



USAID/Uganda Gender Assessment

The subject gender assessment was conducted by a joint Washington-Uganda team. The team drew upon current literature and gender studies, interviews with the Development Objective (DO) teams, and the draft CDCS submitted in December 2010. The draft gender assessment supplied detailed recommendations, which the DO teams have subsequently addressed and are reflected in this final document. The Mission would like to thank Dr. Sharon Phillipps, Ms. Nafula Awori, Mr. John Brighenti, and the USAID Africa and Policy Programming and Learning Bureaus for their contributions to this assessment.

Gender Recommendations for Uganda's CDCS

DO1:

- Describe the differentiated outcomes for women and men expected from the Community Connector and from the agribusiness efforts at the higher levels of the value chain.
- Explain how you will work on changes in the household decision-making process, especially regarding use and distribution of resources.
- Explain how land rights will be addressed through this DO and DO2.
- Explain how gender-based violence will be addressed, especially with regard to changed household dynamics and with women's increased access to assets and income.

DO2:

- Explain how women's political participation at the local level will be promoted and tracked.
- Explain how women's participation in peace-building and conflict mitigation will be enhanced.
- Explain how land rights will be addressed through this DO and DO1.

DO3:

- Explain how women and men will be addressed through the various IRs and what are the expected results.
- Explain what special approach will be taken with regard to adolescent females.
- Explain how gender issues related to HIV/AIDS prevention and care will be addressed, especially as they intersect with other health issues and services.
- Explain the approach to gender-based violence in relation to health services, especially reproductive issues and HIV/AIDS prevention and treatment.
- Reconsider the decision on the fistula earmark, an important issue from a gender perspective as well a human rights one.

M&E:

- All people level indicators must be sex-disaggregated;
- All programs must have indicators to measure their reach to men and women and to measure the gender impacts;
- Issues such as empowerment and participation require qualitative indicators;
- All programs need to establish baselines.
- Ensure that desired outcomes are reflected in the targets.

Gender Diagnostic for the Uganda CDCS

The Ugandan Constitution guarantees both men and women equality before the law. A National Gender Policy and Gender Action Plan were formulated to ensure that all Government policies and programs in all areas and at all levels are consistent with the long-term goal of eliminating gender inequalities. The aim of the policy is to provide a gender perspective to all levels of planning, resource allocation and implementation of development programs. The National Development Plan (NDP) notes that gender inequality has led to unequal distribution of resources, opportunities and violations of human rights and stipulates measures for redress. However, a key challenge Uganda faces is that while policies and plans are clearly articulated on paper, implementation lacks coordination or is non-existent.

The situation of women in Uganda is not encouraging. Although Uganda scores 79th of 155 countries in the Gender-Related Development Index and 33rd of 134 countries in the Global Gender Gap Index, the situation of women in Uganda in certain respects belies these relatively positive rankings. The total fertility rate of 6.3 is one of the highest in the world, and especially among adolescent females (over 147 births per 1,000 for girls aged 15-19). And, contraceptive prevalence for women 15-49 is only at 23.7%. Regarding nutrition, according to the 2006 UDHS, 38% of children under 5 in Uganda are stunted, 16% are underweight and 6% are wasted. And 50% of women and 75% of children less than 5 years are anemic. In education, while enrollment rates in primary school are nearly equal for boys and girls, retention rates are 53% for boys and 42% for girls. And secondary enrollment is one half for boys and one third for girls.¹

Gender Characteristics

Employment

Agriculture has been for a long time a core sector of Uganda's economy in terms of its contribution to GDP and employment. According to 2005 statistics, agriculture employs 73 percent of Uganda's labor force; significantly, the proportion of women employed in agriculture is higher (83%) than for men (71%). Women make up the bulk of the labor force in staple and horticultural crop production. In Uganda the norm is for women to be involved in the primary production and for men to be involved in the marketing of the product, and subsequently have control of the income. Despite the significant representation of women in this sector, there are several key constraints that impact the woman's productivity and profitability such as access to land and credit, lack of supporting infrastructure, and the time burden experienced by women.

Men tend to make up the majority of the labor force in the service and industrial sectors, making up 88% of the formal labor force¹ and tend to out earn women by a significant margin. Unemployment among women is higher than men throughout Uganda, and more than double that of men in urban areas.² Women account for 80% of all unpaid workers.³

Female business owners face a difficult market, with several barriers to entry, including a complex and lengthy process of registration, poor access to credit, and challenges in access to

land tenure and property rights. Women have also reported greater incidences of government “interference” in their businesses than their male counterparts.⁴

Land Tenure, Property Rights, & Inheritance

While women have the right under Ugandan law to own and hold land, Customary Law often takes precedence over formal legal systems. Ugandan Marriage Codes⁵ guarantees women 15% of their husband’s estate,⁶ though it is not uncommon for all assets to pass back to the husband’s family (OECD). Similarly, it is customary for a man or his family to gain sole parental authority over any children, despite laws granting equal share of responsibility.

The Land Act also stipulates that spousal consent be provided for “disposal of registered land on which the family depends for its livelihood.” Though given the small amount of land that is officially registered, and the power relations that are common within Ugandan households, this requirement is rarely exercised. The combination of traditional land ownership and inheritance, as well as lack of access to legal resources, results in women owning only 7% of the registered land in Uganda,⁷ though a 2004 JICA study puts that number closer to 16%.⁶ Only 25-30% of the land in Uganda is officially registered with 15% considered “active.”⁸

It is unlikely that even the most savvy and entitled of female land-holders would go through official channels to secure a contested property. Women in rural areas would be subject to the local authorities that look favorably on customary law, and the transaction costs of going to Kampala to adjudicate their claim are simply too high. Even if they are to receive a positive outcome in Kampala, it is likely that local authorities would still prevail in the execution of the decision.

Even with codified and enforceable laws regarding property rights and land tenure, credit remains a major stumbling block to women’s economic and social development. According to the World Bank, only 9% of all available credit was granted to women in 2006.⁹ The majority of this was done in large cities, leaving rural women to rely on micro-credit schemes and money lenders, often with unreasonable interest rates. Despite overwhelming evidence of women’s decreased likelihood of defaulting on loans, bankers see their lack of land tenure (collateral) as too risky a guarantee.

Education

Uganda has a system of Universal Primary Education, which was viewed as a great step for all children, especially girls, who are often left out of the education system in favor of household and on farm work before marriage. According to World Bank statistics, this has seen a change in the last five years, with girls and boys attaining a primary school completion rate of 55.2% and 57%, respectively. This is still low, and is reflected in poor secondary and tertiary school enrollment for both boys and girls (less than 1 in 4 students attend secondary school and less than 1 in 20 attend tertiary).¹⁰

The NDP proposes to increase access of primary education for girls and boys through reduced cost of education to families and removal of socio-cultural barriers to girls school attendance. Interventions recommended include assigning more female teachers to rural schools, designing and implementing priority programs, implementing targeted financial schemes for girls, students

with disabilities and needy students, and establishing regulations to protect girls and boys from sexual harassment in schools.

Health

Maternal health is an important issues, given the high fertility rate (6.3 births/woman), especially among adolescent females (over 147 births per 1,000 girls aged 15-19).¹¹ Only 42 percent of total births were attended by skilled health staff in adequate facilities, with 58% taking place in the home.¹² The high fertility rate stems from long-standing socio-cultural behavior and norms as well as from a government belief that the country needs more children to populate all its regions.

Some of the statistics regarding the well-being of women and children are stark. According to the 2006 UDHS, 38% of children under 5 in Uganda are stunted, 16% are underweight and 6% are wasted. 50% of women and 75% of children less than 5 years are anemic. 20% of children and 20% of women are vitamin A deficient.¹³

Gender inequalities also play a major role in the HIV/AIDS epidemic, and its impact on affected households. A 2007 study from Makerere University suggests that female-headed households are more vulnerable to AIDS than male. This was manifested in lower opportunities for remarriage, greater risk of losing control of land and other assets, less access to state and private sector support, and a greater dependence on NGOs.¹⁴ The study suggests that this is due to power dynamics within the household. This is supported by results from the 2006 UDHS which points out that 21% of married women say they cannot refuse sex, while 46% of them say they cannot ask their husbands to use a condom.(2006 DHS) JICA suggests that the differences in rate (7.8% of women vs 6.4% of men) may also be affected by support for early marriages, child bearing, polygamy, cross-generational sex, domestic violence, and extra-marital partners for men.¹⁵

Gender-based Violence

Domestic and Gender-based Violence (GBV) is common in Uganda and often accepted as the norm by both men and women.¹⁶ In a comparative study of seven African countries, Uganda had the highest rate of women having been subject to GBV (60%) and of women experiencing this violence from their partners or husbands (62%).¹⁷

Another major concern is rape. It is often perpetrated by the victim's partner, and seen as a customary right of the husband. Rape has also been a tactic and consequence of long-term conflict and displacement within Uganda. Though armed conflict has largely been controlled, it resulted in countless victims of sexual assault, as well as internally displaced peoples that are especially vulnerable before being resettled in their traditional homes. According to JICA, this has been especially pronounced in the Karamoja and Rwenzori regions.¹⁸

Politics

Through several affirmative action policies, women have seen major gains in local and national representation in recent years, but it is still not commensurate with their numbers. In 2009, 30.7% of the Ugandan Parliament were women.¹⁹ According to JICA, in 2005 women only made up 24.6% of the Parliament, 14.3% of cabinet members, and 38.9% of local government councilors.²⁰ (1/3 of all local council seats are reserved for women.)²¹ Women continue to be

underrepresented in public service, holding only 17.4% of the top civil-service ranks⁶ (level of Commissioner or above).

Gender & the Law

It is important to note that under Ugandan law, women are largely seen as equal and are granted the same rights and privileges as men. The execution of these laws at the local level, the resolution of apparent contradictions with local customary law, and creating behavior change and empowerment at the household level are the most challenging hurdles to women's equality within Uganda.

Various sections of Uganda's Constitutions ban sex discrimination, guarantee gender equality, and mandate affirmative action in favor of women who were marginalized because of their gender. Many laws require amendment or enactment to comply with the Constitution and to address gender inequality in Uganda. Some of these include the following:

The Divorce Act lays down unequal standards for men and women. When a woman seeks a divorce, she must prove that her husband both committed adultery and either deserted her, was cruel to her, or failed to maintain her. In contrast, a man needs to prove only adultery to obtain a divorce. Inequalities also exist in the division of assets on divorce.²²

The Domestic Relations Bill reforms and consolidates all laws relating to marriage, separation, and divorce, including by addressing the unconstitutional issues in the current Divorce Act. The bill, especially the provisions relating to co-ownership of matrimonial property, including customary land, is highly controversial. It is currently being considered by the Parliamentary and Legal Affairs Committee.

The Succession Bill, prepared by the Uganda Law Reform Commission, would entitle a widow to half of the matrimonial home and other assets on the death of her husband. Under the current Succession Act, a wife is entitled to only 15 percent of these assets; if there is more than one widow, they share the entitlement.

The Uganda Law Reform Commission is currently examining the nature and extent of domestic violence, victims and perpetrators, and causes and possible interventions in order to propose a domestic violence law.

THE CDCS AND GENDER INTEGRATION ISSUES

This document is a diagnostic analysis from a gender perspective of the proposed development efforts the Uganda Mission has set forth in their CDCS. The Uganda CDCS will address these gender constraints and inequalities through the programming in its three DOs and one Special Objective. Training to increase the capacity of both men and women in agricultural employment, and especially at the higher levels of the value chain, will be the purview of DO1, along with issues of community empowerment and women's participation in the governance and well-being of their habitats. DO1, along with DO3 will join efforts to improve nutrition. DO2 will provide

the opportunity to engage civil society organizations and local governments, areas usually accessible to women, and where they can hone their leadership capabilities. Another area under the purview of DO2, that of land issues especially related to conflict resolution, may be favorable to women's access to land and property rights. Through the programs of DO3, the high fertility rate will be addressed, and the access to health services will be improved, which will greatly benefit women and their families. Also, the wraparound programs related to the HIV/AIDS epidemic will be especially helpful to women, who now have the highest rates of infection in the most vulnerable ages of 15-24. Women and their families will benefit from the new and enlightened approaches to combating HIV/AIDS that DO3 will be supporting.

This diagnostic, thus, will be forward looking and will concentrate on the programs and activities the mission is setting forward in the CDCS rather than focusing on the previous programming, except where there are lessons to be learned from those past experiences.

DO1: ECONOMIC GROWTH – What the CDCS proposes:

DO1 answers to the US President's Initiative to Feed the Future that aims to transform agriculture and respond to the nutritional deficiencies found around the world. It also responds to one of Uganda's National Development Plan priorities that spotlights agricultural development and sets the steps and parameters to achieve this through the Agriculture Development Strategy and Investment Plan (DSIP) under the CAADP process.

As it is often stated, agriculture has a woman's face in Uganda.²³ It is estimated the 70 percent of all smallholder farmers are women and that women are responsible for 70 percent of the overall agricultural GDP. It is also estimated that women produce 90% of Uganda's total food production and 50% of total cash crop production.²⁴ DO1 will address the gender aspects of the agriculture sector at two levels, through programs that benefit small holder farmers in family farms, and through programs expected to benefit farmers and entrepreneurs at higher levels of the value chain.

Smallholder farmers will be addressed through a Community Connector program. Apart from shoring up the agricultural activities of these farmers, it will aim to improve the nutrition of its stakeholders in an approach that includes the household and the community. The program will place increased focus on the role of women in the household decision-making process, especially regarding the use and distribution of resources, although specific methods to achieve this are not defined. One of the expected outcomes is to integrate vulnerable households into the modern economy and transition them from subsistence production.

Some of the specifics of the Community Connector include improving household nutritional status via small livestock and vegetable gardens, and connecting the households to other service providers. These efforts, it is expected, will change the gender dynamics and empower women.²⁵

At the higher levels of the value chain, farmers and agricultural entrepreneurs will be addressed through a series of measures that will strive to improve the policy environment, increase capacity, work with production and market linkages as well as with input suppliers. This also includes improving the infrastructure, and increasing access to information and resources. The needs of women have to be integrated in all these processes.

The value chains selected, coffee, maize and beans, were chosen for their market potential, highest number of farmers involved in production, greatest income potential for the farmer, impact on women and nutrition, and sector wide impact.²⁶

One of the approaches USAID is taking for the direct work with farmers at these higher levels of the value chain, is to partner with DANIDA's Agribusiness Initiative (aBi). This program aims to improve performance of value chains and actors, increase financial services supporting agribusiness, and increase trade opportunities through improved SPS standards and quality management. Gender issues will be addressed as cross-cutting in all three areas, as well as through a Gender for Growth (G4G) sub-component that specifically will target and try to redress gender constraints.

The G4G component will promote innovative approaches to gender equality in agriculture; strengthen gender integration across all aBi activities, and give gender equality an appropriate institutional anchor. The G4G component will also administer a trust fund to support its innovative efforts.²⁷ There is also an emphasis on youth in the three areas mentioned.

These programs that USAID is supporting to increase agricultural productivity and improve nutrition with a gender perspective appear to be on a continuum that goes from the lower levels of subsistence farming in the Community Connector to the higher levels of agricultural entrepreneurs addressed through the DANIDA/USAID Partnership .

The DO has posited two development hypotheses (HO):

HO1 – If an integrated approach focuses on empowering women at the household level, the overall socio-economic conditions of the household stand a greater chance of improving.

HO2- If we intervene to comprehensively address the constraints of the value chain for a select number of commodities, the impact on incomes of the rural poor will be greater than an approach focused on a smaller segment of the chain for several commodities.

COMMENTS AND RECOMMENDATIONS REGARDING GENDER ASPECTS OF DO1:

Most of the issues that rural women face, especially those engaged in either subsistence or commercial farming have already been discussed throughout the literature and the research.²⁸ So, it's not that it's not known what the issues are but that most of the solutions are difficult to achieve and will require time, patience, and resources. At the household level, we know that women do the bulk of the work but have little say on the fruits of that work. We also know that women are time poor and resource poor. Apart from their agricultural work, they are also responsible for their families and households and often for work in the community. Any new activities, such as attending trainings or meetings, will add to their time burden. And, the gender dynamics in the household denote a power system in which the male is dominant and any change would be perceived as a threat to male power, often with dire consequence for women.

A key point related to women's constraints and needs is that these are all interdependent, they depend on one another for their realization. So, lack of land tenure often means women cannot offer collateral for loans, cannot join rural producer organizations, and thus cannot take part in decision-making processes.

Recommended Interventions to consider in the context of the CDCS.

Rural women engaged in agriculture do not experience a level playing field. Some of the areas that need improvement and that we recommend for attention include the following:

- strengthen women's voice in household decision-making over expenditures and assets;
- strengthen women's access to land and ownership of assets;
- ensure equitable membership policies for producer organizations;
- develop the capacity of rural producer organizations to represent women's interests in the market and to allow them a voice in the organization; and
- improve the available infrastructure and services, such as processing and storage facilities, transportation, information and communication technologies (ICTs), and facilities at retail and wholesale markets to meet women's needs.

In the context of DO1, we specifically recommend that the mission revise the CDCS to do the following:

- Describe the differentiated outcomes for women and men expected from the Community Connector and from the agribusiness efforts at the higher levels of the value chain.
- State the steps to be taken to focus on changes in the household decision-making process, especially regarding use and distribution of resources.
- Explain how land rights will be addressed through this DO and DO2.
- Explain how gender-based violence will be addressed, especially with regard to changed household dynamics and with women's increased access to assets and income.

We also recommend that HO2 be strengthened as follows:

HO2- If we intervene to comprehensively address the constraints of the value chain, **including gender constraints**, for a select number of commodities, the impact on incomes of the rural poor will be greater than an approach focused on a smaller segment of the chain for several commodities.

Some of the challenges and constraints can be addressed through the provision of different types of training, extension services, schemes to allow women access to credit, to land and other productive assets, and through research.

Training:

Women need access to many types of training, and attention needs to be given to the length, timing and mobility issues when training is offered.

Literacy and numeracy training. The most basic and critical of all training, needed by both men and women, but especially by women farmers since their illiteracy rates are higher than men's.

Assertiveness and leadership training. Women have to learn and practice to speak in public, participate in meetings, express their views. They also have to learn to lead, especially so they can compete for positions on the boards of producer associations and so they can function at higher levels of the value chain.

Entrepreneurship training. Encouraging the link between agriculture and business is critical to enable competitiveness. Women farmers need a better understanding of contracts, standards, and exports and other business aspects.

Extension services:

Most of the extension services go to the head of the household, thus women who perform the planting, cultivating, and harvesting, do not receive the information. These services do not reach women because of the time burden already mentioned and because of their inability to access the information. That is, women do not ask for information that they do not know exists, because the primary outreach is to the male farmer.²⁹

- This can be improved by having both men and women farmers attend sessions with the extension workers;
- Ensure that extension workers visits take place at times when women can attend.
- Encourage the availability of community agriculture extension volunteers and women extension workers.
- Encourage husband/wife teams as lead farmers that can work with other farmers in the community.

Access to credit:

Provide access to different types of credit and different types of lending modalities:

- linking village savings and loan associations with Savings and Credit Cooperatives;
- embedded services whereby buyers provide farmers with in-kind credit;
- project supported lines of credit from local banks and micro-financing institutions;
- partnerships between banks and processors;
- availability of new banking technologies, such as mobile banking;
- availability of innovative financing, such as leasing arrangements;
- assist women to open bank accounts or insist on joint bank accounts;³⁰
- do a gender review of the financial sector, focusing on agricultural credit and finance, to establish the real situation regarding constraints in lending and potential alternatives.³¹

Access to land and other productive assets:

- do an analysis of land ownership in areas where programs will be based;
- work with DO2 in their effort to help women get access, control and ownership rights to land;
- work with DO2 to have women get land titles in conflict areas;

- support programs to facilitate women's access to machinery and farm tools that they can handle;
- work with civil society organizations that advocate for women's land rights such as the Uganda Land Alliance and the Civil Society National Land Policy Working Group.³²

Research:³³

- Women need income-generating, labor-saving and productivity-increasing technologies;
- Women perform an important role in seed selection, land preparation and other aspects of good farming. Research should capture women's local knowledge in the management of gene flows, the production and storage of food, and in the use and conservation of biodiversity;³⁴
- Work with DO3 to encourage girls to stay in school and study math and science so they can advance to university and train to be agricultural technicians;
- provide scholarships and fellowships for women scientists (such as the AWARD program);
- include women in research trials;
- target research on crops where women are likely to benefit.³⁵

MISSION'S RESPONSE REGARDING COMMENTS AND RECOMMENDATIONS ON DO1:

- **Describe the differentiated outcomes for women and men expected from the Community Connector and from the Agribusiness efforts at the higher levels of the value chain.**

The series of actors and activities needed to bring an agricultural product from production to the final consumer is called a value chain. United States Government (USG) interventions will enable greater gender balance of outcomes between women and men through activities with the various actors who produce, transform or move the product, from input suppliers and farmers at the bottom of the chain, to those that sell the product to the final consumer at the top.

Agribusiness:

- (i) (Women) integrating an adult literacy/numeracy program as part of training activities to enable women to leverage credit/savings for maximum benefit at the household and community level.
- (ii) (Women & Men) gender sensitization to foster intra-household cooperation and more equality in asset and resource access.
- (iii) (Women) strengthening organizational capacity of key women's business associations to take a more active role in community-level participation and decision-making.
- (iv) (Men & Women) build networks and mentoring opportunities to support women's competitiveness and entrepreneurship.
- (v) (Men & Women) increase support to women agribusiness owners, connect and integrate women entrepreneurs to national, regional and international markets.

Community Connector:

Past programs, ongoing projects and analysis have led to the hypothesis that ‘more balance in the control of household resources and assets benefit overall family well-being.’ A strategy to support the role of both women and men in improving their own health, the health of children and the economic well-being of the household is a necessary component of implementation. While the gender component of the program is viewed as one that requires engagement at the overall household and community level (i.e. increasing awareness of the benefits of gender equity must be achieved by the larger set of program beneficiaries), there are outcomes and targets envisioned at the disaggregated level.

The lack of resources for the household, underutilization of key nutrition activities and high levels of poverty increase the risk of under-nutrition, especially among women and children. To break the cycle, more commitment is needed to increase participation of women in household production and decision-making, and increase exposure to important nutrition and hygiene interventions. Alleviating women’s heavy and tedious work burdens through the application of appropriate technologies will also be prioritized by Community Connector.

These are clear areas where women are at a disadvantage in benefiting from household productivity and resources. But both men and women will be a focus of core production-enhancing interventions when appropriate, such as increasing (for men and women) access to high-quality and appropriate agricultural inputs and incentivizing greater use of cost-effective agricultural practices and promoting linkages with effective and transparent producer organizations.

- **Explain how you will work on changes in the household decision-making process, especially regarding use and distribution of resources.**
 - (i) Building on USAID’s donor-to-donor partnership with DANIDA ABI Trust Support, USAID will co-fund/support the U-Growth “Gender Equality for Rural Economic Growth for Poverty Reduction.”
 - (ii) There are a number of successful models in this area that we will adapt and learn from for our programs under the CDCS. For instance, Heifer International (a current partner) requires beneficiary families to involve the wives in the household in the family’s financial planning as a milestone or prerequisite for receiving livestock. In the health portfolio, media programs target men about topics relating to family size (showing the contrasting circumstances of a poor father of a large family versus a better-off father of a well-spaced family).
 - (iii) Link and co-ordinate with DO3’s project, Sustainable Responses for Improving the Lives of Vulnerable Children and their Households (SCORE).
 - (iv) Work with organizations that have relevant expertise in this area as evidenced by a proven track record and ability to secure financing from other funding agencies on issues related to gender and household decision-making.
 - (v) Monitor interventions (including developing gender sensitive indicators) and document and disseminate good practices to mainstream gender equality at the household level in our programs.

- **Explain how land rights will be addressed through this DO.**
 - (i) DO1's Policy and Enabling Environment concept design is based on the AGCLIR report's recommendations to support selected legislative reform initiatives that will harmonize legal land tenure laws to equalize customary and statutory regimes and strengthen alternative mediation and dispute resolution through clan or district tribunals.
 - (ii) Support the amendment of the Registration of Titles Act to equalize customary and statutory land tenure, the Land Act and related laws to allow resolution of disputes through the clan or district tribunals.
- **Explain how gender-based violence will be addressed, especially with regard to changed household dynamics and with women's increased access to assets and income.**
 - (i) There are several possible areas to assist with gender based violence and household dynamics. One of the most important is to address the gender gap in education by integrating an adult literacy/numeracy program as part of training activities, which will increase women's participation, productivity and capability to benefit from FTF interventions. Another is to work collectively with both men and women to encourage joint and equitable decision-making at the household level. We would monitor closely any relationship between our activities and gender-based violence. However, we believe that there are successful models already developed that change household dynamics without gender-based violence.
 - (ii) A number of NGOs are engaged in advocacy and capacity development in Uganda. Among others these include: NAWOU, Forum for Women in Democracy (FOWODE), Akina Mama Africa, and Council for Economic Empowerment for Women in Africa, Action for Development (ACFODE) and Uganda Women's Network (UWONET). It is widely recognized that NGOs and women's organizations play an important role in the promotion of gender equality and we will continue to partner with such organizations to empower women and mitigate gender-based violence at the household level.

DO2 – DEMOCRACY AND GOVERNANCE—What the CDCS proposes.

The DG portfolio will concentrate on improving the quality of local governance in districts where DO1 and DO3 are active. The Health Team has invested in addressing local governance constraints, such as lack of capacity in planning, budgeting, and management of service delivery programs. The Economic Growth Team engages in local governments through producer organizations advocating for better service delivery.

DO2, "Democracy and Governance Systems Strengthened and Made More Accountable in Selected Districts," will implement activities to increase constructive engagement between communities and their governments through civil society organizations and relevant

parliamentary committees. They will also engage District Councils, which serve as legislative bodies in the local areas.

Advocacy through civil society will be a key component to holding government accountable. DO2 will broaden support for civil society and advocacy efforts to provide constructive oversight to local government, in particular as it relates to transparency and accountability for public sector delivery, and will be to promote an improved enabling environment for service delivery. This includes assistance to local governments to have them improve their budgeting and planning, as well as accountability in procurements and financial management.

The Democracy and Governance DO will work with local communities to advocate and participate in the planning and budgeting processes to fund health, education and agricultural priorities. The DO will also strive to strengthen land management and administration by strengthening district land boards and increasing awareness of land rights. They will work with DO1 in support for empowering women and vulnerable households on access, control and ownership rights to land regarding agriculture. Women's access to land titles should also be supported in the resettlement areas in Northern Uganda, where this DO plans to work.

And, since DG Team has a record of using IT in innovative ways, they will look at emerging technologies to improve governance and accountability – hopefully they will also help the other DOS with their approach to communication technology.

COMMENTS AND RECOMMENDATIONS REGARDING GENDER ASPECTS OF DO2:

Two of the areas in which the DO proposes to work, shoring up local governance and on issues of land tenure, are areas of keen importance to women.

Local Government: The participation of women in local government either as actors or as advocates or supporters of improved processes is an important one. Women can participate in local government as elected or appointed officials or as members of boards or committees appointed by the city or district government.

An outcome of women's increased participation in local governance is their increased capacity to function in the public arena and to be heard. This leads to a feeling of empowerment, which can be very useful in transitioning women from the lower levels of social involvement to ones in which they have agency and voice.

Empowerment is a difficult aspect to measure. Some of the criteria that contribute to empowerment include: a sense of internal strength and confidence to face life; the right to make choices; the power to control their own lives within and outside the home.³⁶

DO2 must explain how specifically they propose to enhance women's participation in the local political process.

DO2 must ensure that they both provide appropriate avenues for women to engage with their local governments and with the efforts the program promotes with civil society organizations to act as watchdogs and advocates for measures related to their communities.

DO2 must also ensure that they have appropriate measurement indicators to capture the participation and the changes in empowerment of the women and men they involve in these programs.

Land Tenure Issues:

- work with DO1 in their effort to help women get access, control and ownership rights to land;
- work with DO1 to have women get land titles in conflict areas;
- work with civil society organizations that advocate for women's land rights such as the Uganda Land Alliance and the Civil Society National Land Policy Working Group;
- ensure women's participation on peace-building and conflict mitigation processes. A target of at least 40% participation of women should be set.

MISSION'S RESPONSE REGARDING COMMENTS AND RECOMMENDATIONS ON DO2:

- **Explain how women's political participation at the local level will be promoted and tracked.**
 - (i) Political competition is more accountable when it includes giving women a voice. While Uganda has made progress by legislating affirmative action to ensure 30% representation in leadership positions by women, simply increasing representation by women has not been enough. Beyond increasing the number of women in decision-making positions, we plan to promote gender-sensitive governance practices that will make elected officials more effective at promoting gender equality in public policy and ensuring implementation of these reforms. Efforts will be focused on strategic entry points that advance women's political participation and good governance, and ensure that decision-making processes are participatory, responsive, equitable and inclusive. Long term impact by USAID in the Democracy and Governance sector will include supporting women's participation in political processes (supporting increased political party membership and activity by women) and consensus building to improve the ability for women to make informed decisions through awareness of their rights.
- **Explain how women's participation in peace-building and conflict mitigation will be enhanced.**
 - (i) DO2 will use innovative approaches to empower women at the grassroots level since they tend to be both victims of conflict, and key actors in mitigating conflict and building peace.

Through capacity building and targeted support, DO2 will facilitate marginalized and grassroots-level women to engage with civil society, community and government structures in order to increase their participation in design and implementation of policies on conflict mitigation and peace building. While recognizing the disproportionate effect of conflict on women, the strategy will look beyond women as victims of conflict and seek to elevate their unique role in conflict mitigation and peace building. In so doing, the strategy will empower and enhance economic opportunities for women and men in conflict situations in Uganda.

- **Explain how land rights will be addressed through this DO.**

- (i) DO2's Supporting Access to Justice for Equity and Peace (SAFE) project will support mechanisms that prevent conflict triggers from igniting conflict (the concept paper for SAFE is approved, AAD is in design). To do this, SAFE will i) improve access to justice by supporting local government land administration; supporting referral systems for land adjudication; and alternative (traditional) dispute resolution mechanisms for customary land as measures to mitigate conflict triggered by land disputes; and
- (ii) Enhance peace and reconciliation processes aimed at reducing conflict triggered by land, ethnic and cultural diversity, oil, and those that promote peace gains in the LRA affected area by working with traditional/community dispute resolution mechanisms, and community-based and civil society organization (CSO) engaged in peace building. By building the institutional capacity to resolve potential conflict triggers and building on peace gains in northern Uganda, SAFE will contribute to the United States and Government of Uganda's commitment to a peaceful and stable Uganda.
- (iii) To contribute to an enabling environment to mitigate land conflict in Uganda, DO2 will work with government and community structures, including cultural institutions to strengthen mechanisms for accountable, transparent, efficient and predictable resolution of land matters. Through improved awareness of both formal and customary land rights, district land information systems, and access for poor and disadvantaged groups, including women, youth, children and former internally displaced persons to mechanisms for peaceful resolution of land conflict, DO2 interventions will serve to enhance district land services, while fostering land rights.

DO3 HEALTH AND NUTRITION—What the CDCS proposes.

The greatest challenge faced by Uganda today is the high fertility rate of 6.3 children per woman. This leads to a population growth rate of 3.2%, the world third highest, which singles out population increase as one that needs to be addressed urgently. To complete the picture, the number of people living below the poverty line is very high, official statistics place 23 % of the population below the poverty line, while the World Bank estimates that 45% of the population

is below the poverty line.³⁷ And, the population of Uganda is very young with 50% under the age of 15.

Uganda also suffers from a structural lack of capacity to provide health services to its people because of limited financial and human resources and ineffective decentralization of services to the district level, and the lack of human resources capacity.

DO3 will focus on women, children and their families, and expects to make a significant impact within key population groups, such as women currently without access to family planning, HIV positive pregnant women, people living with HIV/AIDS and their immediate families, most at risk populations, children in primary and secondary school, children under five, vulnerable children and their families, as well as populations affected by malnutrition, malaria, and tuberculosis.

The aim is to reduce the disease burden and malnutrition and provide access to family planning options through health interventions and health service system strengthening. By ensuring that quality health services and commodities are available and accessible to those who need them (including vulnerable groups such as women, children and the poorest of the poor), and by improving the demands for health services through improved literacy, information, behavior change, communications, and advocacy, it is expected that appropriate use of services will improve and that people will not wait until it is too late to receive preventative or curative services.

The DO will also concentrate on improved early grade literacy as the basis for girls' and boys' success and retention in school and for the proven socio-economic benefits that follow girls education. Some of these benefits include reduced fertility rates, lower infant and child mortality, lower maternal mortality, improved nutrition, protection against HIV/AIDS infection, reduced rates of early marriage, increased participation of women in the labor force as well as increased political participation.

COMMENTS AND RECOMMENDATIONS REGARDING GENDER ASPECTS OF DO3.

One of the most serious issues about the provision of health services related to gender is the lack of power that women have to access those services. The man is usually the one that makes the decision on whether the woman can go to a clinic or hospital and whether she can buy medicines or pay for health care.

There is also a lack of services in the areas of most need to women, such as family planning and maternal health. The majority of women give birth at home without any medical attention.

All programs related to family planning and to maternal and child care should make a special effort to address the gender issues related to these areas, and include men in the protocols for service delivery. If men attend family planning or child care visits with their wives, they will be more engaged in the outcomes and less apt to engage in violent behavior related to these issues.

Another area of concern is women's vulnerability to becoming infected with HIV/AIDS. The prevalence rate is higher for women than for men, and especially for young women (4.8 vs. 2.3 for f/m 15-24)³⁸, a situation which is aggravated by the high levels of GBV experienced by women and girls in Uganda.

The fact that Uganda has such a large young population, makes the youth issue a very important one. Both boys and girls need special attention regarding health issues. Girls needs must be approached from the perspective of their vulnerability to pregnancy, to STDs, to HIV, to dropping out of school, to early marriage. Boy special concerns include dealing with the negative societal expectations regarding their manhood, with staying in school and with learning to respect others, especially women.

Although GBV is an issue that needs to be addressed by all three DOs, it has tremendous implications from a health perspective. The dominance of men and coerciveness related to access to health care is usually manifested by violent behavior. Also, health care providers are usually the ones that can do something about GBV, when they recognize the signs during a visit with a woman patient. The nexus of HIV/AIDS and GBV is pervasive, but it's not addressed sufficiently in most programs. Attachment 1 includes a list of gender issues related to the various HIV/AIDS areas such as PMCTC, Sexual Prevention, Counseling and Testing, Male Circumcision, Adult Care and Treatment and others.³⁹

All health statistics should be sex disaggregated, and most should also be disaggregated by age and locality (urban/rural).

In the context of DO3, we specifically recommend that the mission revise the CDCS to do the following:

- Explain how women and men will be addressed through the various IRs and what are the expected results.
- Explain what special approach will be taken with regard to adolescent women.
- Explain how gender issues related to HIV/AIDS prevention and care will be addressed, especially as they intersect with other health issues and services.
- Explain the approach to gender-based violence in relation to health services, especially reproductive issues and HIV/AIDS prevention and treatment.
- Finally, we recommend that DO3 reconsider their elimination of the fistula program, since this is both a gender and a human rights issue, and is one that does not get addressed by other donors or programs.

MISSION'S RESPONSE REGARDING COMMENTS AND RECOMMENDATIONS ON DO3:

- **Explain how women and men will be addressed through the various IRs and what are the expected results.**

- (i) It is expected that the 2011 Uganda Demographic and Health and AIDS Indicator Surveys will provide critical information on the extent to which Uganda's population is able to effectively use health services (IR 3.1). As all the data collected will be disaggregated by sex, we anticipate that the information will enable us to assess the quality, availability, and accessibility of health services received (IR 3.1.2, IR 3.1.3, IR 3.1.4) by cohorts of both men and women. We will analyze the information received with the intentional aim of distinguishing the health seeking behaviors and needs of these groups, and target our programming to address the specific means by which both men and women seek health care.
- Explain what special approach will be taken with regard to adolescent women.
 - (i) Adolescent females will be a priority in our activities. We are aware that 75% of Ugandans are children and youth below age 30. Through the Mission's upcoming cross-sectoral youth assessment, we will acquire better knowledge as it relates to all adolescents. In addition, one of the primary implementing partners of the assessment is a health research organization with substantial technical experience in designing and evaluating development programs targeted specifically towards adolescent females.
- Explain how gender issues related to HIV/AIDS prevention and care will be addressed, especially as they intersect with other health issues and services.
 - (i) More women are infected by HIV/AIDS than men, for a variety of reasons—i.e., inability to negotiate for safe sex, forced or coerced sex, social/cultural practices (early marriages, female genital mutilation, lack of economic self-sufficiency, gender-based violence, etc). Women may not have access to care and support due to lack of information or transportation, or be denied access to services by their partners. USAID programs target young women, men, boys and girls with the aim of increasing HIV/AIDS knowledge and imparting the skills and confidence to use that information to delay sexual activity, practice safer sex, and reduce sexual partners. USAID engages appropriate communication channels and cultural institutions to examine the norms and practices that make women vulnerable to HIV infection, and leverages microfinance programs to improve women's economic empowerment. In the area of care and support, USAID incorporates gender training in the antiretroviral therapy (ART) service providers' training curriculum, provides HIV/AIDS information at opportunities where they are more likely to find women (i.e. antenatal and immunization programs), scales up ART centers to improve accessibility, and supports home-based care programs to relieve the burden of care from girls and women. In both Preventing Mother to Child Transmission (PMTCT) and Promotion of Couple counseling and testing, women are encouraged to come with their partners.
- Explain the approach to gender-based violence in relation to health services, especially reproductive issues and HIV/AIDS prevention and treatment.

- (i) USAID/Uganda’s implementing partners work with communities to raise awareness of gender-based violence, with a focus on prevention, reporting, treatment and redress in courts of law. We support work with health service providers to ensure that victims of gender-based violence are given appropriate treatment, referral, and linkages to the judicial system.
- Reconsider the decision on the fistula earmark, an important issue from a gender perspective as well a human rights one.

With regard to the issue of fistula programming, the CDCS mandate to “focus and concentrate” led the Mission to recommend eliminating the fistula earmark, given the high cost per surgery and the limited number of women reached. Nevertheless, USAID is extremely proud of the fistula work being done in Uganda, and agrees that it is an important human rights and gender issue. We have re-considered our position to clarify that our management concern is to assess the best approach to fistula programming—i.e. is the current field support mechanism well integrated with the Mission’s broader maternal and child health programming?; have we taken a cost-effective approach to achieving impact? The Mission requests flexibility to consider different programming options for the earmark, including whether our local implementing partner might be better served by a smaller direct grant that could strengthen capacity and sustainability (our field support mechanism absorbs a sizable percentage of the fistula money that is not allocated to the Uganda-based local grantee). Most importantly, the Mission would like to explore options of doing more in fistula prevention and the improvement of MCH services in general. Assessing the current management of the earmark vs. our other MCH priorities will help us to determine the most strategic way to manage this important activity.

Monitoring and Evaluation from a Gender Perspective.

- All people level indicators must be sex-disaggregated;
- All programs must have indicators to measure their reach to men and women and to measure the gender impacts;
- Issues such as empowerment and participation require qualitative indicators;
- All programs need to establish baselines.
- Ensure that desired outcomes are reflected in the targets.
- A mid-term evaluation should be conducted to ascertain that attention is being paid to the gender approaches recommended in this diagnostic.

¹ Kanyamurwa, J.M. & Ampek, G.T. 2007. *Gender differentiation in community responses to AIDS in rural Uganda*. AIDS Care, 19, S64-S72.

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- ² Ellis, et al. 2006. *Gender and Economic Growth in Uganda: Unleashing the Power of Women*. The World Bank, Directions in Development.
- ³ Kanyamurwa, J.M. & Ampek, G.T., 2007.
- ⁴ Ellis et al, 2006.
- ⁵ [Ugandan laws on marriage and divorce include 248 Customary Marriage \(Registration\) Act; 250 Hindu Marriage and Divorce Act; 251 Marriage Act; 252 Marriage and Divorce of Mohammedans Act; 253 Marriage of Africans Act.](#)
- ⁶ OECD, 2009. *Social Institutions & Gender Index*. <http://genderindex.org/country/uganda>
- ⁷ Kiepatrick, Colin and David Lawson, 2004. *Uganda Regulatory Cost Survey Report*. Center on Regulation and Competition, University of Manchester, United Kingdom.
- ⁸ UNDP, 2009. *Human Development Report*.
- ⁹ Kanyamurwa, J.M. & Ampek, G.T., 2007.
- ¹⁰ World Bank GenderSTATS, 2009.
- ¹¹ World Bank GenderSTATS, 2009.
- ¹² USAID Economic Analysis and Data Services (EADS) Standard Profile, 2010.
- ¹³ *Uganda Demographic and Health Survey*, 2006.
- ¹⁴ USAID, Economic Analysis, 2010.
- ¹⁵ JICA. *Uganda: Country Gender Profile*.2007.
- ¹⁶ JICA 2007.
- ¹⁷ USAID. Gender-based Violence in Sub-Saharan Africa.,2009.
- ¹⁸ JICA 2007.
- ¹⁹ World Bank GenderSTATS. 2009.
- ²⁰ JICA, 2007.
- ²¹ World Economic Forum 2009. *Global Gender Gap Report*.
- ²² Banenya 2002. "Gender and Administration of Justice." *Report on Workshop on Commercial Justice for Investment Promotion in Uganda*, July 29-31.
- ²³ Cook, Kristy. "Agriculture has a Woman's Face in Uganda." USAID, July 2009; *IEHA Gender Assessment: Uganda*, " USAID, March 2010.
- ²⁴ Cited in *IEHA Gender Assessment: Uganda*, " USAID, March 2010.
- ²⁵ There are several programs working with farmers in Uganda that can serve as models, some of them supported by USAID and some by other organizations. The LEAD Farmer Field Schools are part of the USAID supported program that follows a model established by the FAO about 20 years ago. The approach is highly participatory and bottom up. When presented in the local languages, adoption of new technologies reaches 70 to 80%.(Interview with Susan Corning, Chief of Party). However, the number of women farmers the program has reached is much lower than that of male farmers, which is a missed opportunity. FN 25, above. The Agricultural Support Program (ASP) adopts a household approach that considers men and women farmers in the household and addresses agricultural activities as "family farming." This program includes all active members of the family including older children and treats farmers as farm managers rather than beneficiaries. See FN 28. Another program the mission sponsored some years ago, was highly successful in bringing together efforts to improve agricultural productivity, nutrition and gender equity in the household. The mission plans to analyze the results of the Gender Informed Nutrition and Agriculture (GINA) Project and incorporate its approach in their current programming.
- ²⁶ Interview with Gandensia Kenyasia, USAID Uganda, November 22, 2010.
- ²⁷ DANIDA, Uganda. U-Growth Agribusiness Initiative.n.d.
- ²⁸ World Bank *Gender in Agriculture Sourcebook*, 2009.
- ²⁹ BIZCLIR. *ACLIR UGANDA: Agenda for Action*.
- ³⁰ "Improving Gender Outcomes in Agriculture Programming: What Can We Do?" Kristy Cook, Sylvia Cabus and Sharon Phillipps, USAID, October 2010.
- ³¹ Cook, Kristy. "Agriculture has a Woman's Face in Uganda."
- ³² Women's Land Link Africa, *The Impact of National Land Policy and Land Reform on Women in Uganda*, October 2010.
- ³³ Recent research found that female-owned plots have the lowest productivity, controlling for other inputs, which suggests that attention to issues of gender differences in control of resources and intra-household bargaining need to

be further researched. Peterman, Amber et al., “Understanding Gender Differences in Agricultural Productivity in Uganda and Nigeria,” IFPRI, 2010.

³⁴ Farnworth, Cathy Rozel, Vincent M. Akamandisa and Munguzwe Hichaambwa, *Zambia Feed the Future Gender Assessment, January, 2011*.p 11.

³⁵ “Improving Gender Outcomes in Agriculture Programming: What Can We Do?” Kristy Cook, Sylvia Cabus and Sharon Phillipps, USAID, October 2010.

³⁶ CIDA, *Guide to Gender-sensitive Indicators*, ” 1997, p. 40.

³⁷ The percentage of people living on less than \$1.25/day is 45%, which is the measure used by the World Bank to determine poverty. World Bank GenderSTATS, 2009.

³⁸ UNAIDS, *Uganda*,2009.

³⁹ See Annex 1 at the end of this document.

Attachment 1

Uganda Gender Statistics

Indicator	Data	Year	Comments
General			
Population ¹	32,709	2009	
Annual Population Growth Rate (%) ²	3.3	2008	
Sex ratio (m/f) ¹	50.1/49.9	2009	
Indices			
Human Development Index ³	.514	2009	(157 th of 182 countries)
Gender-Related Development Index ³	.509	2009	(79 th of 155 countries)
Global Gender Gap Index ⁴	.7067	2009	(40 th of 134 countries)
Social Institutions and Gender Index (SIGI) ⁵		2009	(73 rd of 102 countries)
Politics			
Proportion of women in Parliament (in %) ¹	30.7	2009	
Education			
Literacy rate ²	74.6	2008	
Literacy rates (% m/f, 15+ years of age) ¹	82.4/66.8	2008	
Literacy rates (% m/f, 15-24 years of age) ¹	89.1/85.5	2008	
Employment			
Unemployment rates (% m/f) ⁶	2.1/4.2	2007	
% of women in workforce			
Income ratio (m/f)			
Health			
Life expectancy at birth ³	51.9	2009	
Life expectancy (m/f) ¹	52.1/53.3	2008	
Total Fertility Rate ²	6.3	2008	
Infant-child mortality ¹	79.4	2009	Per 1,000 live births
Maternal Mortality (per 100,000 births) ¹	430	2008	(modeled)
HIV/AIDS prevalence (% population 15-49)	5.4	2009	
HIV prevalence (% males 15-24) ⁷	2.3	2009	
HIV prevalence (% females 15-24)	4.8	2009	
Girls aged 20-24 who were married by age 18 ¹	54.1%	2001	
Births attended by skilled health staff (%) ²	41.9	2006	
Contraceptive Prevalence (%women 15-49) ²	23.7	2006	

¹ World Bank GenderSTATS, 2009

² USAID Economic Analysis and Data Services (EADS) Standard Profile, 2010.

³ UNDP, 2009. *Human Development Report*.

http://hdrstats.undp.org/en/countries/country_fact_sheets/cty_fs_UGA.html

⁴ World Economic Forum. 2009. *Global Gender Gap Report*.

<http://www.weforum.org/pdf/gendergap/rankings2009.pdf>

⁵ OECD. 2009. *Social Institutions & Gender Index*. <http://genderindex.org/country/uganda>

⁶ JICA. 2007. *Uganda: Country Gender Profile*.

⁷ UNAIDS, *Uganda*. 2009.