



NATIONAL PLANNING AUTHORITY/UNITED NATIONS JOINT PROGRAMME ON GENDER EQUALITY AND WOMEN'S EMPOWEREMENT (NPA/UN-JPGE)

**FINAL REPORT ON THE
DEVELOPMENT OF GENDER RESPONSIVE INDICATORS FOR:**
EDUCATION & SPORTS SECTOR;
HEALTH SECTOR;
LOCAL GOVERNMENT SECTOR;
PUBLIC SERVICE SECTOR;
ENVIROMENT & NATURAL RESOURCES SECTOR;
AGRICULTURAL SECTOR; AND
THE JUSTICE LAW & ORDER SECTOR

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List of acronyms

GMF	Gender Mainstreaming Framework
GMS	Gender Mainstreaming Strategy
GRI	Gender Responsive Indicators
JAF	Joint Assessment Framework
JLOS	Justice Law and Order Sector
LG	Local Government
MAAIF	Ministry of Agriculture, Animal Industry and Fisheries
MDAs	Ministries, Departments and Agencies
MFPE	Ministry of Finance, Planning and Economic Development
MGLSD	Ministry of Gender, Labor and Social Development
MoLG	Ministry of Local Government
NAADS	National Agricultural Advisory Services
NDP	National Development Plan
NPA	National Planning Authority
OBT	Output Budgeting Tool
OPM	Office of the Prime Minister
RGAs	Rapid Gender Assessments
SGBV	Sexual and Gender-based Violence
TWC	Technical Working Committee
UBOS	Uganda Bureau of Statistics
UN	United Nations
UNCT	United Nations Country Team
UNJPG	United Nations Joint Programme on Gender Equality

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EXECUTIVE SUMMARY

Introduction

The National Planning Authority (NPA) in collaboration with UN Women is implementing a four year Joint Programme on Gender Equality and Women's Empowerment (NPA/UN-JPGE). This partnership is targeted at achieving the gender-related objectives of Uganda's National Development Plan (NDP). The intended outcome is enhanced government capacity in gender responsive policy-making, planning, budgeting and programme management, directly benefiting women and girls. To achieve this outcome, NPA embarked on the process of identifying gender and women empowerment issues to ultimately mainstream these in sector planning, budgeting and programme implementation. As an initial step, NPA together with the Ministry of Gender, Labor and Social Development (MoGLSD) identified seven sectors to work with and these include: Justice, Law and Order Sector (JLOS); Health Sector; Education and Sports; Public Service; Environment and Natural Resources; Local Government; and the Agricultural Sector. These sectors were prioritized as entry points for integrating gender responsive indicators into their 5-year Sector Investment Plans. The set of procedures undertaken by NPA to develop the sector-specific gender responsive indicators are synthesized below in question form for purposes of maximizing the understanding of key issues, whose details can be found in the main report.

What are gender responsive indicators?

In general, indicators are items, conditions or an event that is useful in measuring performance in terms the changes (positive or negative) that can be attributed to a sector's project or program. From a gender perspective, such signifiers of change are known as gender responsive indicators and further categorized into two types, namely; gender inclusive and gender-specific indicators. Gender inclusive indicators aim at measuring and providing comparable information on women's relative to men's benefits, participation and other gains from a given activity or project within a sector. Examples of which can be: level of HIV prevalence amongst male-headed compared to female-headed households or percentage of female compared to male workforce skilled in gender planning at NPA. Gender-specific indicators on the other hand focus on measuring progress or the impact that an activity or project has made in addressing needs that are peculiar to women, girls, boys, the disabled, the elderly or men. For instance, proportion and location of health centers with facilities for testing cervical cancer applies to women whereas on the side of men the indicator would track health centers that can ably handle cases of prostate cancer. Therefore gender responsive indicators, is an umbrella term that represents the two types of indicators.

Why does planning at sector level need gender responsive indicators?

The government of Uganda, through the oversight responsibilities of the National Planning Authority (NPA) and the Office of the Prime Minister (OPM), has made considerable efforts to strengthen planning for performance management in ministries and local government departments. However, an assessment undertaken by the NPA Gender Team, with funding from the UNJPGE in February 2012 across the seven (7) sectors, indicated that there is no coordinated and operational action within government

that ensures a regular flow of reliable feedback on the progress made by policies, plans and budgets towards the reduction of gender disparities and the enhancement of women's status.

The existing data on gender issues are national sex-disaggregated statistics, mainly from UBOS, on household needs and hardships rather than the outputs, outcomes and impacts made by sectoral programmes to change the conditions that cause gender inequality and the socio-economic disempowerment of women. Besides, gender-related data is reported in phenomenal amounts, scattered across different ministries and therefore not synthesized for innovative use in ongoing government processes such as the budgeting and planning cycle, and periodic reporting on government performance to stakeholders during annual sector performance reviews. To address these gaps, there is need for synergy and collective demand amongst policymakers, planners and M&E managers for a regular flow of gender disaggregated information on program performance, if planning and budgeting across different sectors is to involve decisions and set priorities that are responsive to gender needs. Critical to obtaining such information, are performance indicators that can track progress and assess the gendered outputs, outcomes and impacts of government programmes by sector.

How were the gender responsive indicators for each sector developed?

In the main report, there is a set of tables (1-7) that present the sector-specific gender responsive indicators. The development of these indicators was underlined by two principles: a) meaningful participation; and b) learning by doing. In practice, the NPA Gender Team (annex 1) advised the seven sectors to constitute technical working committees (TWCs) that comprise of not only gender focal persons (technical officers appointed by MGLSD for the gender mainstreaming function in MDAs) but also policy and planning officials, monitoring and evaluation officers as well as other representatives that were thought to be fit for the purpose. In total the TWC for each sector had to comprise of five (5) officials. These were chosen successfully (annex 2) and three residential retreats were subsequently organized by NPA for the seven sectors to engage the TWCs in developing gender responsive indicators. The retreats were held and successfully completed in February 2012 at Sunset Hotel in Jinja, Uganda. During the retreats TWCs undertook a gender analysis of their respective sectors basing on their ministerial statements; sector investment plans and budgets, upon which gender responsive indicators were developed and presented for consensus-building, using the guidelines provided by the NPA Gender Team (annex 3).

What gender gaps were identified in the use of indicators as performance measures?

The use of gender responsive indicators to measure performance did not only signify to sectors how gender is a cross-cutting issue but also its relevance in the periodic gathering of information to better future planning and budgeting processes. However, there was clear evidence that sector plans lacked gender responsive indicators as well as gender-sensitive targets and baselines. Although health, education, JLOS and the natural resource management sectors had baselines and targets in their investment plans, most of these were gender neutral –meaning that the resultant information would be silent on the

progress and impacts made by sectors in regards to gender equality and women's empowerment.

That is why most of the annual sector performance reports that were reviewed in preparation of this report had no findings against which sectoral results and progress could be measured in comprehensive gender terms, albeit the sex-disaggregated data presented in some, for example the education and health sector performance reports (2010/11). It should be noted that sex-disaggregated data is a sub-component of gender-disaggregated information and only reveals quantitative gains yet the conditions that lead to inequality and the disempowerment of women or men are qualitative, and may remain intact even in situations where positive quantitative results have been obtained. For instance, an increase in women voters and voted candidates in parliament, like the case is in Uganda, may not translate into robust legal mechanisms on the reduction of abuses suffered by women as a result of socio-economic disempowerment in the domestic arena. Therefore the design of gender responsive indicators is essential but only if planning is informed by gender-sensitive baselines as well as commitment to gender-sensitive targets.

Furthermore, gender responsive indicators accompanied by baselines and targets alone will be useful at the planning and budgeting stage but not automatically permit the regular flow of feedback on how sectors are performing in the area of gender equality and women's empowerment. Rather there is need for synergy and collective demand amongst policymakers, planners and M&E managers for a regular flow of gender disaggregated information on program performance so as to enhance the quality of decision-making before, during and after the planning and budgeting cycle. This implies that if the UNJPGGE wants to score significantly in the area of strengthening government capacity in gender responsive planning and performance monitoring, capacity development on mainstreaming gender into the exiting M&E systems has to be a continuous process, by taking on the insights and recommendations presented in this report.

What recommendations can be taken to address the gender gaps identified?

The recommendations presented are two-fold: national-level and sector-level recommendations. The former will be useful in gaining sector-wide commitment on the issue of gender responsive planning and performance measurement whereas the latter serve as options that each sector can choose from to address gaps that are unique to its planning needs and legally prescribed mandate.

National-level recommendations

In order to strengthen the capacity of government agencies in the mainstreaming of gender into planning and performance measurement, the following options ought to be considered:

- a) ***Developing a resource guide on gender responsive monitoring and evaluation;*** mainstreaming gender into performance measurement across MDAs does not require an additional M&E system, but rather a guiding framework that will provide a simplified how-to method for all stakeholders on mainstreaming gender-relevant issues into the exiting M&E systems. This can be achieved by: i) taking stock of the

M&E initiatives at national and sector levels; ii) undertaking a gendered assessment of the M&E capacity development efforts in government; and iii) developing a resource guide on mainstreaming gender into the national monitoring and evaluation system as well as the Joint Assessment Framework (JAF) used by OPM in collaboration with development partners.

- b) ***Designing a national gender observatory on programme performance***; information is essential in managing the gender mainstreaming process if service delivery is to be targeted at visible change in the lives of women relative to men. Such information occurs in different forms as manipulatable data, synthesized reports and papers, summaries and performance data, disaggregated by gender and sector. Therefore NPA and OPM together with UN Women can design and resource a gender observatory, which is a web page on each institution's website with worldwide links (e.g. <http://www.womenslinkworldwide.org/observatory/>) leading to information and data about the performance of different government programmes in the area of gender equality and women's empowerment. Acquiring such an observatory goes through the cycle of collection, storage, retrieval and management of gender disaggregated information by programme, employing multiple strategies for dissemination to enable all MDAs access the information about the performance of government towards the realization of gender equality and women's empowerment. This can spur innovative utilization of ICT facilities such as the NPA or OPM website.
- c) ***Sustaining capacity development on gender responsive indicators, baselines and targets***; capacity to conceive and design gender responsive indicators, baselines and targets before the planning cycle of government should be a continuous process through trainings that are customized to the functions of each sector. This will create a shift from capacity building to capacity development, in which the latter transcends training to include resourcing M&E activities and information management which if all achieved would enable sectors to plan and monitor the gender responsiveness of service delivery.

Sector-level recommendations

The experience gained in working with the 7 sectors revealed a number of gaps to be addressed at sector level if gender planning and performance measurement at national level is to be participatory in a meaningful and systemic manner. For this reason, the following recommendations are for reflection by each sector.

Education and sports sector: planning in the education and sports sector is largely guided by sex-disaggregated but not gender responsive indicators. To illustrate the point, the sector usually gains feedback on enrollment rates by sex but not so much on the conditions that constrain prolonged existence in school for boys as compared to girls. Therefore subsequent planning is partially informed by quantitative performance data, characterized by important analytical figures but with misleading interpretations about the quality of education received by boys compared to girls. Therefore the proposed gender responsive indicators (table 1) will deepen the analysis on the progress and

impacts made by the sector in regards to gender equality and girl or boy child empowerment.

Health sector: performance measurement in health sector is largely based on ill-health indicators and the quantitative aspects of service delivery, such as; under 5 mortality rate (per 1000 live births) and percentage of deliveries in health facilities respectively. Such indicators are useful in quantifying health performance but a comprehensive analysis requires the sector to move towards the holistic understating of health needs that encompasses not only common disease infections, but also the socio-economic conditions that pose burdens on women's as well as men's health and hindrances in access to quality health care. As a step in this regard, the gender responsive indicators proposed in table 2 are useful for the quantitative and qualitative aspects of health performance measurement so that the sector can deepen its gender analysis and incorporate the arising needs into the health sector investment plan and annual budgets.

Public service sector: the sector has made progress in regards to the consideration of gender issues within public service. It ensures that maternity and paternity leaves are catered for and compliance to the equal opportunity principle amongst others. The overriding challenge, however, is related to capacity of human resources to use institutional procedures in responding to gender needs in public service personnel management, such equal access to training options. This can be addressed through the design and implementation of a Gender Management System (GMS), which is a network of structures, processes and mechanisms put in place to guide, plan, monitor and evaluate the process of mainstreaming gender into the sector's managerial functions including public service reform, performance appraisal, staffing and conditions of employment, discipline, training and capacity building, rewards and sanctions as well as gender responsive monitoring of sector performance. As such, the indicators in table 3 will produce information for enabling the sector formulate strategies on determining equitable conditions of employment and ensuring an adequate gender-balance in decision-making roles and pay structuring among other issues in public service personnel management.

Local government sector: like public service, the challenge in local government is related to the capacity of human resources to use institutional and legal frameworks on gender mainstreaming to influence LGs to act accordingly. And if not adequately addressed, local-level government programmes are likely to result into inequitable outcomes for women and men. Therefore the sector needs actionable strategies on gender mainstreaming in performance management, with a particular focus on the annual local government assessment framework used by the MoLG. The indicators in table 4 are a starting point for engendering the framework and training the LG assessors in obtaining information that can be used for gender responsive planning and budgeting across higher and lower local governments.

Environment and natural resources sector: this sector needs to design a Gender Mainstreaming Framework (GMF) that will facilitate both documentation and action towards critical issues related to gender, water and sanitation services. But this framework should be preceded by Rapid Gender Assessment Surveys (RGAs) on water

and sanitation utilities as well as natural resource management not forgetting the emerging issue of climate change and how its impacts differ in the case of women relative to men. The RGAs have to be conducted by staff through an innovative and participatory approach using multi-stakeholder teams, comprising of representatives from both government and non-government agencies. The starting point for designing the RGA research tools can be the gender responsive indicators presented in table 5. The information gathered using these indicators will bring to light differences in the ways men as compared to women experience water, sanitation and natural resource management issues, and further raise awareness amongst local water and sanitation actors of the need for gender responsive planning in the sector.

Agricultural sector: in light of the gender-based constraints on agricultural productivity and investment, this sector has undertaken some efforts such as the promotion of appropriate technologies including animal traction and mechanization which if up scaled can help in the reduction of time and labor burdens amongst women to allow them participate in other productive ventures. The sector through NAADS has also promoted the formation and institutionalization of farmer groups to enable access to extension services, demonstration and learning. Since women are key players in the sector, their groups have to a significant extent benefited from the initiative although the incentives for translating the knowledge gained into action are still inadequate.

The implication is that the agricultural sector needs to design and resource the implementation of a gender mainstreaming strategy that is customized to the differing needs of female compared to male farmers, in the spheres of productivity, investment, training and market access. Institutionally, the strategy will ensure that all sector plans, budgets and programmes are gender responsive at both central and local government levels. However, this has to be preceded by the identification of gender-related concerns by farmer's sex, location and sub-sector using the indicators presented in table 6 as the starting point. Without this kind of gender disaggregated information, the sector will experience technical hardship in conducting a gender analysis and incorporating it into the development strategy and sector investment plan for agriculture as well as justifying budgetary allocations to gender inclusive or women-specific farmer activities.

Justice Law and order sector: this sector's mandate presents an opportunity to strategically respond to the issue of gender equality in access to all forms of justice and advancement of women's rights. Therefore gender responsive strategies within JLOS should be targeted at making the justice system the overarching enabler in the fight against sexual and gender-based violence (SGBV) and the abuse of women's rights. Short of this, JLOS will be unable to create a visible impact as far as the provision of equitable access to justice is concerned. This can be resourced and implemented by jointly developing the JLOS Gender Strategy and action plan whose design has to be based on gender disaggregated information, regarding justice delivery and the gender impacts of law reforms, one which is inclusive of all the JLOS agencies. The indicators presented in table 7 are vital in enabling the sector acquire such kind of information using baselines that are gender-sensitive in capturing the differing conditions of women relative to men, as end-users and actors in the justice system.

1.0 Background to the UN Joint Programme on Gender Equality

The Government of Uganda has for the last 17 years been committed to the enhancement of women's status and the realization of gender equality as provided for under the 1995 Constitution, the National Gender Policy, 1997 and the subsequent Uganda Gender Policy of 2007. It has therefore worked out a partnership with the UN system to harmonize and strengthen coordination in supporting the capacity of different Ministries, Departments and Agencies (MDAs) to achieve the National Development Plan (NDP), with a focus on overcoming gender inequality as a cross-cutting constraint to development. Accordingly, the UN Country Team (UNCT) identified a number of areas for joint programming, including a Joint Programme on Gender Equality and Women's Empowerment (UN-JPGE) for which UN Women is the coordinating agency and NPA is the implementing partner.

The intended outcome of this partnership is enhanced government capacity in gender responsive policy-making, planning, budgeting and programme management, directly benefiting women and girls. To achieve this outcome, NPA embarked on the process of identifying gender and women empowerment issues to ultimately mainstream these in sector planning, budgeting and programme implementation. As an initial step, NPA together with the Ministry of Gender, Labor and Social Development (MoGLSD) identified seven sectors to start with and these include: Justice, Law and Order Sector (JLOS); the Health Sector; Education and Sports; Public Service; Environment and Natural Resources; Local Government; and the Agricultural Sector. These sectors were prioritized as entry points for integrating gender responsive indicators into their 5-year Sector Investment Plans to ultimately produce gendered annual performance reports. Therefore this report focuses on the set of procedures undertaken by NPA to develop the sector-specific gender responsive indicators and the recommendations therefrom.

1.1 The definition of gender responsive indicators

In general, indicators are items, conditions or an event that is useful in measuring performance in terms of the changes (positive or negative) that can be attributed to a sector's project or program. From a gender perspective, such signifiers of change are known as gender responsive indicators and further categorized into two types, namely; gender inclusive and gender-specific indicators. Gender inclusive indicators aim at measuring and providing comparable information on women's relative to men's benefits, participation and other gains from a given activity or project within a sector. Examples of which can be: level of HIV prevalence amongst male-headed compared to female-headed households or percentage of female compared to male workforce skilled in gender planning at NPA. Gender-specific indicators on the other hand focus on measuring the impact that an activity or project has made in addressing needs that are peculiar to women, girls, boys, the disabled, the elderly or men. For instance, proportion and location of health centers with facilities for testing cervical cancer applies to women whereas on the side of men the indicator would track health centers that can ably handle cases of prostate cancer. Therefore gender responsive indicators, is an umbrella term that represents the two types of indicators.

However, what signals that an indicator is gender responsive differs according to the planning needs, culture and objectives of a given sector. Therefore attention should be paid to the following cross-cutting features of gender responsive indicators:

- a) The indicator should enable the sector capture gender disaggregated information on progress and or impact of a project/program;
- b) A gender responsive indicator must be derived from the planned goals, objectives, outcomes, outputs as well as activities of a particular sector;
- c) Such an indicator should be followed by realistic methods of gathering gender disaggregated information that is obtainable in a participatory manner using a team of different representatives from the sector; and
- d) Gender responsive indicators not only target information that can be used for accountability but also learning from previous sector programs to better future ones.

1.2 Justification for the development of gender responsive indicators

The government of Uganda, through the oversight responsibilities of the National Planning Authority (NPA) and the Office of the Prime Minister (OPM), has made considerable efforts to strengthen performance management in ministries and local government departments. The key signifiers of such efforts include: the National Monitoring and Evaluation Strategy designed by NPA to support the evaluation of Uganda's National Development Plan (NDP); the Joint Assessment Framework (JAF) used by OPM and development partners to evaluate the annual performance of government; the Output Budgeting Tool (OBT) that helps the Ministry of Finance, Planning and Economic Development (MFPED) to coordinate its role of resource allocation; and the production of performance reports by different ministries for mid-term and annual reporting to OPM and other stakeholders. All these initiatives have enabled MDAs make significant improvements in the use of Objectively Verifiable Indicators (OVIs) to gather information about performance, in the short, medium and long-term, as a way of promoting evidence-based policy making, planning and budget decision-making as well as accountability to stakeholders.

However, an assessment undertaken by the NPA Gender Team, with funding from the UN Joint Programme on Gender Equality (UNJPGE) in February 2012 across the seven (7) sectors, indicated that there is no coordinated and operational action within government that ensures a regular flow of reliable feedback on the progress made by policies, plans and budgets towards the reduction of gender disparities and the enhancement of women's status. The existing data on gender issues are national sex-disaggregated statistics, mainly from UBOS, on household needs and hardships rather than the outputs, outcomes and impacts made by sectoral programmes to change the conditions that cause gender inequality and the socio-economic disempowerment of women. Besides, gender-related data is reported in phenomenal amounts, scattered across different ministries and therefore not synthesized for innovative use in ongoing government processes such as the budgeting and planning cycle, and periodic reporting on government performance to stakeholders during annual sector performance reviews. To address these gaps, there is need for synergy and collective demand amongst policymakers, planners and M&E managers for a regular flow of gender disaggregated information on program performance, if planning and budgeting across different sectors is to involve decisions and set priorities that are responsive to gender needs. Critical to obtaining such information, are performance indicators that can track progress and assess the gendered outcomes and impacts of government programmes.

In strategic terms, the development of gender responsive indicators (GRIs) will result into sector-wide commitment to integrating gender issues and the corresponding indicators into National, Sectoral and Local Government Monitoring and Evaluation Frameworks. The GRIs will also be used in future as a starting point for creating a guiding framework that will provide a simplified method for all stakeholders on mainstreaming gender-relevant issues into the exiting M&E systems.

In summary, the need for gender responsive indicators is justified by the following:

- a) It is part of the requirements under the NDP for all sectors to account for progress towards mainstreaming gender in planning processes.
- b) Obtaining full knowledge about how sector projects/programs have improved the standards of target groups requires gender disaggregated information. This information cannot be captured unless your sector plans have gender responsive indicators by output, outcome and impact.
- c) Gender disaggregated information reveals new trends and challenges that can put sector project benefits at risk and provide an opportunity to minimize such risks.
- d) Gender responsive indicators can help the sector detect the possibilities of activity and budget overruns so as to register the efficient use of human, finance and other resources.
- e) Gender responsive indicators increases the sector's confidence that plans will substantially contribute to livelihood improvement amongst women relative to men.

2.0 Technical approach and methodology used

The overall approach was underlined by two principles: a) meaningful participation; and b) learning by doing. In practice, the NPA Gender Team (annex 1) advised the seven sectors to constitute technical working committees (TWCs) that comprise of not only gender focal persons (technical officers appointed by MGLSD for the gender mainstreaming function in MDAs) but also policy and planning officials, monitoring and evaluation officers as well as other representatives that were thought to be fit for the purpose. In total the TWC for each sector had to comprise of five (5) officials. These were chosen successfully (annex 2) and three residential retreats were subsequently organized by NPA for the seven sectors to engage the TWCs in developing gender responsive indicators. The retreats were held and successfully completed in February 2012 at Sunset Hotel in Jinja, Uganda. During the retreats TWCs undertook a gender analysis of their respective sectors basing on their ministerial statements; sector investment plans and budgets, upon which gender responsive indicators were developed and presented for consensus-building, using the guidelines provided by the NPA Gender Team (annex 3).

The retreats were vital in broadening the understanding of how women-specific and gender needs can be integrated into the planned and implemented activities of a particular sector. The NPA Gender Team further undertook a desk-review of the different sector investment plans and ministerial statements to identify the relevant gender issues that are presented in this report. Both the desk-reviews and the sector-specific retreats were a useful tactic for applying the 'learning by doing approach' to equip TWCs with skills and knowledge on mainstreaming gender into planning, which is the overall programme output that NPA together with UN-Women seek to attain.

3.0 Gender responsive indicators by sector

3.1 Education and sports sector

This sector is mandated to provide access to equitable and quality education at all levels as well as enhance efficiency and effectiveness in service delivery. Its overall planning framework is known as the Education Sector Strategic Plan (ESSP) whose priority objectives currently read as: a) to provide equal access at the primary level for boys and girls in all levels; b) to improve on quality and relevance of education through providing quality and gender responsive instructional programs; c) improve effectiveness and efficiency in delivery of education services through efficient use of limited resources. The education and sports sector in Uganda currently includes the following sub-sectors: (a) Pre-primary; (b) Primary; (c) Secondary; (d) Post primary / BTVET; and (e) Tertiary. Non-formal education is also recognizable component of the sectors since it cuts across all the sub-sectors. With girl-child specific initiatives, such as the 1.5 entry points for those seeking undergraduate education in public universities, the sector has the potential to reduce gender gaps in education which ultimately contributes to the economic empowerment of women.

3.1.1 Gender issues in the education sector

The term ‘gender issues’ in the context of education refers to the differences, both real and perceived, between boys and girls, and their relative achievements and opportunities. It is vital, if equality of opportunity is to be assured, that schools be well informed of all the factors at work. The gender issues in the Education Sector are varied and those highlighted in this report apply to the issues highlighted in the Matrix of Proposed GRIs (table 1). Such issues include:

- Lack of facilities such as water and sanitation has stood in the way of attendance and performance of girls in school and yet access to quality sanitation for girls has a bearing on their full participation in school activities. Thus efforts have been directed at improving access to improved water and sanitation for girls at all levels of education. This has included formulation of policies with specific targets to increase pupil/students toilets or latrine stance ratio for girls and boys.
- One of the most compelling arguments for increasing the number of female teachers in schools relates to the positive impact that doing so has on girls’ education. There is evidence to show a correlation between the number of women teachers and girls’ enrollment, although the relationship between female teachers and girls’ enrollment is more than a simple cause and effect, as there are many factors that prevent girls from attending school some of which also impact on the number of female teachers; thus increasing the number of women teachers has to be accompanied by other strategies to promote girls’ education, such as ensuring a high quality of education in a safe and secure environment¹. In Uganda, increasing the female staff has been seen as a strategy for girls’ success since female teachers are considered to be good role models as leaders².

¹ UNESCO, 2006. The Impact of Women Teachers on Girls’ Education - Advocacy Brief

UNESCO, 2011. Gender Equality in Education, Looking Beyond Parity: “Progress in Gender Equality in Uganda Primary Education.

- Poverty and prevalence of HIV/AIDS are major factors that contribute to especially girls' missing school, hence leading to repetition. In case of a mother's illness or death of a parent, girls get the additional burden of caring for their siblings. The gender-based constraints to education tend to be more pronounced in rural areas due to the fact that the environment is normally more accommodative of gender inequality due to economic and socio-cultural factors.
- Key gender concerns in education includes high drop out of girls due to pregnancy and early marriages. Indeed, Uganda's teenage pregnancy rate among school going age adolescent girls (13- 19 year olds) is high at 23%. Early marriage and teenage pregnancy mean that girls who were already in school are withdrawn. The low value attached to girls' education reinforces early marriage as too often marriage is seen as a higher priority than education. Furthermore, schools are ill equipped in facilitating girls' re-enrolment due to factors such as over-age and stigma associated with being a pupil/student and a mother.
- According to UNICEF, girls miss classes or drop out completely due to menstruation related factor. For example in some instances, girls are discouraged by lack of privacy at schools, as often there are no separate washrooms/toilets; and if there are toilets, such toilets lack clean water and healthy sanitation, which means that girls do not have anywhere to clean themselves or dispose of pads safely and in privacy. Furthermore, girls from poor background lack affordable sanitary-wear, which causes discomfort, and hence prefer to remain at home. The afore-mentioned factors are further compounded by the cultural beliefs and myths that look at menstruation as, polluting, or taboo, and hence may encourage girls to avoid social contact during this period.
- Long distance from home increases girls' exposure to being lured or raped by men and big boys. Indeed, girls are harassed and sexually abused or abducted by male students, teachers and the community in which they live on their way to and from school³, especially in rural and conflict areas. This is because, in most instances, the pathways and roads are hiding places for deviant boys and men, and thus unsafe for girls to walk alone. As a result parents are hesitant to allow their girls to walk the long distances to and from school.
- In Uganda and in many other countries, girls' undertaking sciences after Senior 4 is much lower than that of boys. Research indicates that among the factors which contribute to this low participation and performance of girls are:
 - a) Attitude that science subjects including mathematics are hard stuff
 - b) Discouraging remarks by teachers, parents, relatives and peers.
 - c) Lack of female teachers delivering on sciences to act as role models
 - d) Poor teaching methods which are teacher-centered, where science is taught theoretically and science concepts are not related to the daily life experiences of the girls.
 - e) Abstract concepts which can't easily be visualized.

³ Namaganda J. Research Paper "Barriers to Girls' Secondary School Participation: Retention and Completion in Jinja District- Eastern Uganda"

f) Intimidation from boys who dominate the science classes⁴.

- While Uganda has closed the gender gap in access to education at primary school level due to the introduction of Universal Secondary Education in 2007, among other initiatives; gender disparities in secondary and tertiary education still persists, although considerable progress has been made in this regard as a result of the affirmative. Education is not free at secondary and tertiary level, thus economic and socio-cultural factors interplay and prevent girls from benefiting from education opportunities to the same extent as boys. There is often a powerful economic and social rationale for investing in the education of sons rather than daughters, as daughters' education is perceived to be of less value, and when decisions are to be made between a boy or a girl on who to progress to higher levels of education; often times the choice is that of the boy.
- Women's sport was hardly recognized in Uganda a few years back, but the tide is changing. Today there are women national football teams, and more Ugandans are now paying attention to women in sports. But even with the achievements, there are still hurdles. The biggest challenge for women in sports is the cultural barrier. The belief by some parents that their daughters cannot be seen out at a certain hour or that they cannot travel out of the country on their own, yet their sons can; a conundrum that is ingrained in the depths of African culture.⁵ Furthermore, at international level, much attention has been given to football (where women are conspicuously absent) as opposed to netball, where girls dominate. This hence translates to unequal global gender distribution of resources in sports. By letting girls take part in male dominated sports, girls are inspired; acquire self esteem, and develop confidence and determination necessary to stay in school and to fight for their space in a male dominated world. MoES has keen interest in the sports curriculum and thus the need to monitor the allocation of resources in sports for boys and girls at various levels.

Overall, planning in the education and sports sector is largely guided by sex-disaggregated but not gender responsive indicators. To illustrate the point, the sector usually gains feedback on enrollment rates by sex and level of education but not so much on the conditions that constrain longevity in school for boys as compared to girls. Therefore subsequent planning is partially informed by quantitative performance data which results into important analytical figures but misleading interpretations about the quality of education received by boys compared to girls. Therefore the proposed gender responsive indicators (table 1) will deepen the analysis on the progress and impacts made by the sector in regards to gender equality and women's empowerment.

⁴ MoES, 2007. *Inspiring Science Education For Girls Using ICT*. SchoolNet Uganda

⁵ The Daily Monitor January 19, 2012

Table 1: Gender responsive indicators for the education and sports sector

Sub sector	Gender responsive indicator	Source of data	Reporting frequency
Primary	Pupil latrine stance ratio for girls relative to boys	EMIS, ESSAPR, UNESCO UBOS	Annual
	Percentage of qualified female compared to male teachers in primary education	EMIS, ESSAPR, UNESCO	
	Proportion of female compared to male repeaters at primary level	EMIS, ESSAPR, UNESCO	
	Proportion of dropouts due to pregnancy	EMIS, ESSAPR, UNESCO UBOS, EDPs	
	Percentage of girls re-enrolled after pregnancy at primary level	EMIS, ESSAPR, UNESCO UBOS, EDPs	
	Average travel time to school and constraints faced by boys relative to girls	EMIS, ESSAPR, UNESCO UBOS, EDPs	
	Proportion of female learners with access to sanitary wear	School Reports, EMIS ESSAPR, UNESCO UBOS EDPs	
	Proportion of girls relative to boys with access to a meal at lunch time	School Reports, EMIS, ESSAPR, UNESCO, UBOS EDPs, WFP	
Secondary	Student to teacher ratio in boys-only, girls-only and mixed sex schools	EMIS, ESSAPR, UNESCO UBOS, EDPs	
	Student latrine stance ratio by sex	EMIS, ESSAPR, UNESCO UBOS, EDPs	
	Performance of male relative to female students in science subjects by region	EMIS, ESSAPR, UNESCO, UBOS, EDPs	
	Proportion of girls enrolled in S.1	EMIS, ESSAPR, UNESCO UBOS, EDPs	
	Proportion of girls enrolled in S.5	EMIS, ESSAPR, UNESCO UBOS, EDPs	
	Percentage of Dropouts due to pregnancy	EMIS, ESSAPR, UNESCO UBOS, EDPs	
	Percentage of girls re-enrolled after pregnancy at Secondary Level	EMIS, ESSAPR, UNESCO UBOS, EDPs	
	Average travel time to school and constraints faced by boys relative to girls	EMIS, ESSAPR, UNESCO UBOS, EDPs	
	Proportion of boys compared to girls	EMIS, ESSAPR,	

Sub sector	Gender responsive indicator	Source of data	Reporting frequency
	offering science subjects after S.4	UNESCO UBOS, EDPs	
Tertiary	Proportion of girls to the total enrolment at Tertiary levels	EMIS, ESSAPR, UNESCO UBOS, EDPs	
	Tertiary Tutors/Lecturers Qualification by sex	EMIS, ESSAPR, UNESCO UBOS, EDPs	
	Student Lecturer/Tutor Ratio (Female and Male)	EMIS, ESSAPR, UNESCO UBOS, EDPs	
	Proportion of men relative to women gaining productive employment 2 years after completion	UNIVERSITIES, EMIS ESSAPR, UNESCO, UBOS, EDPs	
Sports	Quantity and quality of sports facilities for males relative to females in schools	UNIVERSITIES, EMIS, ESSAPR, UNESCO, UBOS EDPs	
	Proficiency levels of sports men compared to women at national, regional and international levels	UNIVERSITIES, EMIS, ESSAPR, NCS, UNESCO UBOS EDPs	

3.2 Health sector

Uganda's health sector is strategically guided by a 5-year Health Sector Investment Plan, whose goal currently, is to attain a good standard of health for all people in Uganda in order to promote a healthy and productive life. To achieve this, the sector is guided by a number of policy and planning frameworks that include: the Health Sector Strategic and Investment Plan (HSSIP) 2010/2011 – 2014/15; National Health Policy (NHP) II (2010/11-2019/20); the Uganda Minimum Health Care Package (UMHCP) and the Health Ministerial Policy Statement (HMPS) 2011/2012. In an effort to show commitment to the integration of gender issues into health care service delivery, the Government of Uganda (GoU) has ratified and domesticated regional and international gender instruments such as: the Abuja Declaration (2001), in which African Union countries pledged to increase government expenditure on health to 15%; the Maputo Plan of Action (2006) that tasked African governments to provide universal access to comprehensive sexual and reproductive health services by 2015; the International Convention on Population and Development (1994); and the Millennium Development Goals (2000) among others.

Uganda has a decentralized health care service delivery system with a central ministry⁶ retaining the role of policy formulation, standards setting, resource mobilization, and overall sector performance monitoring, while the higher (districts) and lower (sub-counties) local governments carry out the delivery of services as prescribed in the UMHCP. Service delivery is also carried out by implementing partners in the Private not-for Profit Sector, and Private Health Practitioners. The Ministry of Health (MoH) plays an oversight role across all partners to ensure greater compliance to the objectives of the HSSIP. Similarly, the Uganda Gender Policy (2007) obliges the MoH to promote and facilitate the institutional mainstreaming of gender into all facets of health care service to ensure that women and men equitably benefit from the UMHCP.

3.2.1 Gender issues in the health sector

Some of the major gender issues in health in Uganda are highlighted as follows:

- Uganda's fertility rate is high with total fertility rate at 6.5. Several factors could be contributing to this phenomenon such as: unmet needs for family planning, which stands at 41%; early age at first birth; lack of information and awareness; and cultural and religious factors.⁷
- The practice of female genital mutilation is still wide spread, especially in the Northern Uganda; a factor that leads to high school dropout rates, and high teenage pregnancy⁸. Upon initiation, girls are compelled by the community and their peers to get married.
- Women account for the largest proportion of HIV infected persons in Uganda.⁹ There are many reasons that contribute to women's susceptibility to HIV infection such as: women's physiological make up, illiteracy, limited access to information; women's low social status in the society which make them

⁶ The National Health System (NHS) in Uganda constitutes all Government health facilities under the MoH, health services of the Ministries of Defence (army), Internal Affairs (Police and Prisons) and Ministry of Local Government (MoLG); supported by Private for Profit and Private not for Profit actors

⁷ Statistics derived from Uganda Demographic Health Survey, 2006

⁸ Tusingwire P, UGANDA: The "Hidden Epidemic" and Women's Quest for Justice; Accessed May 2012, Available in http://www.makeeverywomancount.org/index.php?option=com_content&view=article&id=2279:uganda-the-qhidden-epidemicq-and-womens-quest-for-justice&catid=70:16daysactivism&Itemid=169

⁹ Ministry of Health, U. and O. Macro, Uganda HIV/AIDS Sero-Behavioural Survey, 2004-5. 2006.

unable to negotiate for safe sex; and social cultural practices such as FGM, and polygynous relationships among others.

- Uganda's Health Sector does not have the requisite technical and financial capacity to conduct a gender analysis of its services and incorporate such analysis into performance monitoring to produce data that is not limited to differences in sex. It should be noted that sex-disaggregated data kick starts the process of gathering gender disaggregated information but does not provide a deep understanding of the progress and impacts that the health sector has made in altering the conditions that bring about health care constraints for women relative to men.
- Uganda's population consists of a significant number of adolescent boys and girls but sexual and reproductive health services that are customized to this segment are still limited. This partly explains the prevalence of adolescent health care burdens, such as teenage pregnancy that stands 23% (UDHS 2006).
- The proportion of deliveries by skilled personnel in Uganda is still low at 34%, while the provision of Emergency and Basic Obstetric and Newborn Care (EmONC) is limited. It is not surprising that Uganda's maternal mortality rates are still high at 435/100,000.
- Sexual and Gender-Based Violence is still wide spread and a major concern in Uganda. The control of SGBV is hampered by limited financial and transport resources and poor social and economic status of women in the society.

The gender issues highlighted above are by no means exhaustive but are useful in examining the extent to which the sector has lived to the gender-related principles of the HSSIP. Additionally, performance monitoring in health sector is largely based on ill-health indicators and the quantitative aspects of service delivery, such as; under 5 mortality rate (per 1000 live births) and percentage of deliveries in health facilities respectively. Therefore, planning for health performance monitoring needs to move towards the holistic understating of health needs that encompasses not only common disease infections, but also the socio-economic conditions that pose burdens on women's as well as men's health and hindrances in access to quality health care. As a step in this regard, the gender responsive indicators proposed in table 2 are useful for the quantitative and qualitative aspects of health performance monitoring so that the sector can deepen its gender analysis and incorporate the arising needs into planning and budgeting processes.

Table 2: Gender responsive indicators for the health sector

Indicator domain	Gender responsive indicator	Source of data	Reporting frequency
Health Impact	Maternal Mortality Ratio (per 100,000 live birth)	UDHS	Every 5 years
	Neonatal Mortality rate (per 1000 live births)	UDHS	Every 5 years
	Infant Mortality Rate (per 1000 live births) by sex	UDHS	Every 5 years
	Under 5 mortality rate (per 1000 live births) by sex	UDHS	Every 5 years
	% of female compared to male-headed households experiencing catastrophic health expenditures	UNH survey	Every 2 years
Coverage for Health Services	% pregnant women attending 4 ANC sessions	HMIS	Monthly
	% deliveries in health facilities	HMIS	Monthly
	% children under one year immunized with 3 rd dose Pentavalent vaccine (m/f) by sex	HMIS	Monthly
	% one year old children immunized against measles (m/f) by sex	HMIS	Monthly
	% pregnant women who have completed IPT ₂	HMIS	Monthly
	% of children exposed to HIV from their mothers accessing HIV testing within 12 months (m/f) by sex	HMIS	Monthly
	% U5s with fever receiving malaria treatment within 24 hours from VHT (m/f) by sex	HMIS	Monthly
	% eligible persons receiving ARV therapy (m/f) by sex	HMIS	Monthly
Coverage's for other health determinants	% of female relative to male-headed households with a pit latrine	HMIS, UDHS	Annually
	% U5 children with height /age below lower line (stunting) (m/f) by sex	UDHS	Every 5 years
	% U5 children with weight /age below lower line (wasting) (m/f) by sex	HMIS, UDHS	Annually
Coverage's for risk factors	Contraceptive Prevalence Rate by sex	UDHS / UNPS	Annually
Health System outputs (availability, access, quality, safety)	% of new TB smear + cases notified compared to expected (TB case detection rate) (m/f) by sex	NTP reports/ HMIS	Annually
	Per capita OPD utilization rate (m/f) by sex	HMIS	Monthly
	% clients expressing satisfaction with health services (waiting time) by sex	MoH survey	Biannual
Health Investments and governance	% of approved posts filled by trained health workers by sex	HMIS	Annually
	% Annual reduction in absenteeism rate by sex	UNPS	Annually
	% of villages/ wards with trained VHTs, by district and sex	HMIS	Annually

Proposed Additional Indicators:

1. Proportion of female relative to male health workers trained in case management of sexual and gender based violence.
2. Availability of female compared to male health workers managing data on gender health needs captured through the HMIS
3. Proportion of men relative to women who have been abused by age
4. Vitamin A supplements coverage among lactating and pregnant mothers and also prevalence of anemia among the same group.

3.3 Public service sector

The Public Service exists to develop, manage and administer human resource policies, management systems, procedures and structure for the public service. The sector's mission is to provide policies, systems and structures that facilitate efficient and effective public service performance for national development and improved quality of life in Uganda. The vision statement on the other hand is: a public service that is affordable efficient and accountable in steering rapid economic growth and social transformation. Therefore the Public Service sector is strategically placed to guide all MDAs on the mainstreaming of gender into the regulative and performance aspects of personnel management.

3.3.1 Gender issues in the public service sector

The sector has made impressive strides in regards to the consideration of gender-related issues within public service. It ensures that maternity and paternity leaves are catered for across all MDAs; compliance to the equal opportunity principle amongst government employers; ensuring that disciplinary measures are applied equitably; equity in the availability of all training options; and the sector has recently produced a Gender Mainstreaming Handbook for human resource managers in government. However, there are several gender mainstreaming challenges within the sector and these include:

- a) The sector lacks gender disaggregated information on retention rates in hard-to-reach areas yet there are gender differential in occupational health and safety needs in such areas.
- b) The result framework used by the sector to monitor performance is gender neutral –meaning that it lacks targets that specifically focus on gender issues in public service.
- c) The service delivery standards used by the sector to inspect and ensure compliance to public services rules and regulations are gender neutral.
- d) The sector lacks gender disaggregated information on pre-retirement training.
- e) The sector produced a gender mainstreaming handbook for HR in public service but its implementation requires technical and financial capacity that is currently unavailable within the sector.
- f) The sector has conducted training on gender issues in public services, for example on ethics and integrity, but this has not been sufficiently aligned to the functions of different departments in the ministry.
- g) There is lack of gender statistics on recruitment, restructuring, inspection and compensation.
- h) The ministry's strategic plan is gender neutral.
- i) The ministry has no skilled gender focal point person(s).
- j) Lack of family-friendly policies such as child care facilities or flexible-time schedules at workplaces in all MDAs.

The implication here is that several challenges stand in the way of mainstreaming gender into the function of public service management. The overriding challenges are related to capacity of human resource and institutional systems to respond to gender needs in the sector. This can be addressed through the design and implementation of a Gender Management System (GMS), which is a network of structures, processes and mechanisms put in place to guide, plan, monitor and evaluate the process of mainstreaming gender into the sector's managerial functions including public service reform, performance appraisal, staffing and conditions of employment, discipline, training and capacity building, rewards and sanctions as well as gender responsive monitoring of sector performance. As such, table 3 shows the indicators that were developed by the sector's TWC with guidance from the NPA gender team. These indicators will be produce information that will enable the sector to formulate strategies on determining equitable conditions of employment, ensuring an adequate gender-balance in decision-making roles among other issues in public service personnel management.

Table 3: Gender responsive indicators for the public service sector

Gender issues in public service	Gender responsive indicators	Sources of information	Reporting frequency
Gender differentials in retention rates within public service	% of staff retained in hard to reach area by gender	LG personnel files Monitoring reports	Annual
A gender responsive results framework	% of MDAs and LGs that have mainstreamed gender into the results framework.	MDA & LG annual performance reports Ministerial Policy statement	
Gender responsive service delivery standards	Number of sectors that have disseminated gender responsive service delivery standards.	National Service Delivery reports MDA & LG annual performance reports	
Gender responsive client charters	Number of MDAs and LGs that have developed and implemented gender responsive client charters.	MDA & LGs client charters	
Pre-retirement needs of women relative to men met during the trainings	% of retiring officers who received pre-retirement training by gender.	Pre-retirement training reports	
Dissemination and utilization of the gender mainstreaming handbook in day to day operations of MDAs	Number of MDAs and LGs to which the gender mainstreaming handbook of the ministry has been disseminated and applied	MDAs and LGs human resource departments	
Gender training that is customized to the functions of different departments	No. and sufficiency of gender training in the Ministry	Training reports	
. a gender disaggregated data base for planning	Existence of gender disaggregated information on recruitment, restructuring, inspection and compensation	Ministerial Statements Annual Performance reports	
A gender responsive strategic planning	Sufficient integration of gender issues in the Ministry's Strategic Plan	Ministry Strategic Plan	
Absence of a gender focal point person in the ministry	Existence of a gender focal point person in the ministry	HR	

3.3 Local government sector

The mandate of the sector is to guide, harmonize, mentor and advocate for all local governments in support of the overall vision of Government to bring about socio-economic transformation of the country. Its main functions include; build capacity in the LGs for efficient service delivery; ensure that LGs comply with statutory requirements and adhere to National Policies and standards; ensure that LGs are transparent and are accountable to the people in the use of public resources for development; facilitate the implementation of the decentralization policy and enhance democratic governance through developing and reviewing systems, structures, statutory instruments, and guidelines on local governance; and provide technical assistance and backstop LGs in ICT, development plans and management. Overall, the management and provision of services in this sector is guided by Local Governments Act (LGA, 1997) and the 2001 LGA Amendments. From a gender perspective, these legal frameworks provide for one-third representation of women in each LG council and on statutory bodies that are key facets in the day to day activities of the sector. Such bodies include: the Local Government Technical Planning Committees, responsible for planning and budgeting for service delivery amongst LGs; the Local Governments Accounts Committees, responsible for overseeing financial accountability; and the District Procurement Committees, in charge of outsourcing goods and services amongst LGs. The numerical presence of women on these decision-making bodies provides possibilities for the articulation of gender needs within the sector for effective responses during planning and budgeting processes. However, a desk-review of the sector's performance reports and ministerial statements revealed that a number of gender-related issues are yet to be addressed.

3.4.1 Gender issues in the local government sector

The sector is committed to gender trainings across all LGs under its Capacity Building Policy and action plan (2005). It is also guided by an annual assessment exercise on the extent to which LGs have integrated gender issues into their planning, budgeting and service delivery processes. However, there are a number of gender concerns to be addressed and these are:

- a) Absence of gender disaggregated data on staffing and service delivery outcomes.
- b) Low technical capacity to mainstream gender within MOLG/LGs planning and budgeting processes.
- c) The assessment criterion used by the sector to track the annual performance of LGs limits gender issues to community development and yet gender concerns cut across different department in LGs, like health, education, production and marketing, human resources extra.
- d) There is limited budgetary allocation to gender responsive activities. Most LGs are said to receive monies that solely cater for the celebration of women's day.
- e) Limited technical assistance & back stopping in regards to mainstreaming gender in planning, budgeting, monitoring and evaluation.
- f) Low levels of gender responsiveness in Local Economic Development planning and service delivery. This limits the potential of LGs in meeting the differing needs of women-based and mixed-sex local economic groups in form of farmers, bricklayers, carpenters, and crafts-makers, extra.
- g) Limited capacity amongst women local politicians to mainstream gender during the approval of plans and budgets in the LGs. This lowers top management commitment to gender mainstreaming in planning and budgeting at local level.

Analysis shows that the challenges in local government are related to the capacity of human resources to use institutional and legal frameworks on gender mainstreaming to influence LGs to act accordingly. And if not adequately addressed, local-level government programmes are likely to result into inequitable outcomes for

women and men. Therefore the sector needs actionable strategies on gender mainstreaming in performance management, with a particular focus on the annual local government assessment framework used by the MoLG. The indicators in table 4 are a starting point for engendering the framework and training the assessors in obtaining information that can be used for gender responsive planning and budgeting across higher and lower local governments.

Table 4: Gender responsive indicators for local government sector

Sub Sector	Gender Indicator	Sources of information	Reporting frequency
Local Government (Coordination and advocacy for LGs)	<ul style="list-style-type: none"> • Data base with gender disaggregated Information on the sector • Proportion of MOLG/LGs staff knowledgeable about sector-specific gender issues • Percentage of MOLG and LG staff trained in gender mainstreaming for local governments 	MOLG/All Departments /LGs	Annual
Planning and budgeting	<ul style="list-style-type: none"> • Proportion of LGs with gender responsive development plans • Proportion of LGs with gender responsive budget framework papers • % of annual budget allocations to gender responsive activities in MOLG and by district 	MOLG/LGs	
LG monitoring and evaluation	<ul style="list-style-type: none"> • Availability of departmental-specific indicators on gender in the LG assessment framework • Proportion of LG assessors skilled in gender responsive monitoring and evaluation 	MOLG/LGs	
Local economic development planning	Percentage of LGs mainstreaming gender in local economic development plans	MOL/LGs/ MOFED/	
Good Governance	% of female relative to male local politicians skilled in gender planning and budgeting amongst LGs	LGs/ MOLG/ OPM	

3.5 Environment and natural resources sector

The environment and natural resource sector consists of two subsectors: Water and Sanitation sub-sector and Environment and Natural Resources (ENR) sub-sector. The Water and Sanitation sub-sector comprises of water quality monitoring, water resource assessment and monitoring, water resource regulation, rural water supply and sanitation, urban water supply and sewerage and water for production. The ENR sub-sector comprises of environmental management, management of forests and trees, management of wetlands and aquatic resources, weather, climate and climate change.

Water access is one of the areas that need to be analyzed when dealing with gender and equity issues in the water and sanitation sub-sector. The rural water access as of 2008/09 FY were 63 per cent and had been the same for the previous 3 years. Functionality which is a key factor in sustaining access improved from 82 per cent to 85 per cent over the previous five years. The distribution by residence showed that about 66 per cent of rural and 93 per cent urban populations were obtaining their water from safe sources (NDS, 2008).

3.5.1 Gender issues in the environment and natural resources sector

Water and Sanitation

Women and children, who are the main domestic water collectors, still walk long distances to reach a safe water source. Although available literature indicates a great improvement in the distance walked to collect safe drinking water in the recent past in both rural and urban areas, 35 per cent of the rural population lacks access to water within 1 Km distance. The situation is even aggravated in water stressed areas where many miles are covered in such for water. In some urban areas, the distance is shorter but due to dense populations, the water facility to population ratio is high making women and children spend a lot of time cueing up for water.

Irrigation technologies promoted by the sector are mainly large, complex and masculine and in most cases not user friendly to women, children, persons with disabilities and the elderly. This leads to low utilization of the technologies and thus low agricultural production.

Statistics indicate that 30 per cent of people in rural areas and 19 per cent in urban areas lack access to improved sanitation at HH level, compromising the sanitation needs for men and women, boys and girls (SPR 2010/11). In some schools, toilet facilities are still shared among boys, girls and teachers. The pupil to stance ratio stands at 1 per 66 pupils. In addition, 67 per cent of schools and 76 per cent of households lack access and do not utilize hand washing facilities. At the community/public places, most sanitation facilities are shared among men and women and yet very few are disability sensitive. This scenario promotes continued use of bushes and other non-safe places for human waste disposal thus increasing the burden of sanitation related diseases.

Environment and Natural Resources

It is recognized that women and children are the main collectors and managers of fuel wood for domestic use and the distance walked to collect fuel wood is still long averaged at 4km. statistics indicate that 92 per cent of the population use fuel wood as a major energy source for cooking and heating with limited use of energy saving technologies. This situation presents time constraints to children and women affecting their participation in school and productive activities respectively. Women also play a big role in agricultural production in a bid to provide adequate food to the household and thus are the most affected when ecosystems are used unsustainably.

Human resources

In terms of staffing, the ENR sector is male dominated with 75 per cent of the staff being men. Analysis of the staff/employment status indicates that majority are male, out of the 492 established positions 139 are female representing only 28 per cent. At senior management level men occupy 49 positions, representing 83 per cent.

The gender concerns raised above provide a basis for the design of a Gender Mainstreaming Framework (GMF) that will facilitate both documentation and action towards critical issues related to gender, water and sanitation services in the sector. But this framework should be preceded by Rapid Gender Assessment Surveys (RGAs) on water and sanitation utilities as well as natural resource management. The RGAs have to be conducted by staff through an innovative and participatory approach using multi-stakeholder teams, comprising of representatives from both government and non-government agencies. The starting point for designing the RGA research tools can be the gender responsive indicators presented in table 5. The information gathered using these indicators will bring to light the differences in which men and women experience water, sanitation and natural resource management issues, and further raise awareness amongst local water and sanitation actors of the need for gender mainstreaming in the sector.

Table 5: Gender responsive indicators for the environment and natural resources sector

Sub-sector	Gender issues	Gender responsive indicators	Source of information	Reporting frequency
Water and sanitation	1. Long distances covered by women & children to collect safe water	1.1 % of people accessing water within 1km rural and 200 meters in Urban areas	District Water MIS UBOS (NSDS Survey)	Annual
	2. Long hours spent waiting to collect safe water due to high water source to population ratio	2.1 Average waiting time at the water source	UBOS (NSDS Survey)	
	3. Inadequate Women Involvement in management of water facilities and resources	3.1 % of WSCs, WBs, Water Catchment Management Committees with women holding key positions	District Water MIS	
	4. Inadequate accessibility to water by households in water stressed areas	4.1 % of male headed, female headed and child headed HHs with RWH facilities in water stressed areas	District Water MIS	
	5. Inadequate access to and use of improved sanitation facilities	5.1 % of male and female headed HHs utilizing improved sanitation facilities	District MIS	
		5.2 % of public sanitation facilities with separate female and male stances		
		5.3 % of public sanitation facilities with stances responsive to disability and		

		age	
	6. Inadequate access to and usage of hand washing facilities	6.1 % of people with access to (and using) hand washing facilities	District MIS
		6.2 % of male & female headed HHs utilizing HWF	
Environment and natural resources	7. Long distances walked by women and children to collect fuel wood for domestic use	7.1 Average distance walked by rural households to collect firewood	
	8. 92% of the population use fuel wood as a major energy source for cooking and heating	8.1 Percentage of female and male headed HHs using energy-efficient technologies	
		8.2 % of male and female headed HHs using firewood and or charcoal as source of energy.	
	9. Limited access and ownership of forest land by women	9.1 % of hectares of forests owned by women and men	
	10. Gender differences exist in access to income generated from natural resources	10.1 % of women and men deriving income directly from neighboring natural resources (forest , Wetland, bio trade, beekeeping)	
		10.2 % of women and men deriving income directly from Forest based income generating activities	
		10.3 % of women and men deriving income directly from wetland resources	
	11. Limited participation of women in decision making on issues of ENR management	11.1 % women and men actively participating in natural resource management committees	
		11.2 Number of women and men receiving environmental services, payments for protecting watersheds or areas of high biodiversity	

3.6 Agriculture sector

The sector is guided by the Agriculture Development Strategy and Investment Plan (2010/11-2014/15) whose vision is a competitive, profitable and sustainable agricultural sector. This vision is sought through two major development objectives that include: rural incomes and livelihoods increased; and household food and nutrition security improved. The objectives are implemented through three programme areas, which are: production and productivity; the enabling environment; and institutional strengthening. Important to note is that the plan tasks the Ministry of Agriculture, Animal Industry and Fisheries (MAAIF) to integrate gender issues into annual ministerial policy statements and those of its affiliated institutions such as the National Agriculture Research Organization (NARO). However, the following gender issues still require attention from planning and budgeting processes within the sector.

3.6.1 Gender issues in the agriculture sector

- Most of the work in the sector is done on land and by women (83%) but majority of these women do not own or control agricultural land although they have access. Therefore, they lack security of ownership and control of the agricultural enterprise(s) on that land.
- High cost of improved seed and other technologies makes majority of farmers and more so the female farmers to save and use seeds of the previous season leading to low production.
- Lower extension service contact to women farmers as compared to men (14% women and 30% men). One of the factors leading to low contact among women is that husbands do not allow their wives/partners to attend extension service trainings and participation in demonstrations and farmer groups. The low number of female extension staff magnifies the problem.
- The role of household food provision is mainly for women, today all food crops have become cash crops, and so most households sale off all the food leaving them food and nutrition insecure.
- Studies indicate that about 65 per cent of female farmers lack control over proceeds from their farm income. So they cannot buy inputs, can't re-invest to increase production and can't improve their welfare.
- Majority of women farmers as compared to their male counter parts mainly use rudimentary farming technologies. Apart from lack of access to appropriate technologies, heavy work load also limits women's capacity to pay attention to soil and water conservation practices thus causing land degradation.
- Rural-urban migration of youth and men leaving behind women and the elderly to carry out agriculture production has increased workload on women hence reducing agricultural production and productivity.
- Low exposure of women farmers to agricultural and market information as compared to male farmers, leads to their low participation in markets thus selling at low farm gate prices.
- Majority of female and male subsistence farmers lack business skills making them unable to produce sustainably for markets and with no value addition to their produce.

- Low participation of women farmers in profitable agricultural enterprises (such as livestock production) as compared to their male counterparts mainly due to heavy workload and limited or lack of capital.
- Climate change has brought about more and longer drought periods which impact differently on men and women farmers. In pastoralist communities the men go further away to look for pastures and water while women go longer distances for household water. In cropping communities the work load of women is increased due to longer distances to fetch water and firewood, limiting the time for agricultural and food production.
- According to the Yearbook on Agriculture Finance (2009), there has been a reduction in the level of agriculture finance from formal banks. This is a challenge for both women and men who require equal access to affordable credit for investment in agriculture. However, the credit constraint disproportionately affects women farmers since they do not at all times have collateral and often receive piecemeal information about government programmes on agriculture finance due to restrictions on their mobility by male spouses. Men and women have resorted to SACCOs to access credit but these have been found to be expensive and exploitative to operate with which deters farmers from obtaining credit. In FY 2009/10, Government allocated Shs 30 billion to Bank of Uganda to be accessed by both female and farmers. Accessibility to this credit facility is still a challenge due to terms and conditions that most times disfavor small-scale farmers, majority of whom are women.

In light of these gender-based constraints to agricultural productivity and investment, MAAIF has undertaken some efforts such as the promotion of appropriate technologies including animal traction and mechanization which if up scaled can help in the reduction of time and labor burdens amongst women to allow them participate in other productive ventures. The sector through NAADS has also promoted the formation and institutionalization of farmer groups to enable access to extension services, demonstration and learning. Since women are key players in the sector, their groups have to a significant extent benefited from the initiative although the incentives for translating the knowledge gained into action are still inadequate.

Therefore the agriculture sector needs to design and resource the implementation of a gender mainstreaming strategy that is customized to the differing needs of female compared to male farmers in the spheres of productivity, investment, training and market access. Institutionally, the strategy will also ensure that all sector plans, budgets and programmes are gender responsive at both central and local government levels. However, this has to be preceded by the identification of gender-related concerns by farmer's sex, location and sub-sector using the indicators presented in table 6 as the starting point. Without this kind of gender disaggregated information, the sector will experience technical hardship in conducting a gender analysis and incorporating it into strategic plans as well as justifying budgetary allocations gender inclusive or women-specific activities. As such, if the sector is to create visible change in the lives of women and men, for example in terms of addressing gender gaps in the ownership and control over agricultural assets, then the proposed indicators ought to be at the center of planning processes.

Table 6: Gender responsive indicators for the agriculture sector

Sub-sector	Gender issues	Gender responsive indicators	Source of information	Reporting frequency
Agriculture (Crops Livestock Fisheries)	Most of the work in the sector is done by women (83%) on land majority do not own or control; therefore they lack security of ownership of the agricultural enterprise on that land.	1.1 % age of women and men farmers owning and controlling agricultural land 1.2 % age of women and men farmers owning and controlling their agricultural enterprise.	MAAIF- SME reports, UBOS Service delivery survey reports	Annual
	High cost of improved seed and other technologies makes majority of farmers, more so women to use own saved seeds and rudimentary technologies which leads to low production.	2.1 age of men and women farmers using improved seeds and technologies 2.2 No. and types of improved technologies adopted by women and men farmers	MAAIF- SME reports, UBOS Service delivery survey reports	
	Lower extension service delivery to women as compared to men.	3.1 % age of women and men farmers accessing extension services 3.2 % age of women and men farmers trained in modern agricultural technologies	MAAIF- SME reports, UBOS Service delivery survey reports	
	Excessive sale of food crops by men leaving household's food and nutrition insecure.	4.1 % age of food secure households 4.2 % age of nutrition secure households	MAAIF- SME reports, UBOS Service delivery survey reports	
	About 65% of female farmers lack control over proceeds from their farm income. So they can not buy inputs, can't re-invest to increase production and can't improve their welfare.	5.1 % age of women controlling their farm income 5.2 %age of women and men using quality inputs 5.3 %age of women farmers re-investing their farm income	MAAIF- SME reports, UBOS Service delivery survey reports	
	Most of the land degradation is caused by women farmers mainly due to use of poor farming practices.	6.1 %age of men and women farmers practicing sustainable farming practices.	MAAIF- SME reports, UBOS Service delivery survey reports	

	Rural-urban migration of youth and men leaving behind women and the elderly to carry out agriculture production has increased workload on women hence reducing agricultural production and productivity.	7.1 %age of men and youth engaged in rural agricultural enterprises.	UBOS Service delivery survey reports, MAAIF- SME reports
	Heavy work load also limits women's capacity to participate in agricultural production and marketing activities.	8.1 % age of women farmers using on and off farm labor saving technologies. 8.2 %age of women farmers participating in agricultural marketing activities	UBOS Service delivery survey reports, MAAIF- SME reports
	Low exposure of women farmers to agricultural and market information leading to low participation in markets thus selling at low farm gate prices.	9.1 %age of women farmers accessing improved markets and selling at better prices	UBOS Service delivery survey reports, MAAIF- SME reports
	Majority of female and male subsistence farmers lack business skills making them unable to produce sustainably for markets and with no value addition to their produce.	10.1 %age of men and women trained and practicing agri-business skills 10.2 % age of men and women farmers adding value to their produce	UBOS Service delivery survey reports, MAAIF- SME reports
	Low participation of women farmers in commercial livestock production.	11.1 %age of women carrying out commercial livestock farming	UBOS Service delivery survey reports, MAAIF- SME reports
	Climate change impacts differently on men and women farmers in crop and livestock farming communities.	12.1 %age of men and women farmers adopting climate change sensitive technologies	UBOS Service delivery survey reports, MAAIF- SME reports

3.7 Justice Law and Order Sector

The Justice, Law and Order Sector (JLOS) is an outcome of Uganda's sector-wide approaches (SWAPs) to development. The JLOS is mandated to promote the rule of law through effective regulation of economic activity, clarification and affirmation of rights, strengthening laws, regulations and institutional arrangements. This mandate is executed by a set of institutions that include: the Ministry of Justice and Constitutional Affairs; the Ministry of Internal Affairs; the Judiciary; the Directorate of Public Prosecutions (DPP); Uganda Law Reform Commission; Uganda Human Rights Commission; Uganda Police Force; Uganda Prisons Services; and the Judicial Service Commission; the Ministry of Gender, Labor and Social Development; the Ministry of Local Government (Local Council Courts); the Uganda Law Society; the Tax Appeals Tribunal; Centre for Arbitration and Dispute Resolution; and the Law Development Center.. Through their interlinked functions, these JLOS institutions prepare and implement programs that are centered on: 1) promoting the rule of law and due process; 2) fostering a human rights culture across all sector institutions; 3) enhancing access to justice for all especially the poor and marginalized; 4) reducing the incidence of crime; and 5) enhancing the JLOS contribution to economic development. Programme implementation in JLOS is currently being guided by the Third Sector Strategic Investment Plan (SIP III, 2012/13-2016/17), which was conceived basing on the achievements, challenges and lessons learnt from SIP II. The sector's mandate and programs set in SIP III present an opportunity to strategically respond to the issue of gender equality in access to all forms of justice and advancement of women's rights in political, economic and socio-cultural arenas.

3.7.1 Gender issues in the justice law and order sector

Uganda's justice system has a set of legal reforms and institutional mechanisms that seek ensure equality between women and men. For instance, Uganda has one of the most gender sensitive constitutions at both regional and international levels. Article 32 (1) of the 1995 Constitution states that “...*Notwithstanding anything in this Constitution, the state shall take affirmative action in favor of groups marginalized 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.*” The constitution being the supreme law implies that all aspects of civil, criminal, commercial and land law ought to have provisions that are responsive to the differing needs of women as compared to men in terms of access to justice. Such access to justice ought to be viewed at three main levels:

1. Physical access – how close female relative to males users are to law enforcement agencies;
2. Access in financial terms – how affordable legal services are to women as compared to men; and
3. Access in technical terms – how comfortable female relative to males users are with the legal language and procedural requirements. This also relates to the treatment of users by the law enforcement personnel as well as their representation by experts in law and its techniques and their ability to use them.

The justice system has also gained gender awareness and technical support from the MGLSD, which is the national machinery for operationalising the Uganda Gender Policy (2007). The MGLSD has made some significant contributions towards addressing gender-based constraints in accessing justice. Specific interventions include: spearheading efforts for a integrating gender into the constitution making process, legal awareness activities, disseminating some laws through booklets of simplified and translated versions, piloting a community-based paralegal programme, and the development of gender training materials as well as actual training of judicial officers, state attorneys, police and sub-county local council officials. The MGLSD has further been recommended to be part of the governing board that will oversee the implementation of the National Legal Aid Policy, which is essential in enabling JLOS come up with strategies that are customized to the justice needs of poor/marginalized groups amongst women and men.

Whereas the efforts of the MGLSD are commendable, there are still noticeable deficiencies in Uganda's civil, criminal, commercial and land law systems when it comes to addressing the injustices associated with abuse of women's human rights and those of other vulnerable persons including children, the disabled and elderly. The justice system in Uganda is largely concerned with civil, commercial, land and political rights, such as freedom of expression and women's right to vote and be voted - areas that mainly focus on the state's relationship with its citizens. Abuses suffered by women are typically very different - they often occur in the home or other private places, carried out by individuals acting of their own accord. Domestic violence, forced prostitution and exploitative domestic work are examples to reckon with. Women-specific needs, as the usual victims of SGBV, are most times disfavored by the established procedures for accessing justice across all legal systems. The system is driven by complex rules; it challenges the victim's credibility; women victims usually lack control due to income poverty; they are usually tasked to tell the state's story instead of a coherent narrative around what happens them. There is no protection against recall, and there is no guaranteed safety in cases of face to face confrontation with the perpetrators of SGBV, who are usually males. This provokes symptoms of traumatic stress that causes some victims to freeze when testifying and be unable to recall the events, a sign that re-victimizes women in court and deters access to legal services.

The other dis-enabling factor is that the criminal justice system in Uganda like in most countries of the world is pre-dominantly retributive as opposed to being restorative. Although retributive systems are essential in outlawing gendered forms of violence and oppression, for example rape and defilement, restorative justice that allows mediation between victims and offenders is meaningful for women and girls in ways that mend domestic, neighborhood and communal relations in situations of SGBV. Dispute resolution through restorative means also provides validation, acknowledgment and safety for women with less socio-economic influence and promotes social connection by providing a mental understanding to the offender of what the experience and harm caused on the victim was like. Restorative responses can also offer alternatives to a victim who has kept silence out of fear that the abuser will be arrested and the family's means of support ended. Therefore without the adoption of restorative processes, criminal justice and mental health responses to SGBV that favor psycho-educational treatment for victims and perpetrators, might remain ineffective. In addition, there need to operationalize the presumption that every person is equal under the law and that equality of opportunity exists for all persons to seek protection of the law.

As a policy and planning recommendation, gender responsive strategies within JLOS should be targeted at making the justice system the overarching enabler in the fight against SGBV and the abuse of women's rights. Short of this, JLOS will be unable to create a visible impact as far as the provision of equitable access to justice is concerned. This can be resourced and implimented by jointly developing the JLOS Gender Strategy and action plan whose design has to be based on gender disaggregated information, regarding justice delivery and the impact of law reforms, one which is sector-wide and can be integrated into other information systems within JLOS. The indicators presented in table 7 are vital in enabling the sector acquire such kind of information using baselines that are gender-ware in capturing the differing conditions of women relative to men, as end-users and actors in the justice system.

Table 7: Gender responsive indicators for the justice law and order sector

Planned Outcomes in the sector	Gender responsive indicators	Source of information	Reporting frequency
1. Strengthened legal and policy frameworks for JLOS operations and national development	a) Proportion of men, women, youth and disabled with access to updated laws	National Service delivery surveys and periodic sector surveys	Annual
	b) Number of new laws with gender responsive provisions and enforcement mechanisms		
	c) Proportion of the public (disaggregated by gender) confident in the enforcement of existing laws	Periodic sector surveys, UBOS	
	d) Proportion of family disputes resolved through the use of ADR mechanisms	Court statistics	
	e) Proportion of SGBV cases resolved through restorative & psycho-social means		
	f) Proportion of males to females in the JLOS workforce		
2. Access to JLOS services particularly for the vulnerable persons enhanced	a) Ratio of completed cases to registered cases	Court statistics	
	b) Percentage of registered cases featuring males relative to females		
	c) Percentage of completed case featuring males relative to females		
	d) Proportion of districts with complete chain of core JLOS services and institutions	JLOS Geographical Information system data base	
	e) Proportion of districts with a chain of JLOS services responsive to sexual and gender-based violence & women's rights		
	f) Average length of stay on remand for capital offenders by gender	Prison census	
	g) Incidence of crime per 100000	Police crime statistics	
	h) Level of women's relative to male's involvement in crime		
	i) Levels of victimization for males relative to females		
3. Observance of human rights and accountability promoted	a) Proportion of Auditor General's recommendations implemented and responsive to gender needs in justice delivery	Auditor General's report	
	b) Proportion of completed to registered corruption cases featuring males relative to females	Court statistics	
	c) Proportion of pretrial detainees by gender	Prisoner census	
	d) Proportion of UHRC recommendations adopted and responsive to women's rights	UHRC annual reports	

4.0 Conclusion

The indicators presented in this report not only signify how gender cuts across different sectors but also its usefulness in the periodic gathering of information on sector by sector performance. If sector performance data is disaggregated by gender, broader analysis will be possible on whether government programmes are producing equitable outcomes for the targeted segments in the population. However, there is clear evidence in the report that sectors lack gender-sensitive targets and baselines. Although health, education, JLOS and the natural resource management sector had baselines and targets in their ministerial policy statements and strategic plans, most of these were gender neutral –meaning that the resultant information would be silent on the progress and impacts made by sectors in regards to gender equality and women’s empowerment.

That is why most of the annual sector performance reports that were reviewed in preparation of this report had no findings against which sectoral results and progress could be measured in comprehensive gender terms, albeit the sex-disaggregated data presented in some, for example the education and health sector performance reports. It should be noted that sex-disaggregated data is a sub-component of gender-disaggregated information and only reveals quantitative gains yet the conditions that lead to inequality and disempowerment are qualitative, and may remain intact even in situations where quantitative results have been obtained. For instance, an increase in women voters and voted candidates in parliament, like the case is in Uganda, may not translate into robust legal mechanisms on the reduction of abuses suffered by women as a result of socio-economic disempowerment in the domestic arena. Therefore the design of gender responsive indicators is essential but only if sector planning is informed by gender-sensitive baselines and setting targets for creating a visible alteration in the conditions that cause gender inequality and the marginalization of women.

Furthermore, gender responsive indicators accompanied by baselines and targets alone will be useful at the planning stage but not automatically permit the regular flow of feedback on how sectors are performing in the area of gender equality and women’s empowerment. Rather there is need for synergy and collective demand amongst policymakers, planners and M&E managers for a regular flow of gender disaggregated information on program performance so as to enhance the quality of decision-making before, during and after the planning and budgeting cycle. This implies that if the UNJPGE wants to score significantly in the area of strengthening government capacity in gender responsive planning and performance monitoring, capacity development on gender mainstreaming into the exiting M&E systems has to be a continuous process, by taking on the insights and recommendations presented in this report.

5.0 Recommendations

The recommendations presented in this section are two-fold: national-level and sector-level recommendations. The former will be useful in gaining sector-wide commitment on the issue of gender responsive planning and performance monitoring whereas the latter serve as options that each sector can choose from to address gaps that are unique to its planning needs and legally prescribed mandate.

5.1 National-level recommendations

In order to strengthen the capacity of government agencies in the mainstreaming of gender into planning and performance measurement, the following options ought to be considered:

- a. ***Developing a resource guide on gender responsive monitoring and evaluation;*** mainstreaming gender into performance measurement across MDAs does not require an additional M&E system, but rather a guiding framework that will provide a simplified how-to method for all stakeholders on mainstreaming gender-relevant issues into the existing M&E systems. This can be achieved by: i) taking stock of the M&E initiatives at national and sector levels; ii) undertaking a gendered assessment of the M&E capacity development efforts in government; and iii) developing a resource guide on mainstreaming gender into the national monitoring and evaluation system as well as the JAF.
- b. ***Designing a national gender observatory on programme performance;*** information is essential in managing the gender mainstreaming process if service delivery is to be targeted at visible change in the lives of women relative to men. Such information occurs in different forms as manipulatable data, synthesized reports and papers, summaries and monitoring data, disaggregated by gender and sector. Therefore NPA and OPM together with UN Women can design and resource a gender observatory, which is a web page on each institution's website with worldwide links that lead to information and data about the performance of different government programmes in the area of gender equality and women's empowerment. Acquiring such an observatory goes through the cycle of collection, storage, retrieval and management of gender disaggregated information by programme, employing multiple strategies for dissemination to enable all MDAs access the information about the performance of government towards the realization of gender equality and women's empowerment. This can spur innovative utilization of ICT facilities such as the NPA or OPM website.
- c. ***Sustaining capacity development on gender responsive indicators, baselines and targets;*** capacity to conceive and design gender responsive indicators, baselines and targets before the planning cycle of government should be a continuous process through trainings that are customized to the functions of each sector. This will create a shift from capacity building to capacity development, in which the latter transcends training to include resourcing M&E activities and information management which if all achieved would enable sectors to plan and monitor the gender responsiveness of service delivery.

5.2 Sector-level recommendations

The experience gained in working with the 7 sectors to develop gender responsive indicators, revealed a number of gaps to be addressed at sector level if gender planning and performance measurement at national level is to be participatory in a meaningful and systemic manner. For this reason, the following recommendations are for reflection by each sector:

Education and sports sector: planning in the education and sports sector is largely guided by sex-disaggregated but not gender responsive indicators. To illustrate the point, the sector usually gains feedback on enrollment rates by sex and level of education but not so much on the conditions that constrain longevity in school for boys as compared to girls. Therefore subsequent planning is partially informed by quantitative performance data which results into important analytical figures but misleading interpretations about the quality of education received by boys compared to girls. Therefore the proposed gender responsive indicators (table 1) will deepen the analysis on the progress and impacts made by the sector in regards to gender equality and women's empowerment.

Health sector: performance measurement in health sector is largely based on ill-health indicators and the quantitative aspects of service delivery, such as; under 5 mortality rate (per 1000 live births) and percentage of deliveries in health facilities respectively. Therefore, planning for health performance monitoring needs to move towards the holistic understating of health needs that encompasses not only common disease infections, but also the socio-economic conditions that pose burdens on women's as well as men's health and hindrances in access to quality health care. As a step in this regard, the gender responsive indicators proposed in table 2 are useful for the quantitative and qualitative aspects of health performance monitoring so that the sector can deepen its gender analysis and incorporate the arising needs into planning and budgeting processes.

Public service sector: the overriding challenge in this sector is related to capacity of human resource and institutional procedures to respond to gender needs in public service personnel management. This can be addressed through the design and implementation of a Gender Management System (GMS), which is a network of structures, processes and mechanisms put in place to guide, plan, monitor and evaluate the process of mainstreaming gender into the sector's managerial functions including public service reform, performance appraisal, staffing and conditions of employment, discipline, training and capacity building, rewards and sanctions as well as gender responsive monitoring of sector performance. As such, the indicators in table 3 will produce information for enabling the sector formulate strategies on determining equitable conditions of employment and ensuring an adequate gender-balance in decision-making roles among other issues in public service personnel management.

Local government sector: like public service, the challenges in local government are related to the capacity of human resources to use institutional and legal frameworks on gender mainstreaming to influence LGs to act accordingly. And if not adequately addressed, local-level government programmes are likely to result into inequitable outcomes for women and men. Therefore the sector needs actionable strategies on gender mainstreaming in performance management, with a particular focus on the annual local government assessment framework used by the MoLG. The indicators in table 4 are a starting point for engendering the framework and training the assessors in obtaining information that can be used for gender responsive planning and budgeting across higher and lower local governments.

Environment and natural resources sector: this sector needs to design a Gender Mainstreaming Framework (GMF) that will facilitate both documentation and action towards critical issues related to gender, water and sanitation services. But this framework should be preceded by Rapid Gender Assessment Surveys (RGAs) on water and sanitation utilities as well as natural resource management not forgetting the emerging issue of climate change and how its impacts differ in the case of women relative to men. The RGAs have to be conducted by staff through an innovative and participatory approach using multi-stakeholder teams, comprising of representatives from both government and non-government agencies. The starting point for designing the RGA research tools can be the gender responsive indicators presented in table 5. The information gathered using these indicators will bring to light differences in the ways men and women experience water, sanitation and natural resource management issues, and further raise awareness amongst local water and sanitation actors of the need for gender responsive planning in the sector.

Agricultural sector: based on the gender gaps in this sector, MAAIF needs to design and resource the implementation of a gender mainstreaming strategy that is customized to the differing needs of female compared to male farmers, in the spheres of productivity, investment, training and market access. Institutionally, the strategy will ensure that all sector plans, budgets and programmes are gender responsive at both central and local government levels. However, this has to be preceded by the identification of gender-related concerns by farmer's sex, location and sub-sector using the indicators presented in table 6 as the starting point. Without this kind of gender disaggregated information, the sector will experience technical hardship in conducting a gender analysis and incorporating it into strategic plans as well as justifying budgetary allocations to gender inclusive or women-specific activities. As such, if the sector is to create visible change in the lives of women and men, for example in terms of addressing gender gaps in the ownership and control over agricultural assets, then the proposed indicators ought to be at the center of planning processes.

Justice Law and order sector: this sector's mandate presents an opportunity to strategically respond to the issue of gender equality in access to all forms of justice and advancement of women's rights. Therefore gender responsive strategies within JLOS should be targeted at making the justice system the overarching enabler in the fight against SGBV and the abuse of women's rights. Short of this, JLOS will be unable to create a visible impact as far as the provision of equitable access to justice is concerned. This can be resourced and implemented by jointly developing the JLOS Gender Strategy and action plan whose design has to be based on gender disaggregated information, regarding justice delivery and the gender impacts of law reforms, one which is inclusive of all the JLOS agencies and can be integrated into other information systems within government. The indicators presented in table 7 are vital in enabling the sector acquire such kind of information using baselines that are gender-ware in capturing the differing conditions of women relative to men, as end-users and actors in the justice system.

Annex 1: NPA Gender Team

NO.	FULL NAMES	POSITION
1.	Sylvia Tereka	Board Member, NPA
2.	John Ssekamatte (PhD)	Head of Department Social Sector Planning & Team Leader
3.	Sarah Nahalamba	Resource Person: Agriculture, Water and Environment Sectors
4.	Josephine Wanjiru	Resource Person: Health and Education Sectors
5.	Judith Matabazi	Resource Person: Public Service and Local Government Sectors
6.	Kareem Buyana	Resource Person: Justice Law and Order Sector

Annex 2: Technical Working Committees by sector

Mr. Isabirye Mugabira		Ministry of Local Government
Mr. Mujuni Eria		Ministry of Local Government
Ms. Gloria Mwenge	-	Ministry of Local Government
Mr. Imagara Elizabeth		Ministry of Local Government
Mr. Federica Nshemereirwe	-	MAAIF
Ms. Daisy Eresu		MAAIF
Mr. Byamugisha Benon		MAAIF
Mr. Alex Bambona	-	MAAIF
Ms. Nanyanzi Rossette		Ministry of Education and Sports
Mr. Mugabi Emmanuel		Ministry of Education and Sports
Mr. Tukamuhebwa William	-	Ministry of Education and Sports
Ms. Carolyn Kasisira	-	Ministry of Water and Environment
Mr. Mucunguzi Percy	-	Ministry of Water and Environment
Mr. Edward Masiga	-	Ministry of Water and Environment
Mr. Kiwanuka Joel	-	Ministry of Water and Environment
Mr. Mugabi Stephen David	-	Ministry of Water and Environment
Mr. Amos Mubangizi	-	Ministry of Public Service
Ms. Harriet Kyomugisha	-	Ministry of Public Service
Mr. Walimbwa Aliyi	-	Ministry of Health
Dr. Tisingweire Collins		Ministry of Health
Ms. Caroline Kyazire	-	Ministry of Health
Mr. James Mugisha	-	Ministry of Health

Justice Law and Order Sector

Okurut Felix		Judiciary
Denis Okello		Directorate of Immigration
Kasuku Ben		Ministry of Justice and Constitutional Affairs
Arinaitwe Herbert		Ministry of Internal Affairs
Josephine Nanyonga		Law Development Center
Aggrey Aturwaniriire		Prisons
Lukwago Douglas		Uganda Registration Services Bureau
Wamai Solomon		Tax Appeals Tribunal
Opolot Simon Peter		Ministry of Internal Affairs
Luswata Francis		Ministry of Justice and Constitutional Affairs
Immaculate Namala		Judicial service Commission
Ocaya James		Uganda Police Force
Christine Alalo		Uganda Police Force
Wairaga Sam		Ministry of Justice and Constitutional Affairs
Mukasa Charles		Uganda Human Rights Commission
Karungi Richard		Director Public Prosecutions

Annex 3: Guidelines for developing gender responsive indicators

Guidelines

1. Undertake a gender analysis of your sector by assessing the implications of the planned goals, objectives, outputs and programmes on women relative to men as stated in the 5-year sector investment plan.
2. Conduct a profile of the existing indicators in your sector plans, budgets and ministerial statements.
3. Use the information in 1 and 2 above to fine-tune your sector indicators in ways that will capture data on women compared to men (gender disaggregated data).
4. Define the baseline year and targets based on the indicators designed.
5. Identify possible sources of information (primary and secondary).
6. Design gender responsive methods for collection and analysis of data.
7. Design a reporting format that will represent gender disaggregated information.
8. Allocate reporting responsibilities to different departments.

Illustration

Gender analysis on JLOS: there are more men than women in justice delivery agencies e.g. state attorneys, registrars, judges, correctional officers, police officers. **Source:** annual performance report, 2010/11.

Gender implications: The men will find it easier than women to approach the agencies in expectation of maximum co-operation from their counterparts; and some of the issues that women bring to the agencies in search for justice are best appreciated by fellow women in their gendered positions as wives, mothers or nurturers. The limited numbers of women in the agencies could thus constitute a barrier to justice for women.

Gender responsive indicators: % of women relative to men in justice delivery agencies; levels of knowledge about gender mainstreaming in law reform amongst female compared to male workforce in JLOS; number of policies and laws responsive to gender needs in access to justice; and proportion of police stations with SGBV victim-friendly support units.

Sources of information and methods: review of monthly and annual reports from JLOS departments; focus group discussions with the JLOS workforce (female & male) using a checklist; and consultative meetings with women CSOs.

Baseline year: 2011

Targets: Increased gender awareness amongst staff in justice delivery agencies by 80% of the human resources; and greater responsiveness to gender differentials in justice needs by 50% of the clients