle attitudes to gender equality including gender based violence.
3. Five Year, 2010-2014 Joint Programming Document with results framework: A five year Joint Programming Document on Gender Equality and Women's Empowerment with results framework, budget, indicators, source of funding and monitoring and evaluation plan and setting out clear strategies by which outcomes will be achieved is agreed by the UNCT. The document to be based on assessments and national stakeholder consultations.
4. A UN strategy for eliciting public accountability to key gender equality commitments, viz. implementation of the recommendations in the Concluding Comments of the CEDAW Committee on Uganda's CEDAW Report and Security Council Resolutions 1325 and 1820.
5. A clear mechanism for funding of civil society initiatives under the UN Joint Programming on Gender and tracking of resources for gender equality within the JP on Gender.
6. A Report on the 2009 Work Plan.

2.0 . SITUATION ANALYSIS AND JUSTIFICATION FOR A UN JOINT PROGRAMMING ON GENDER IN UGANDA.

The main gender problems in Uganda, the status of women in various socio-economic spheres, strategies for the priority areas of the Uganda Gender Policy (2007) and the analysis of past UN work on gender equality are presented in this sub section to make the case for the development of a UN joint programming on gender equality.

2.1 THE MAIN GENDER PROBLEMS IN UGANDA

Some progress has been registered in the attainment of gender equality and women's empowerment in Uganda. The Constitution of Uganda sets the policy and legal framework for this. It recognises gender equality as a fundamental human rights principle (Chapter 4); provides for affirmative action to redress imbalances including those based on gender, and specifically recognises the rights of women¹ to reach their full potential in social, economic and political activities; and calls for the outlawing of customs, traditions and practices that undermine the welfare, dignity and interests of women. Subsequent legislations such as the Local Government Act, the Land Act and the Land Acquisition Act give effect to some of the aforesaid provisions. The Poverty Eradication Action Plan (PEAP) to be replaced by the National Development Plan from 2010 is the national planning framework for Uganda with implied principles for gender responsive.

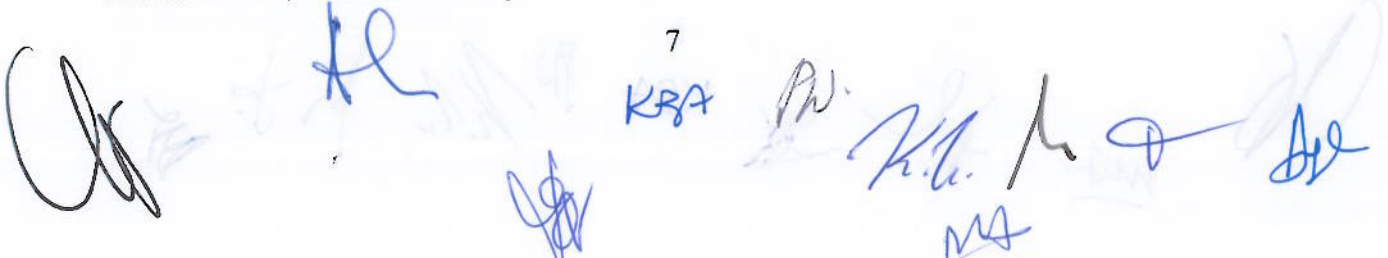
Uganda has a national gender policy revised in 2007, that provides a framework and strategies for gender mainstreaming and women's empowerment, in line with national, regional and international commitments on women's rights that Uganda is signatory to. These include The Convention for the Elimination of All Forms of Discrimination Against Women (CEDAW 1979), the Beijing Declaration and Platform for Action (1995), the Commonwealth Plan of Action on Gender and Development (2005-2010), the International Conference on Population and Development (1994), the United Nations Declaration on Violence Against Women (1993), the Millennium Declaration (2000), and the Convention on the Rights of the Child (1990).

With the introduction of the Universal Primary education (UPE) PROGRAMMING in 1997, trends on gender gap in education especially in primary school show a clear move towards parity in access for boys and girls and towards universal enrolment of all school age population². Overall primary school enrolment rose from 5.3 million in 1997 to 7.3 million in 2002 with girls constituting 49% in 2002, 49.6% in 2005 and 50% in 2006. Affirmative action in public universities also witnessed a progressive increase in female enrolment from 23.9% in 1989/90 to 45.2% in 2005/6.

The 30% space offered to women for their participation in politics and decision-making has been largely achieved and women currently hold 33.2% of the seats in Parliament and

¹ Art.33, Constitution of the Republic of Uganda 1995.

² Gender and education in Uganda, A case Study for EFA Monitoring Report, 2003, prepared by Dr. Deborah Kasente, Makerere Univeristy.

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all local government councils have at least 30% female representation. Several laws and policies have been designed to foster gender equality and inclusiveness in other spheres of life, such as the Equal Opportunities Act, the Strategic Exports Strategy, the Plan for Modernisation of Agriculture, the Rural Development Strategy and the Micro-Finance Outreach Plan

Despite the progress noted above, and the favourable policy environment there are still challenges to equality. In the area of education, although gender parity in access especially at the primary level has been largely achieved the drop out rates for girls is high. 35% of girls are pregnant by age 17 years and others drop out due to other factors such as poverty, HIV/AIDS, harassment in school, lack of proper sanitary facilities or child labour. Current literacy levels are 76% male and 61% female with varying regional disparities.

Women's economic empowerment has been slow due to existing inequalities in ownership and access to the means of production including land, capital, finance and equipment; and their lower level of education, marketable skills, networks and contacts compared to men limit their opportunities for wage employment. Agriculture is the mainstay of the economy in Uganda and women are disadvantaged here as their labour is mainly for subsistence purposes and largely unpaid. 83% of the female working population is engaged in agriculture compared to 66% men, yet only 25.5% control the land they cultivate³. Most agricultural land is under customary tenure which grants women only user rights. Many women cannot therefore benefit from financial opportunities such as bank loans because of lack of collateral. They can access small loans such as micro credits, which offer minimal amounts and therefore limited opportunities for growth.

Even with the above disadvantages, women are increasingly becoming breadwinners, and women headed households consequently constitute a higher proportion of the chronically poor⁴. Women work much longer hours than men (12-18 hours a day compared to 8-10 hours a day for men), bear the brunt of domestic work, and lack access to basic technology and time saving devices for their domestic and agricultural work. This has a negative impact on food security, women and children's health and well being and overall national productivity.

The Constitutional and other legislative affirmative action provisions for women's political participation have resulted in women's representation at the highest political level to the village level. Women's representation at parliamentary and local government levels has unfortunately not significantly exceeded the 30% reserved seats for women. This implies that women have not been able to compete favourably with men for the competitive seats. Women have also not fared well in positions not covered by affirmative action. There is only one female district chairperson out of more than 80 chairpersons. Also of concern, is the limited progress of women councillors to articulate, mainstream and make the decentralized governance structures of government accountable

³ Uganda Gender Policy , p.7

⁴ Uganda National Household Survey 1992-2003

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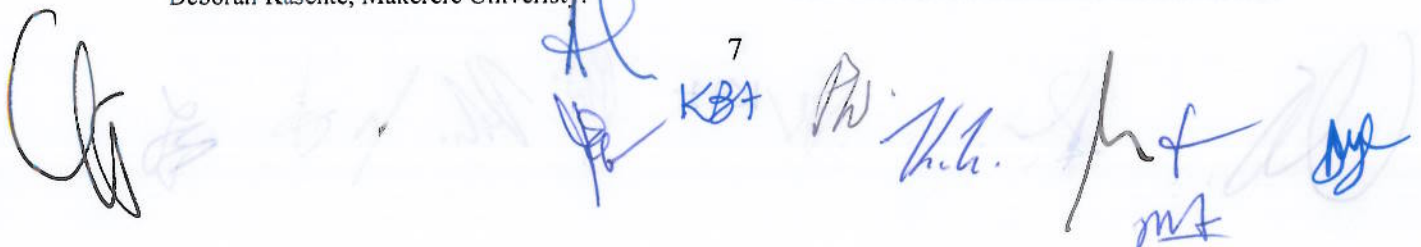
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³ Uganda Gender Policy , p.7

⁴ Uganda National Household Survey 1992-2003



to its commitments on gender equality at the district, sub-county and community levels. At the central government level, women are still under represented in senior positions (Permanent Secretaries, Heads of Department and Divisions); women constitute 17.4%, whereas men account for 82.6%.

The Constitution of the Republic of Uganda guarantees equality between women and men in political, social and cultural life. Young women and girls' rights are violated however through early pregnancy or marriage; 25% of women are pregnant by age 19 (UDHS 2006) and women's age for sexual debut is 16.7 years compared to men at 18 years. This has implications for continuing education, high fertility and infant and maternal mortality and morbidity. Heavy household chores for the girl child further impinge on their right to education.

Uganda has made significant strides in lowering HIV prevalence rates, from 18% in 1992 to 7% in 2005. Current trends however show a rise in new infections with women significantly more affected than men, especially in the reproductive age brackets, i.e. between 15 and 45 years. In the least affected age group (15-19 years), male infection level is 0.3% while female infection level is 2.7%. The most affected segment of the population for new infections is married, monogamous couples, signifying a gender dimension to infection patterns, reflective of unequal gender relations and consequently the inability of women to avail themselves of protection methods and at the same time bearing the burden of care for infection within the family.

The health status for women and children in Uganda is also not favourable and the MDG targets for reduction in maternal and child mortality are unlikely to be met. Maternal mortality is 435 deaths per 100,000 live births, infant mortality is 76 deaths per 1000 live births and Under Five mortality is 137 deaths per 1000 live births. Some of the causes of infant and child mortality are related to the status of women such as household income, mother's education, age at first birth and multiple births. Other causes include limited social services such as health facilities and vaccinations. Contributory factors to high maternal mortality include high rates of fertility (6.7 births per woman), poor access to quality maternal and neonatal care, limited capacity of health facilities to manage complications, limited information of women on safe pregnancy and disease, harmful cultural and traditional practices and the low status of women.

Related to the above are the high levels of gender based violence and the inability of the state apparatus to effectively respond to the situation. At least 60% of women in Uganda are estimated to have suffered some kind of violence. Most of the violence takes place in domestic settings. The legal framework to address the aforementioned is weak. A Domestic Violence Bill has been in draft since 2006 and a Domestic Relations Bill has been pending for more than three decades. Debates around the passage have focused on religious and cultural norms, contrary to international standards for women's human rights.

Accountability for domestic and sexual violence is frustrated by difficulties in meeting the requirements for prosecution, including the standard of proof and community

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perceptions of gender based violence. In cases of rape and other sexual offences, the standard of proof cannot be met by complainants in most cases as they either cannot afford the fees for medical examinations and reports or the relevant health personnel authorised to sign such reports are not present in the health centres. Women find it difficult to pursue legal channels because of cultural norms that preclude domestic matters from being settled in the public realm. Police and other law enforcement officers are also not trained to handle such issues and follow up of cases is weak. There is therefore growing impunity for such offences, to the detriment of the social well being of women and children.

Systemic bottlenecks, low implementation of current commitments to gender equality including legislations and policies, traditional and cultural norms and practices and male patriarchy have jointly contributed to constrain progress towards gender parity and women's empowerment in the political, economic and social structures. It has situated women in reproductive roles as wives and mothers and men in the productive roles as breadwinners and public decision makers and internalised patriarchy, even among women.

3.0 DESIGN OF THE JOINT PROGRAMMING

This sub section presents, in summary, the process that was followed in designing the UN Joint Programming on Gender. It presents what the expected overall results of the joint programming will be. It also describes the justification for the immediate outputs and activities to be taken in year 1 and the strategy the UN will adopt.

3.1. THE PROCESS

Gender equality and women's empowerment is an area of special focus in the UNDAF for 2010 – 2014. UN Agencies have been working on gender equality issues, but a mapping of their current and past activities revealed lack of coordination, concentration in a few sectors, and inadequate support in others⁵. It also revealed lack of strategic engagement with government and civil society, mainly through individual Agency programming in similar areas resulting in high transaction costs for all parties, limited cohesion and consequently low impact.

The programme was developed by 11 UN Agencies with the assistance of a consultant and the appointment of a coordinating Agency, UNIFEM. It involved consultations with national stakeholders in government, civil society and bi-laterals. It was reviewed by a technical group comprised of national stakeholders in government and civil society and validated by a wider stakeholder audience that included donors working on gender equality issues.

⁵ See Annex 1; Mapping of UN Gender Programmes

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3.2. THE RESULTS FRAMEWORK⁶

A Five-Year Results Framework, to Outcome and primary Output level, has been developed. Indicators and baselines will be established after the relevant assessments and data have been collected. Milestones for intermediate outputs and indicative activities for a five year programme will then be identified, and the Results Matrix costed. The Programme for 2009 will establish the baseline and set the foundation for the implementation of the Five Year Programme.

3.3 BASIS OF SELECTING JOINT PROGRAMMING OUTCOMES

Addressing national priorities for gender equality is the main background in selecting the outcomes. Consequently, as illustrated in Table 1 below, the outcomes contribute to the achievement of the UGP, some of the objectives of the NDP (5 out of 7) and the UNDAF outcomes.

The JP Outcomes are:

1. Central and local government in selected districts have strategies, systems and staff capabilities to increase women's access to sustainable livelihoods and gainful employment;
2. Effective policies and strategies to reduce gender-based violence and increase women's access to justice developed at all levels, and advocacy strategies for their implementation at both national and local level being implemented;
3. Policies, systems and strategies developed for citizen's active participation in politics and decision-making and accountability processes, including Parliament, political parties, local government and community organizations, that impact the advancement of gender equality;
4. Strategies, plans and capacities to reduce priority Gender gaps in selected MDG related programmes developed by relevant government institutions and CSOs;
5. National Gender machinery and key stakeholders' have systems, plans , budgets and human resources in place to effectively coordinate, implement and monitor Gender and Macro Economic Policies;
6. The UN system in Uganda provides strategic, comprehensive, coherent and effective support to gender responsive programming in the country within a joint programming framework.

⁶ See Annex 2

Table 1.0: JP PROGRAMMING OUTCOMES CONTRIBUTION TO NATIONAL OUTCOMES.

National Development Plan (Development Objectives)	Uganda Gender Policy	Draft UNDAF Outcomes	Other National Documents (PRDP, KIDDP)	JP Outcomes
<p>1. Uplifting household standards of living</p> <p>2. Enhance the quality and availability of gainful employment</p>	<p><u>Gender and livelihoods</u></p> <p>National Outcome 1: Gender inequalities in access to improved and sustainable livelihoods reduced</p>	<p>2. Vulnerable segments of the population in Uganda have increased access to sustainable livelihoods and in particular enhanced agricultural production to cope with population dynamics, increasing economic disparities, the growing burden of HIV/AIDS, environmental shocks and recovery challenges</p>	<p>(2) Rebuilding and Empowering communities (PRDP)</p> <p>(4) Supporting the development of alternative means of livelihood for the people of Karamoja (KIDDP component)</p>	<p>Outcome 1: Central and local government have strategies, systems and staff capabilities to increase women's access to sustainable livelihoods and gainful employment.</p>
	<p><u>Gender and rights</u></p> <p>National Outcome 2: Gender inequalities in access to justice, gender-based violence, and socio-cultural discrimination reduced</p>	<p>1. Government and Civil Society in Uganda have improved capacity for governance and accountability in order to reduce geographic, economic and demographic disparities in attainment of MDG</p>	<p>(1) Consolidation of State Authority (PRDP)</p>	<p>Outcome 2: Effective policies and strategies to reduce gender-based violence and increase women's access to justice developed at all levels, and advocacy strategies for their implementation at both national and local level being implemented.</p>
<p>7. Strengthen good governance and improve human security</p>	<p><u>Gender and Governance</u></p> <p>National Outcome 3: Women's presence in decision making for their meaningful participation in administrative and political processes strengthened</p>	<p>1. Government and Civil Society in Uganda have improved capacity for governance and accountability in order to reduce geographic, economic and demographic disparities in attainment of MDG</p>		<p>Outcome 3: Policies, systems and strategies developed for citizen's active participation in politics and decision-making and accountability processes, including Parliament, political parties, local government and community organizations, that impact the advancement of gender equality.</p>

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<p>4. Increase access to quality social services</p>	<p>National Outcome 4: Priority gender gaps in MDG related social services reduced. [Not included in Uganda Gender Policy]</p>	<p>3. Vulnerable populations in Uganda especially in the greater north, have increased access to and use of sustainable and quality basic social services by 2014.</p>	<p>Outcome 4: Strategies, plans and capacities to reduce priority Gender gaps in selected MDG related PROGRAMMINGS developed by relevant government institutions and CSOs.</p>
<p>Gender and Macro-economic management</p>	<p>National Outcome 5: Gender inequalities in macro-economic policy formulation, implementation and evaluation reduced</p>		<p>Outcome 5: National Gender machinery and key stakeholders' have systems, plans , budgets and human resources in place to effectively coordinate, implement and monitor Gender and Macro Economic Policies</p>

3.4 JOINT PROGRAMMING OUTPUTS

The selection of outputs for the identified outcomes of the Joint Programming is guided by UN Organisation's comparative advantage. These are in the areas of capacity building, advocacy for the implementation of policies, laws etc, international credibility to ensure government fulfils its commitments, sensitisation and awareness raising and technical assistance for mainstreaming gender in national development and sector policies and strategies.

4.0 JOINT PROGRAMMING STRATEGY

4.1 National Frameworks for Gender Equality and Women's Empowerment

The Constitution of Uganda (1995) sets the basis for the country's strategy for gender equality by guaranteeing equality between men and women in political, social and cultural life, affirmative action in favour of women to all elective offices and the abolition of all negative cultural or traditional practices as means to achieving gender parity and women's rights.

A Ministry of Gender Labour and Social Development was established in 1994 with a mandate to lead and coordinate gender responsive development and women's empowerment. This includes supporting capacity development within sectors for gender mainstreaming, policy developments to ensure gender responsiveness and coordination of efforts towards the aforementioned.

Uganda is signatory to key international and regional commitments and Conventions on gender equality and women's rights. These include The Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW 1979), The Beijing Declaration and Platform for Action (1995), The Commonwealth Plan of Action on Gender and Development (2005 – 2010), The International Conference on Population and Development (1994) The United Nations Declaration on Violence Against Women (DEVAW, 1993), The Millennium Declaration (2000) and the Convention on the Rights of the Child (CRC, 1990). At the regional level there are several commitments including The Protocol on the Rights of Women in Africa (2003), the Inter Governmental Authority on Development (IGAD) and the AU Heads of State Solemn Declaration on Gender Equality (2004).

Subsequent to the adoption of the 1994 Constitution, several supportive laws, strategies and frameworks have been developed in furtherance of gender equality. These include the Local Government Act (Cap 243) that provides for 30% representation of women for all local council bodies from LC V to village levels to be properly constituted; The Land Act (Cap 227) that recognises women's land rights; The Land Acquisition Act (Cap 226)

A series of handwritten signatures and initials in blue ink are located at the bottom of the page. From left to right, there is a large, stylized signature, followed by 'MA', 'R', a signature that looks like 'KBA', 'W', 'A. N.', 'M', and 'S'. There is also a large, faint signature on the far right.