

UGANDA



UGANDA GENDER ANALYSIS

EXECUTIVE SUMMARY

I. INTRODUCTION/OVERVIEW

The Government of Uganda recognizing the need to address climate change in its effort to achieve sustainable development and green growth, ratified the Paris Agreement in 2016. The country's National Determined Contribution (NDC) presents an ambitious strategy of climate change mitigation and adaptation actions that will support Uganda in meeting its Paris Agreement commitments of reducing GHG emissions by 22 percent by 2030. These commitments complement domestic efforts set out in the 2015 National Climate Change Policy and align to the country's Vision 2040, the National Development Plan (NDP) 2015/2016 - 2019/2020, and Uganda's Green Growth Development Strategy 2017/18 – 2030/31.

As part of the NDC implementation planning process, an **in-depth gender analysis** was conducted to **better understand the gender-differentiated impacts of climate change** in Uganda. To provide local context for analysis, data collection was undertaken in the Karamoja region in Moroto District and in the Eastern region in Mbale District. The gender analysis **explored the level of gender responsiveness** of Uganda's policies, legal frameworks, planning instruments, and institutional arrangements and their **suitability for coordinating climate change actions across** all levels of government. It also explored **gender equality gaps and opportunities** in three key NDC sectors, **Agriculture, Energy, and Waste**, and proposed measures to integrate gender responsive actions in these sectors in a **Gender Action Plan**.

Specifically, the gender analysis revealed that the common gaps and challenges faced by institutions include:

- meeting human resource capacity needs surrounding the intersection of gender and climate change;
- operationalizing gender responsive actions into planning and budgeting;
- ensuring that gender and climate are not seen as separate issues in policy instruments, but rather are uniquely connected.

The gender analysis and gender action plan provide strategic **recommendations on** governance, planning, and policy that will strengthen the country's gender equality outcomes in the key NDC sectors of Agriculture, Energy, and Waste.



II. GENDER AND CLIMATE

The impacts of climate change in Uganda are already being felt as the frequency and intensity of disasters increases. These impacts are, however, not experienced equally across the population. Women face greater risks and carry a heavier burden in relation to their ability to respond and adapt to climate change due to the inequalities they face in Ugandan society. As a patriarchal society, women in Uganda experience gendered structural inequalities across economic, political, environmental, and social systems. Cultural norms that determine gender roles and too often, position women as subordinate to men, contribute to women’s inequality and can be seen mirrored in the three NDC priority sectors.

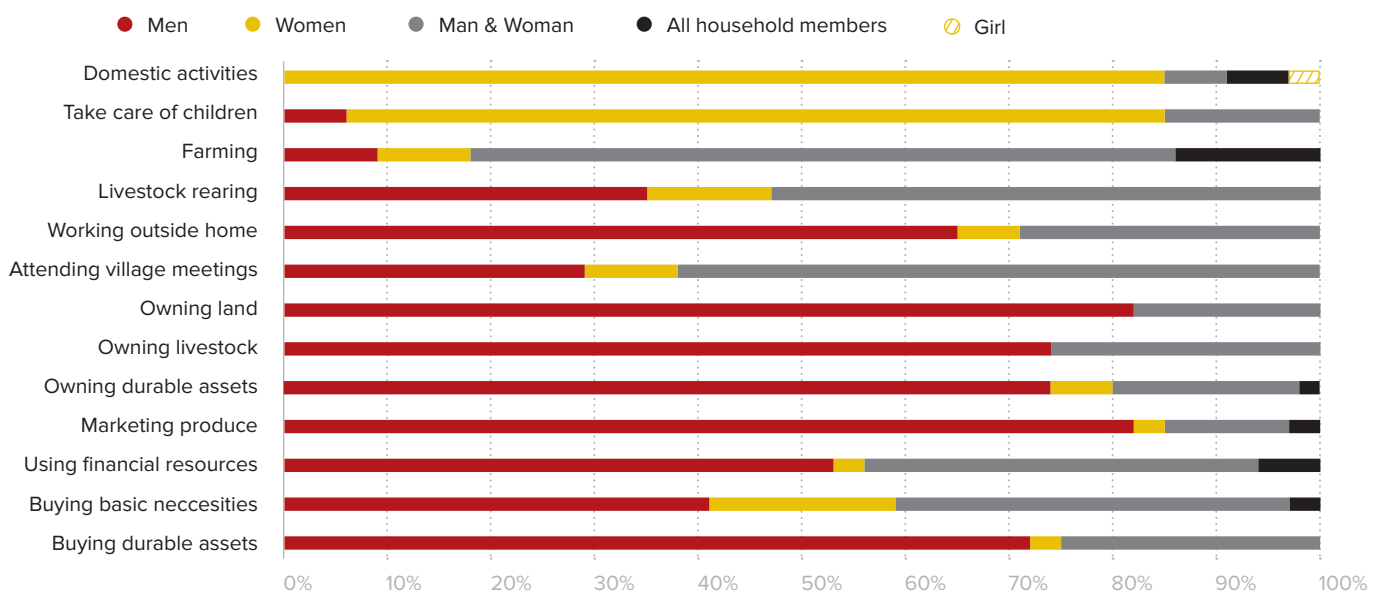
In Uganda, women have less access to education and work opportunities, face barriers to certain markets and value chains, and have less access to finance and technology. There are gendered inequalities in asset ownership and in the use and control of productive resources while women also face hurdles to meaningfully contribute to household, community, and national decision making. These constraints for women are further compounded by the high prevalence of Gender-based Violence that women and girls face.

Cultural and social gender roles that dictate women’s responsibilities in household production and reproduction contribute to women’s vulnerability to climate change. This gendered division of labor means

that women often experience heavier time and work burdens, spending, on average, 48 hours a week on unpaid domestic and care work, compared to 36 hours for men.¹ Unpaid domestic work includes cooking, cleaning, washing clothes, and fetching water and fuel as well as caring for children, the elderly, persons with disabilities, and able-bodied adults. Figure 1 below illustrates this gendered division of labour at household level in the Eastern Ugandan District of Mbale. Increased pressure on natural resources means that women often have to walk longer distances in search of water and firewood. These gendered differences mean that women and female headed households are more likely to be vulnerable to poverty, have a weakened voice in the policy and governance processes affecting their communities, and therefore are less resilient to the impacts of climate change.²

Despite this reality, women are fundamental to Uganda’s sustainable development and its response to climate change as key actors in the sectors prioritized in the NDC. Women account for 77 percent of the agricultural labor force, a sector that contributes 21 percent to Gross Domestic Product (GDP) and accounts for 40 percent of Uganda’s export earnings.³ Women are also the primary providers of fuel as well as responsible for waste disposal at the household level. Their central role in these three sectors makes them vital actors in supporting climate actions across Uganda.

Figure 1: Gendered Division of Labour at Household Level | Household responsibilities in Mbale



III. RELEVANT SECTORS

ENERGY SECTOR

Of the total primary energy consumed in Uganda, 88 percent is attributed to biomass (firewood, charcoal, and agricultural residues), 10 percent to fossil fuels, and only 2 percent comes from electricity.⁴ While grid electricity is largely powered by renewable energy assets in the form of hydropower, the majority of Uganda’s domestic energy demands rely on biomass to meet cooking and heating needs. Only 5 percent of Ugandans use clean cooking fuels⁵, while 95 percent rely on inefficient traditional cookstoves that require unsustainable amounts of firewood or charcoal.⁶ This dependence contributes to rapid deforestation, which in total is estimated to be .8 percent per annum or 50,000 hectares of forest per year across Uganda.⁷

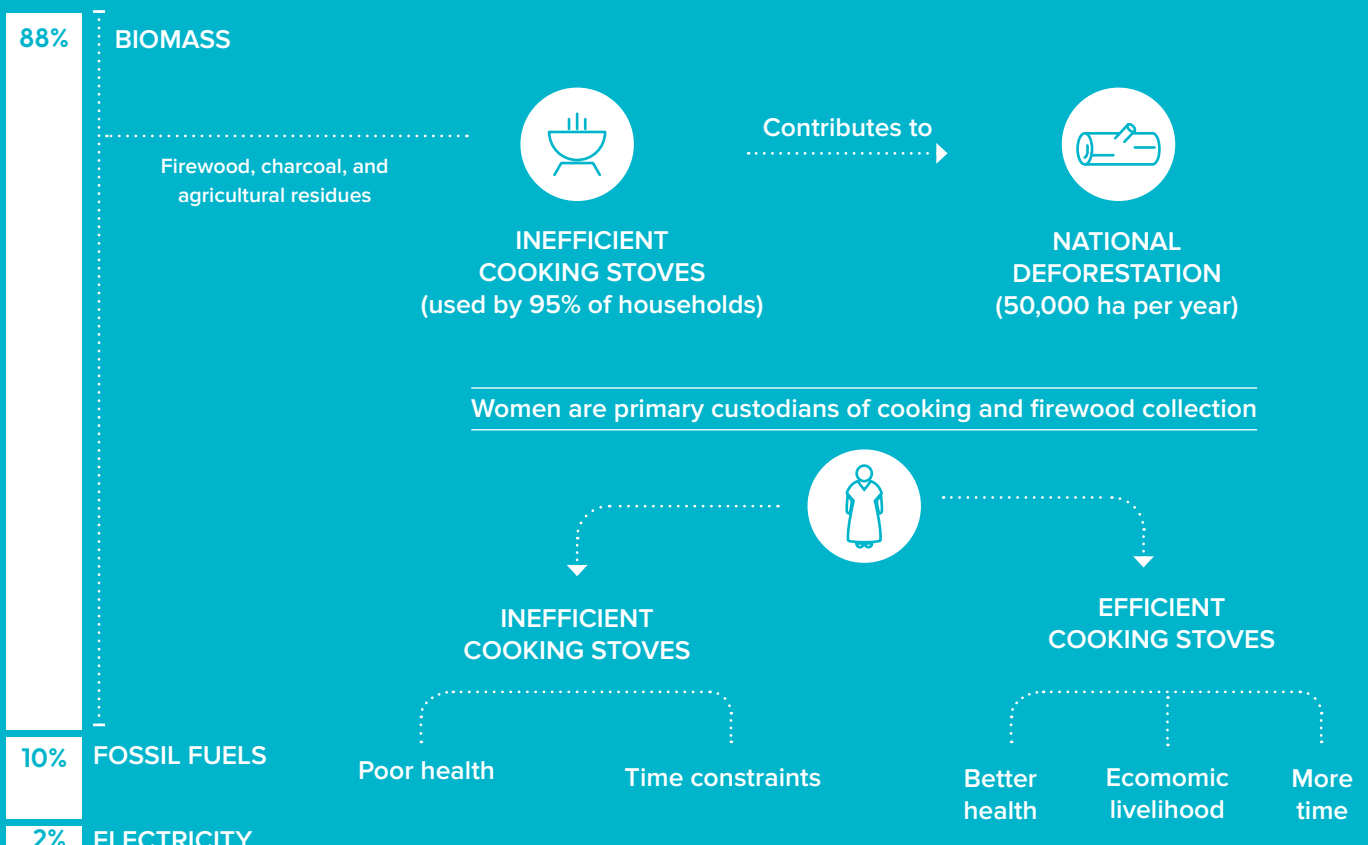
Women will be central to expanding more efficient and renewable energy solutions as the primary custodians of cooking and firewood collection in the household. Not only do traditional stoves negatively impact the health of women and children due to indoor air pollution from burning biomass, they also increase the amount of time women spend on firewood collection.

With deforestation on the rise, distances to reach firewood has increased and in turn limits the amount of time women could spend on other productive activities such as income generating activities, wage employment, and/or education. Reducing dependence on biomass and increasing use of clean cooking fuels will be integral to Uganda’s mitigation efforts.

The formal energy sector in Uganda is largely made up of private companies that are male dominated. Women are employed in smaller companies that support biomass energy production, such as in briquette making. At the informal level, it is common for rural women to produce and sell charcoal to urban markets as an additional source of income for their household.

Ensuing that women are central actors in clean energy solutions proposed in the NDC will be vital to their success and scalability as women are primary energy managers and consumers. Understanding the limitations surrounding women’s knowledge of and access to improved and efficient energy technologies, including financing, will be crucial to uptake.

ENERGY IN UGANDA



AGRICULTURE

The agricultural sector is the main source of livelihood in Uganda, employing 72 percent of the working population of which women constitute 77 percent.⁸ Despite women’s dominant role in the sector, they face a myriad of constraints surrounding access, ownership, and control over the means of production. It is estimated that **69 percent of all women in Uganda don’t own land** and are only granted access through their spouses or other male family members.⁹ When women do not have effective ownership over land this negatively influences decisions about long-term investments in the land as well as their ability to access financial services since they lack collateral.¹⁰

Gendered inequalities extend beyond **access to financial opportunities, credit, and insurance schemes** by also influencing **access to technologies, knowledge and extension services**. Studies have found that government extension programs only reach 22 percent of famers, often reaching only better off farmers, and regularly do not target women farmers.¹¹ It is estimated that female farmers’ lower access to productive resources and services in comparison to male farmers

creates a **gender gap of 13 percent in agricultural productivity**, equating to losses of 1.6% of agricultural GDP, around USD58 million.¹² These stark inequalities severely limit the adoption of improved technologies and women’s potential to effectively adapt to climate change.

In addition to these barriers, crop and livestock value chains should be seen as gendered; **men dominate high value cash crops and larger livestock assets** such as cows while **women have more authority over food security crops and smaller livestock** such as poultry. Figure 2 and 3 illustrate these gendered realities in Moroto District and Mbale District, respectively. While the type of crop and livestock deemed suitable for men and women varies regionally, **women are often sidelined in the marketing and value addition stages of production**. This limits their ability to participate in higher nodes of value chains and restricts their capacity to grow within the sector. In the face of growing climatic threats to agricultural production, the specific barriers women face must be prioritized in adaptation efforts as well as to identify mitigation opportunities in the agricultural sector.

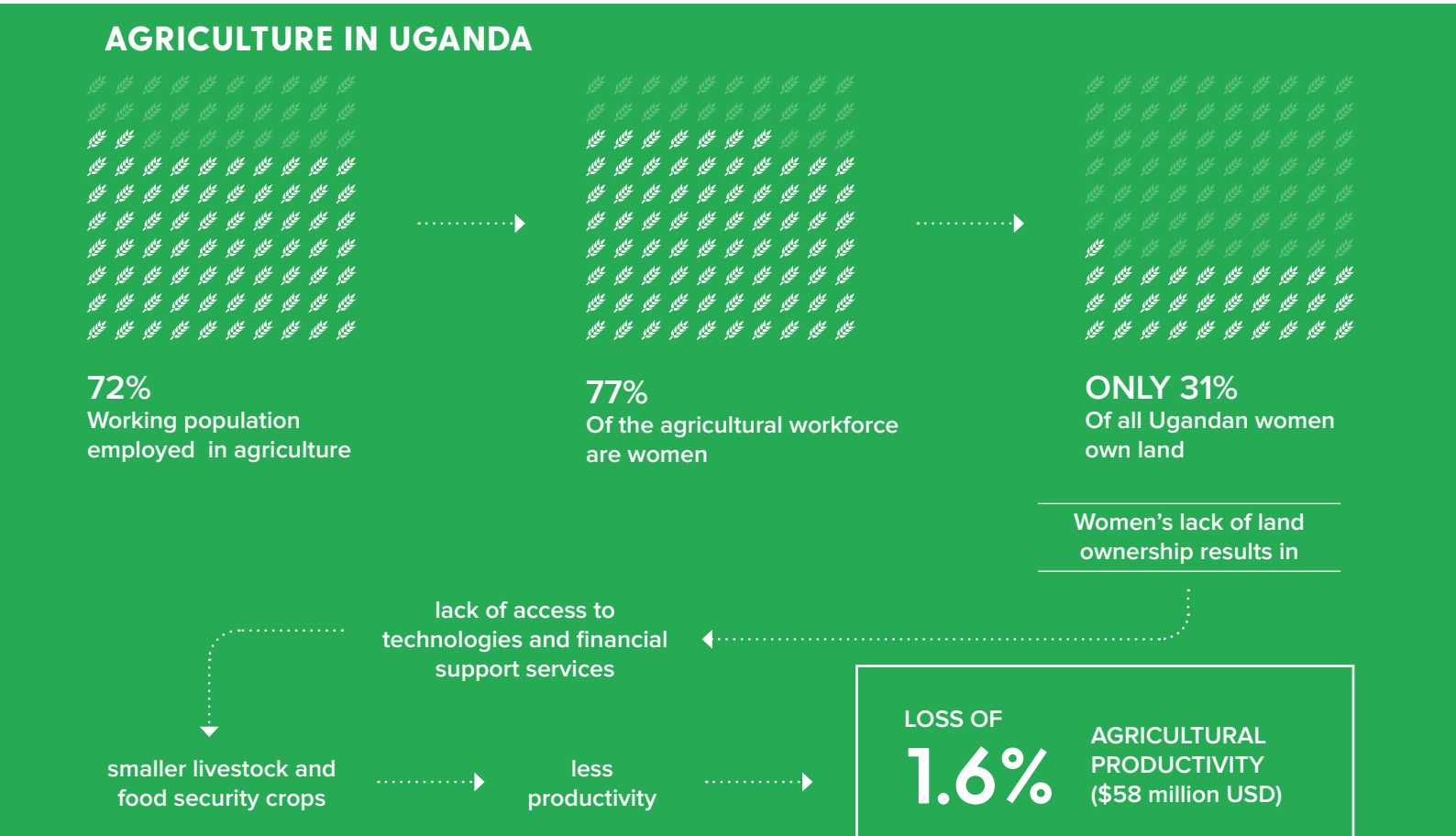




Figure 2: Gendered Livestock Ownership in Moroto District, Uganda

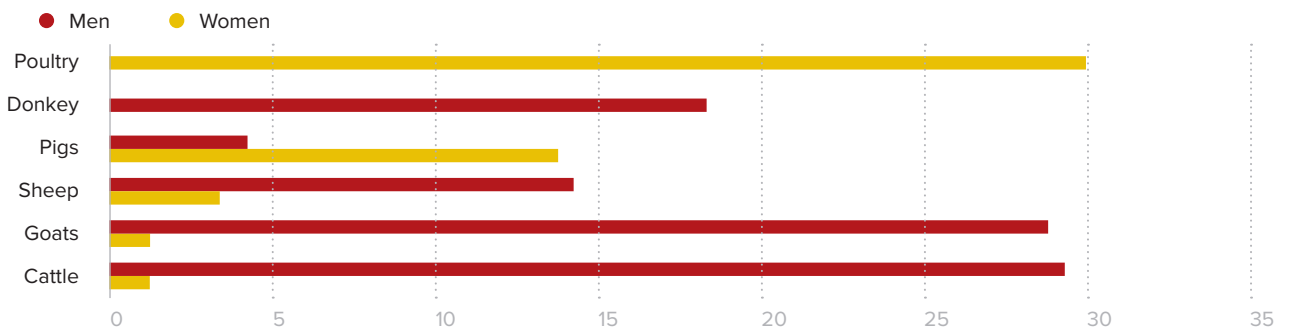
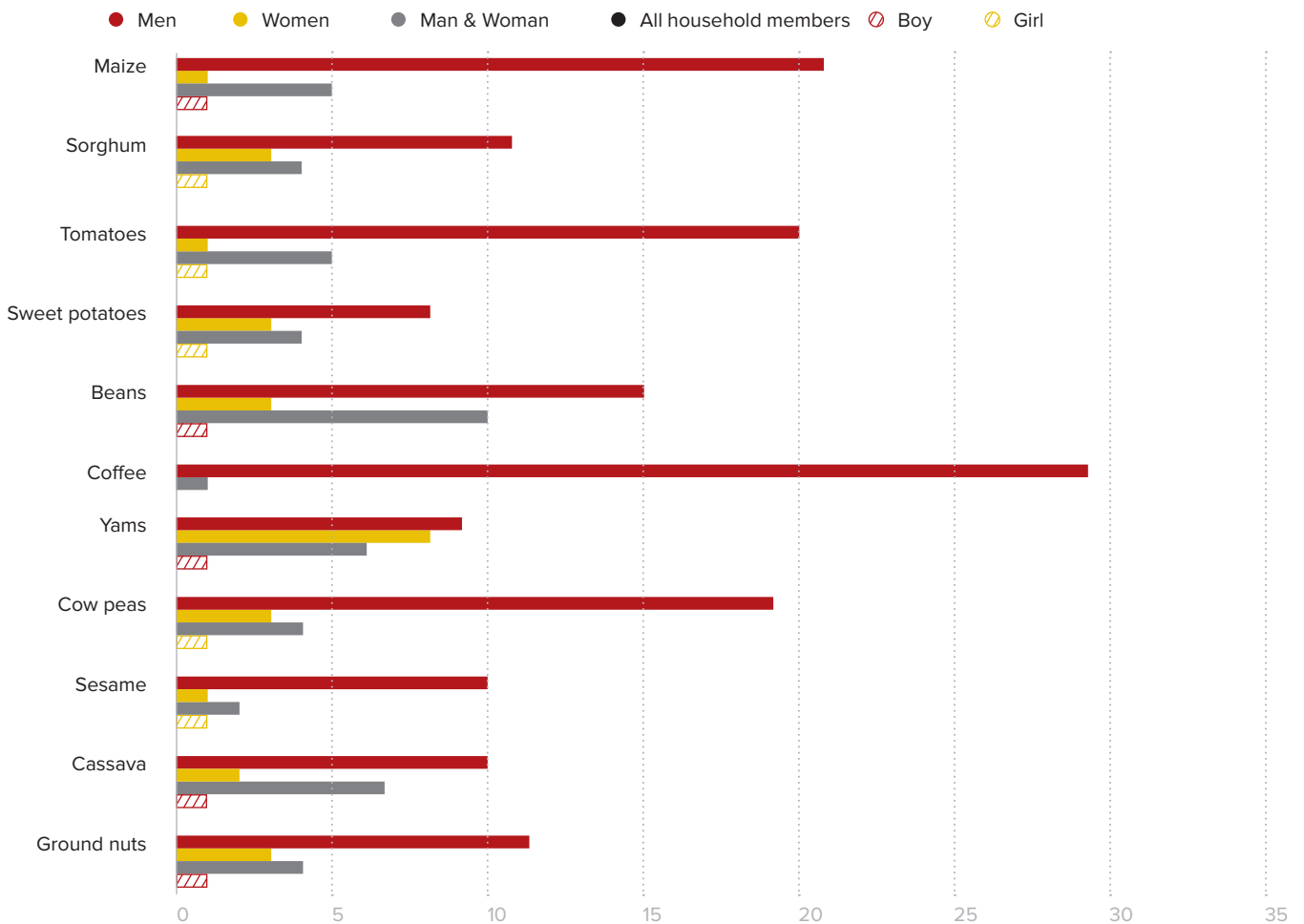


Figure 3: Gendered Responsibility of Crop Sales in Mbale District, Uganda



WASTE

Waste in Uganda is characterized by increasing levels of pollution as the majority of waste throughout the country is not systematically collected. Emerging environmental problems from e-waste, unsound use of chemicals, and oil and gas development provide new challenges to the sector. It is estimated that only 24-52% of urban solid waste is safely disposed of or recycled in municipalities.¹³ In Uganda, safely disposed of waste involves collecting waste in a landfill with the use of contracted private sector service providers. These services are often cost prohibitive for the majority of Ugandans who resort to dumping waste in drainage channels or burning it, contributing to poor health outcomes, water drainage issues, and poor air quality, which is especially evident in urban centers. Both methods of waste disposal contribute to greenhouse gas emissions through the release of methane as piles of waste decay. To mitigate emissions in the waste sector, Uganda piloted a Clean Development Mechanism (CDM) project that created solid waste treatment plants in 12 municipalities. In these plants, solid waste is aerobically composted and turned into compost manure which is then sold to farmers to improve crop yields. Municipalities can then sell the carbon credits generated from their emission savings and make waste management profitable.

While gender disaggregated data is largely unavailable in this sector, **women are the primary waste managers in households** as they are tasked with household cleanliness. They also are often employed as **waste collectors at waste management plants** or as **maintenance workers to clear drainage channels**. Despite their central role in the waste management sector, women are largely not involved in the decision-making bodies of the sector. It is important that women are involved in waste solutions as managers of household waste and people employed in the sector. Solutions that address access and affordability to solid waste management have the potential to lower women's overall work burden through improved household health while also offering new employment opportunities.

The Gender Analysis provides for a detailed **Gender Action Plan (GAP)** to address gender considerations in these three sectors. Figure 1 below provides a summary of priority actions identified in each sector.



Figure 1: GAP Summary of Priority Adaptation and Mitigation Actions



IV. GOVERNANCE

The National Climate Change Commission (formerly the Climate Change Unit) of the Ministry of Water and Environment is the Designated National Authority and focal point for the United Nations Framework Convention on Climate Change (UNFCCC) and coordinates all climate change activities in Uganda. Under the National Climate Change Policy (2015), **climate change focal points** have been assigned in all ministries, departments, and agencies and local governments and are responsible for coordinating and integrating climate change into their processes. A **National Gender Focal Point** for the UNFCCC sits in the Climate Change Commission and is tasked with coordinating and integrating gender into climate change processes. To strengthen the process of mainstreaming gender into Uganda's NDC, a gender and climate change technical team has been created that comprises government, CSOs, private sector, academia and UN Agencies.

The **Ministry of Gender, Labour and Social Development** is in-charge of overseeing social inclusion and gender mainstreaming across national and local government. The Uganda Gender Policy (2007) establishes Gender Focal Point Persons in national ministries, departments, and authorities and at local government to oversee its implementation. While climate change focal points and gender focal points exist across these units, focal points lack capacity in regard to the nexus of climate change and gender to adequately coordinate on these issues.

At the **national level**, although climate change and gender are cross-cutting issues in all government programs and plans, there is still a need to facilitate high-level political will to support the NDC process with all the relevant ministries that are needed as partners in the coordination of NDC implementation.

At the **local government level**, the climate change focal points are anchored within the Natural Resource Department but with no specific designation of an officer in-charge. The non-designation of an officer specifically handling climate change matters hampers coordination and integration of climate change in institutional budgets and programs at district level.

The Environment Committees at district **level** are responsible for ensuring cross-sectoral coordination on climate change across districts and down to lower administrative levels, yet these members are not necessarily fully capacitated in gender and climate change matters. Moreover, the District Disaster Management Committees, the responsible entity at the local government levels for disseminating information on early warning, also have capacity gaps. These gaps can be seen in formulating an integrated approach to gender and climate change, and particular, in gender and climate change-responsive messaging to the communities. Lastly, as much of the practical implementation of the NDC will take place at the local government level, it is necessary to strengthen various district sectoral teams in the linkages and interactions across climate, gender, and sectoral measures.



RECOMMENDATIONS

RECOMMENDATION 1

Establish a high-level ministerial committee on NDC policy coordination and implementation under the leadership of the Office of Prime Minister. This committee should comprise: the Ministry of Finance, Planning, and Economic Development, the Ministry of Gender, Labour and Social Development, the Ministry of Water and Environment, the Ministry of Local Government, National Planning Authority, the Ministry of Agriculture, Animal Industries, and Fisheries, and the Ministry of Energy and Minerals Development.

RECOMMENDATION 2

Address climate change and gender capacity gaps in human resources at both the national and district level to ensure smooth coordination and implementation of gender responsive measures in NDC. Strengthen capacities of the National Climate Change Commission staff, as well as of the climate change focal points of the ministries, departments and agencies, and in local governments on climate change and gender issues. Similarly, national and local government gender focal points should work closely with the UNFCCC National Gender Focal Point to further strengthen their understanding of how gender and climate change are connected. District Local Government Environment Committees, Disaster Management Committees, and Local Government Departments of Natural Resources, Production, Community Development, Health, and Works should have their capacity built to facilitate gender and climate responsive approaches in their sectoral measures. Trainings can use a Training-of-Trainer approach and should cover the NDC policy environment, legal and institutional frameworks that support the NDC, and the interactions of gender, climate change and sectoral measures.

RECOMMENDATION 3

Formalise the designated duties and responsibilities ascribed to the position of the climate change focal point within District Local Governments (this is often the District Forestry Officer) to ensure that climate issues and NDC implementation are officially part of an Officer's responsibilities.



V. PLANNING

At the national level, under the Ministry of Gender, Labour and Social Development, the **Uganda National Gender Policy (2007)**, provides policy direction in achieving gender equality and women's empowerment through mainstreaming gender in sectoral investment plans, programmes and projects. The National Climate Change Commission, led by the Ministry of Water and Environment, provides direction to all national and local government units to mainstream aspects of climate change into their programmes and plans. The **National Development Plan (NDP II)** represents the overall national planning framework and guides Uganda's development agenda. The framework identifies the importance of climate change and gender equality as vital to Uganda's development, however they are presented as separate issues and not integrated.

Working with the National Planning Authority, the National Climate Change Commission collaborates with climate change focal persons in the ministries, departments and agencies to support gender mainstreaming in various sector plans and links with the Ministry of Local Governments to support climate change integration in **District Development Plans**. However, as noted above, capacity gaps of sectoral and local government climate change focal points may limit the effective integration of gender-responsive climate change planning in the development of sectoral plans and District Development Plans.

The National Climate Change Commission places the responsibility for the financing of additional strategic climate change interventions that are gender-responsive on all national and local government units through their respective sectoral work plans. The source of financing for such priorities focuses on national and sectoral investment plans and budgets, private sector investment, multilateral and bilateral donor support and market-based mechanisms, including payment for environmental services schemes and taxes.

In 2016, the Ministry of Finance, Planning and Economic Development issued a budget call circular that requires the mandatory mainstreaming of gender and climate change into all sectoral budget framework papers and district local government plans starting with the 2017/18 fiscal year. This **budget call** circular is considered a



critical instrument in persuading ministries and local governments to mainstream gender and climate change into work-plans and activities. Improving on the use of sex-disaggregated data in any areas where climate change actions are included in sectoral and District Local Government plans would help support moving gender mainstreaming ideas in plans towards concrete action.

RECOMMENDATION 4

Improve the establishment and collection of gender / sex disaggregated data in priority NDC sectors. Capacity of the Uganda Bureau of Statistics should be enhanced to generate gender-disaggregated data in climate change and gender in relation to the priority NDC sectors of agriculture (particularly around rangeland management), energy (clean energy access and use) and waste.

RECOMMENDATION 5

Integrate specific actions from the Gender Action Plan into national, sector, and District Local Government plans and budgets. Support the National Planning Authority, National Climate Change Commission, national and Local Government climate change focal points, and national and Local Government gender focal points to be better positioned to advocate for these actions in sector investment plans and in annual sector planning and budgeting processes.

RECOMMENDATION 6

Establish gender responsive guidelines and templates for implementation and tracking of NDC actions. The guidance for implementation and Measuring, Reporting and Verifications (MRV) should be harmonized across sectors to ease the national report consolidation task of the National Climate Change Commission.

VI. POLICY

Many of Uganda's policy documents are seen to be gender responsive through their inclusion of gender equality in their objectives or in the guiding principles of the policies. These include the Constitution (1995), National Gender Policy (2007), National Climate Change Policy (2015), Agricultural Extension Services Policy (2013), National Environment Management Policy (1994), National Energy Policy (2002) and Renewable Energy Policy (2007).

Despite the progress of including gender equality outcomes in numerous national policies, there still remain gaps and policies that could be improved upon to better integrate gender and climate change priorities. For example, the Uganda Green Growth Development Strategy (2017/18 – 2030/31) links issues of inclusiveness with climate change issues in its objectives, focus and outcomes, yet the strategy presents social inclusiveness in a neutral way, not mentioning gender. Although the Land Act (1998) and the Sustainable Land Management Policy (2013) grant women and men equal rights to own (and co-own) land, customary systems restrict or prohibit land ownership by women and therefore place them in a fragile state in terms of utilization, control, and deriving the full benefits from land (Acosta, et al, 2015). The Environment Act (1995) provides for sustainable management of the environment and establishes the National Environment Management Authority mandated

to coordinate, monitor, and supervise environmental actions in country. The Environment Act includes the principle of providing for equitable, gender-responsive and sustainable use of the environment and natural resources, however, the Act does not provide any other references or action around gender.

RECOMMENDATION 7

Improve the gender responsiveness of key policies and overarching strategy documents to include gender specific issues and to provide for the protection of the rights of women, youth and children in land and environment management. This includes the Sustainable Land Management Policy (2013), The Land Act (1998), The National Environment Act, Cap 153 and the Uganda Green Growth Development Strategy. For the latter, gender equality and participation should be spelt out specifically as a development outcome due to the important role gender plays in achieving development objectives.

RECOMMENDATION 8

Ensure the formulation of the Climate Change Act is gender-responsive and includes participatory processes to ensure that all climate change vulnerabilities, risks, and impacts identified take into account gender and are discussed for inclusion in the Climate Change Act.



VII. CONCLUSION

The findings of the Gender Analysis provide a foundation for Uganda’s gender-responsive NDC implementation and facilitate a more inclusive way forward to meet climate change commitments under the Paris Agreement.

The gender analysis revealed that the common gaps and challenges faced by institutions include:

- meeting human resource capacity needs surrounding the intersection of gender and climate change;
- operationalizing gender responsive actions into planning and budgeting;
- ensuring that gender and climate are not seen as separate issues in policy instruments, but rather are uniquely connected.

In turn, the Gender Analysis supported a Gender Action Plan that suggests concrete steps to improve the NDC’s gender responsiveness in the Agriculture, Energy, and Waste sectors and also suggests governance, planning and policy recommendations to ensure proposed gender responsive actions become a reality.



ENDNOTES

- 1 Uganda Bureau of Statistics. 2017. Uganda Time Use Survey Report 2017-2018.
- 2 Gender and Climate Change Alliance (GCCA). 2016. Gender and climate change: A closer look at existing evidence. <http://bit.ly/2xAtNaV>.
- 3 National Planning Authority. 2015. Second National Development Plan (NDPII) 2015/16 – 2019/20.
- 4 Ministry of Energy and Mineral Development. 2019. Draft National Energy Policy.
- 5 Clean cooking fuels include improved cookstoves, ethanol, LPG, solar, biogas and electricity.
- 6 Ministry of Energy and Mineral Development. 2019. Draft National Energy Policy.
- 7 Ibid.
- 8 National Planning Authority. 2015. Second National Development Plan (NDPII) 2015/16 – 2019/20.
- 9 Uganda Bureau of Statistics. 2018. Uganda Demographic and Health Survey 2016.
- 10 Acosta M., Ampaire E., Okolo W. & Twyman J. 2015. Gender and climate change in Uganda: Effects of policy and institutional frameworks. CGIAR Research Program on Climate Change, Agriculture and Food Security (CCAFS). CCAFS Info Note. Copenhagen, Denmark.
- 11 Ministry of Agriculture, Animal Industries, and Fisheries. National Agricultural Extension Strategy, 2016.; Barungi M., Guloba M., ADong A. 2016. Uganda’s Agricultural Extension Systems: How appropriate is the Single Spine Structure?. Economic Policy Research Centre (EPRC). Kampala, Uganda.
- 12 FAO & UNDP. (2017). Gender and Adaptation Planning in the Agricultural Sectors: The Case of Uganda. FAO. Rome, Italy.
- 13 Ministry of Water and Environment. 2019. Water and Environment Sector Performance Report 2019.
- 14 Biomass waste treatment plants have the potential to benefit from CDM and carbon credit schemes through compost and/ or energy outputs. Currently, biomass waste treatment plants in Uganda produce compost, but biomass technologies have the potential to turn biomass into bioenergy, which can be deployed as solid, liquid and gaseous fuels for a wide range of uses, including transport, heating, electricity production, and cooking.

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