

GENDER ANALYSIS FOR GLOBAL WATER LEADERSHIP IN CHANGING CLIMATE PROGRAMME UGANDA DESK REVIEW REPORT, 2022



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1. Introduction

This is a desk review gender analysis report that has been done to understand the existing differences, relations and inequalities between women/girls and men/boys and how they influence, participate, and respond to changes in water resources management in Uganda. The analysis was specially conducted to establish the gender situation/baseline information to inform integration of Gender transformative approaches in the implementation of Global Water Leadership in changing climate (GWL) Programme.

This report covers country gender context; Legal, Policy and institutional Framework for promotion of Gender Equality in WASH and IWRM; Gender in Water and Natural Resource Sector Leadership and Management; Financing Gender-related Interventions in IWRM and WASH; and access to Water and related Resources, information, and services. The report also includes a section on conclusion of the review and recommendations for GWL Programme in relation to the integration of gender transformative approaches in IWRM.

In summary, the literature review shows that the formal gender responsive legal and policy framework is progressive, Uganda has enacted several policies and laws for gender equality, drawing from several international legal instruments and regulations to which it is signatory, however effective implementation is lagging, and important gaps remain. Most of the water and climate change-related policies have not deliberately prioritized gender thus not gender transformative. There are still gender inequalities in access to Water and related Resources, information, and services. The socio-cultural norms and patriarchal attitudes, beliefs and practices that exclude women are still deeply entrenched in structures at all levels, with unbalanced power relations. There is limited access to financing for gender-transformative water and climate change programming both at national and local government levels including civil society organizations that contribute to this sector. There are gender disparities in the water and environment sector's leadership and management.

2. Country Context

Gender equality and women's rights have been formally acknowledged by the government of Uganda as central to sustainable development. According to the Global Gender Gap report, 2021, Uganda is ranked in 66th position out of 156 countries. This implies that Uganda has made some progress in addressing gender inequalities. The formal gender-responsive legal and policy framework is progressive, key institutions exist to promote gender equality, and substantial improvements have been made in human development.

Gender inequalities still exist in Uganda. There is limited access to financing for gender-transformative water and climate change programming both at national and local government levels including civil society organizations that contribute to this sector. According to the Gender Analysis report, 2020, there is unequal access to resources (land, financial, technical, time, transport, water, energy), high incidence and prevalence of gender-based violence, the vulnerability in the case of conflicts or natural disasters all reflect real challenges to women and the attainment of the growth and modernization efforts of the

country. The report also noted that the country still faces diverse and mutually reinforcing issues and influences on the state of gender equality.

The socio-cultural norms and patriarchal attitudes, beliefs, and practices that exclude women are still deeply entrenched, with unbalanced power relations between men and women continuing to harm women's human capital development, and their ability to contribute equitably to Uganda's growth and prosperity. Socio-cultural norms and attitudes continue to disadvantage women in Uganda. As mentioned earlier, attitudes, beliefs, and practices that exclude women are still deeply entrenched throughout the country. This means that unbalanced power relations between men and women continue to harm women's agency, their human capital development, and their ability to contribute equitably to and benefit equitably from, Uganda's growth and prosperity. The gender analysis assessed the constraints to the gender transformative programming and one of the highest-ranked constraints was social or cultural barriers to women's decision-making from household to national levels.

3. Legal and Policy Framework for promotion of Gender Equality in WASH and IWRM.

Uganda has enacted several policies and laws for gender equality, drawing from several international legal instruments and regulations to which it is a signatory. Many of the laws are national while many of the policies are sectoral or organizational/institutional. Ratified international and regional instruments include: The 2030 Agenda for Sustainable Development, the Convention on Elimination of all Forms of Discrimination Against Women (CEDAW) ratified in 1985, The Beijing Declaration and Platform for Action (1995), the Africa Agenda 2063, the 1977 United Nations Water Conference at Mar del Plata, the International Drinking Water and Sanitation Decade (1981-90) and the International Conference on Water and the Environment in Dublin (January 1992), The International Decade for Action, EAC Gender Policy, IGAD Gender, Gender Policy and Strategy, environmental health policy, national environment Management policy, the national climate change policy, water policy, and sanitation sub-sector gender strategy. Uganda Gender Policy 2007, Public Finance Management Act (2015), Uganda Equal Opportunities Commission Act (2007), Vision 2040 National Development Plan III (2020/21 – 2024/25), Water and Sanitation Gender Strategy WSGS III (2018-2022), Environment and Natural Resources sub-sector gender mainstreaming Strategy. While most laws are not specifically about gender, they are gender-sensitive in providing for gender concerns. However, most of the water and climate change-related policies have not deliberately prioritized gender thus not gender transformative.¹

4. Institutional setup for promotion of Gender Equality in WASH and IWRM.

The mandate of managing Uganda's water resources and climate issues falls under the Ministry of Water and Environment (MWE). MWE is a national entity responsible for promoting and ensuring rational and sustainable utilization, development, and effective management of water and environmental resources for the socio-economic development of Uganda.

¹ Gender Analysis Report 2020 for WACDEP-G

As noted above the MWE works with Local governments through a decentralization policy, which is responsible for the implementation of rural water supply and sanitation programs at the district level. At a community level, operation and management of water and sanitation facilities are either through Community Based Management System (CBMS) for point water sources and small piped water systems outside the currently gazetted areas or through Umbrella Organization for small to medium and Large Gravity Flow Scheme sized piped water systems in gazetted areas or the National Water Sewerage Corporation (NWSC) in gazetted rural areas, large Gravity Flow Schemes and Rural Growth Centres. In addition, Private Sector operators, NGOs and CBOs also promote several approaches to the operation and management of water services (BoU, 2020).

MoWE adopted A Catchment Management Planning which provides a long-term strategy for sustainable development and utilization of water and related resource which is in line with the Integrated Water Resources Management (IWRM) paradigm, which ensures that land, water, and related resources are developed and managed in a coordinated manner without compromising the sustainability of vital ecosystems. The catchment-based Water Resources Management (CBWRM) framework has been operationalized through the four Water Management Zones of Albert, Kyoga, Upper Nile, and Victoria WMZ².

30% of Women's representation in catchment management committees and recruitment of sociologists and social development specialists who oversee gender mainstreaming in Management zones has been prioritized. However, most of the catchment management plans developed are not yet gender transformative.

All Ministry departments have a Sociologist at a principal, senior or officer level who ensures gender is integrated into the department's projects, programs, policies, and operations.

MWE is supported by the Ministry of Gender, Labour and Social Development(MGLSD) as a national Gender Machinery that is mandated to promote gender equality and women empowerment through coordinating gender mainstreaming at the different levels, providing technical support and guidance to sectors, LGs, CSOs, and private sector entities, set gender mainstreaming standards, developing guidelines and monitor their operationalization, and coordinates the monitoring and evaluation of the policy and gender-responsive development in the country. It was reported that the water sector was among the first to engage the MGLSD, having embraced gender mainstreaming in the early and late 1990's up to date. However, in term terms of capacity building, there is still a limited capacity of Gender Focal Point Officers across MDAs and a few gender experts within the Ministry to support other Ministries, Departments, and Agencies (MDAs) in gender-transformative interventions³.

The Government of Uganda emphasizes the importance of gender budgeting, which means ensuring that all Government ministries, departments, and programs/projects determine and

² Natural Resource Environment, Climate Change, Land and Water Management Programme Performance Report FY 2020/202

³ GWPEA and MoWE 2021, development of a business case on economic and societal benefits of a gender transformative approach in water and climate resilience initiatives in Uganda report

allocate resources in their budget for activities for gender mainstreaming and promoting gender equality. The government's commitment to ensuring gender budgeting is demonstrated by a legal requirement for gender budgeting under the Public Finance Management Act (Amendment) that provides for gender budgeting. According to Gender Analysis and Mapping report, MWE also has mechanisms for the promotion of Gender and Equity (G&E) in the Vote reflected specifically in gender policy formulation and or implementation, G & E Research studies, Capacity development on G&E, and regional balance.

5. Gender in Water and Natural Resource Sector Leadership and Management

Despite gains in gender equality in recent years, there are Gender disparities in the water and environment sector's leadership and management. Women represent a significant part of the stakeholders involved in everyday water use and control, but women made up less than 17 % of the WASH labor force in developing countries⁴. Their underrepresentation in technical jobs and leadership roles in the WASH sector is attributed to cultural barriers and the fact that they are less likely to own the land were water springs from, thus hindering their water management efficiency.

The sector Performance report of Financial Year (FY)2020/2021 indicates that MWE has 361 permanent staff an increment from 347 staff reported last year where 36% (131) of staff are female and 64% (230) staff are male. This is the same gender composition that was reported last year. The gender analysis of permanent staff composition for a period of 5 years (2017 to 2021) indicates that the number of female staff members has not significantly improved over the last five years and with the gender disparity between men and women stalling for the last three years.

The report also indicates that there is a limited number of women in top management positions at 16 percent in the water and environment sector. Women's participation and influence in the sector are influenced, and constrained by socio-economic standing (wealth, education, religion, customs, and beliefs) and work burden. For instance, by 2021, Male Senior Officials were at 82% while the female was at 18%. For the middle management level, the ministry has 114 staff members of which 26% are female and 74% male. The Percentage of females in this category has remained unchanged since last year. The operational level is well balanced with the number of female employees being equal to that of men.

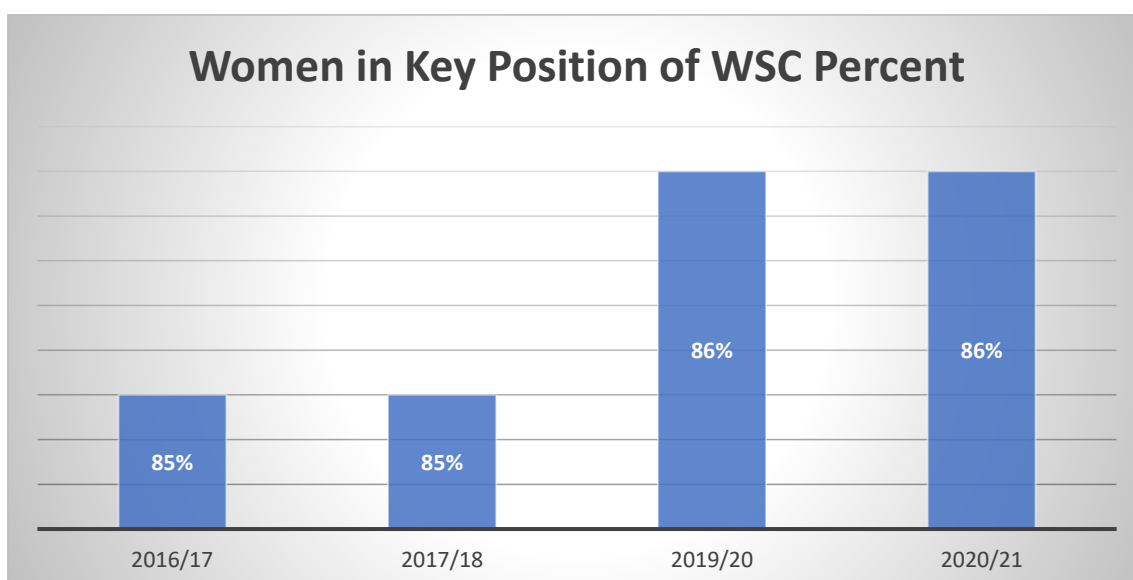
The table below indicates staff level disaggregated by gender at MWE according to the performance report.

⁴ GWPEA 2021, Capacity Needs Assessment and gap analysis of women and Women-based Organizations concerning their decision-making agency, power, choices in access to water and climate information and services

Staff Level	Female		Male	
	Nos	%	No	%
Top Management	8	18%	36	82%
Middle-Level Management	30	26%	84	74%
Operational Level	50	50%	50	50%
Support Level	38	43%	51	57%

Women's representation in Water and Sanitation Committees

Key positions on Water and Sanitation Committees (WSCs) include Chairperson, Vice Chairperson, Secretary, and Treasurer. indicates that 86% of WSCs have women holding key positions as of June 2021, this is the same percentage reported last year⁵. The trend of women in key positions over the years is indicated below.



Women's representation in Catchment

Data from 15 CMCs¹ from Aswa, Victoria, Albert, and Kyoga and Upper Nile Water management zones, indicates that 80% (12) CMCs have women in key positions. This is a slight increment from the 79% reported last year. The CMCs with no women holding key positions are in Albert Water Management Zone (Muzizi, Nkusi, and Semiliki).

6. Financing Gender-related Interventions in WASH and IWRM

The Government of Uganda emphasizes the importance of gender budgeting, which means ensuring that all Government ministries, departments, and programs/projects determine and allocate resources in their budget for activities for gender mainstreaming and promoting gender equality. The government's commitment to ensuring gender budgeting is

⁵ Natural Resource Environment, Climate Change, Land and Water Management Programme Performance Report FY 2020/202

demonstrated by a legal requirement for gender budgeting under the Public Finance Management Act (Amendment) that provides for gender budgeting. The MofPED has developed guidelines for gender budgeting.

According to sector performance report, it was noted there has been a steady increase in the trend of vote compliance for the Ministry of Water and Environment was at 59%, 51%, and 74%, 77%,81% for FY 2016/2017, FY 2017/2018, FY 2018/2019, 2019/2020, and 2020/2021 respectively. The figure below indicates the progress regarding Gender and equity budgeting for MoWE for the last five years.

Progress GE– Gender and Equity Budget Compliance for Ministry of Water and Environment and her instutions for the last five years

S/N	Vote Name	2016/17	2017/18	2018/19	2019/2020	2020/21
1	Ministry of Water and Environment	59%	51%	74%	77%	81.4%
2	National Environment Management Authority	66%	55%	63.7%	71%	66.1%
3	National Forestry Authority	47%	70%	50%	65.3%	63.1%
4	Uganda National Meteorological Authority	40%	50%	65.3%	53%	64.4%

Figure 1: EOC GE Budget Compliance reports

The MWE also specifically permits Local Governments to allocate up to 8% of the District Water and Sanitation Conditional Grant (DWSCG) to software activities including gender mainstreaming activities. A recent assessment found that the general perception, however, seems to be that 'engineers squeeze software' and that 'if there are to be any budget cuts, the software budgets will be the first victim because politicians are interested in visible and tangible products.' It was also found that the release of the conditional grant tends to be very late, commonly in the 3rd quarter, which leads to compression of software activities and that there also tends to be a restricted release from the central government⁶."

The key challenge is that not all the departments in MWE have allocated funds for gender mainstreaming in their budgets. The responsibility still primarily lies with the water liaison division (where the principal sociologist/ MWE Gender Focal Point Person is located)⁷. The

⁶ Ministry of Water and Environment 2017, a gender impact Study of the water and sanitation sub-sector Gender Strategy

⁷ GWPEA and MoWE Report,2021, development of a business case on economic and societal benefits of a gender transformative approach in water and climate resilience initiatives in Uganda.

studies show that Gender mainstreaming budgets often cut whenever there are shortfalls, Gender stand-alone activities are not prioritized, Gov't resource support for gender and inclusion is still inadequate, with reduced donor support for the Water sector, it's uncertain whether gender and inclusion programs will be funded adequately and at LG level, funds allocated and released for "software" activities are usually very meagre.

According to the Uganda Gender Analysis report 2020, it was found that attitude toward gender budgeting was 85% however the practice was 47%. Availability of financial resources to support gender transformative investments was the second highest ranked constraint (42% major, 30% moderate) to gender transformative programming. This finding suggests that gender is still considered something requiring additional financial resources from donors and is not addressed (or mainstreamed) through all activities as a matter of course. Gender is not considered an essential part of water, climate, or development work to the degree that it is addressed regardless of whether donors earmark specific funds for it. This interpretation suggests that gender transformative approaches will depend upon specific investments from donors⁸.

7. Access to Water and related Resources, Information, technology, and Services

Ownership of and control over water and natural resources is dominated by men in Uganda and this enables them to participate and benefit in the management of natural resources including water resources compared to women. While women play an important role in agriculture and natural resource management in Uganda, they have greater financial and resource constraints, and lower levels of access to information, resources, and services than men. Because of these gender inequalities, women face unique challenges when it comes to adapting to climate change. Even though the land is a critical resource for over 90 percent of households in Uganda, women own only 16 percent of the registered land (MWE, 2010). It is further 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 (Uganda Bureau of Statistics, 2018). Uganda Demographic and Health Survey 2016) noted that when women do not have effective ownership over land this negatively influences decisions about long-term investments in the land UNDP 2020: Acosta M et al 2015). This, therefore, hinders their efficiency in water and natural resource management. There are still insufficient water and sanitation services for women and girls in public spaces and schools. Women and children spend huge amount of time and energy and move long distances in search of water and firewood which exposes some women and children to Gender Based Violence and increases their burden so that they have limited time to participate in economic activities leading to poverty.

⁸ GWPEA 2020, Gender Analysis report for Uganda WACDEP-G Report

8. Conclusion and Recommendations

Deriving from the literature, it is evident that there is some progress in the integration of gender in Natural resources, environment, climate change, Land, and water management in Uganda, however there is a need for more concerted efforts and commitment from Government ministries, departments, and agencies, Development partners, Civil society organizations, traditional and religious leaders, families and communities to embrace gender transformative approaches to address the existing gender inequalities and gaps in IWRM and WASH. The analysis has reported limited integration of gender transformative approaches in the IWRM and WASH due to limited capacity to develop and implement gender transformative WASH and IWRM Policies, plans, and strategies, lack of budget allocation, the existence of social norms, exclusion of women in decision-making processes and limited access to water and related resources by women among others. Therefore, this calls for proactive and transformative strategies within the sector if the gender disparities and inequalities in IWRM are to be fully addressed.

The following are strategies recommended for GWL Programme to address gender inequalities and gaps that currently exist in IWRM and WASH through application of gender transformative approaches in IWRM and WASH.

- I. **Support the review and development of the water and climate change related policies to incorporate gender transformative approaches.** GWL Programme should support the review and development of the water and climate change related policies to incorporate gender transformative approaches. The Programme can also support the development of specific compact/guidelines to guide economists and planners in planning, and budgeting for Gender transformative IWRM and WASH or development of guidelines for mainstreaming GTA in IWRM and WASH across the respective sectors and at all levels.
- II. **Mobilizing leaders and resources for financing Gender transformative approach mainstreaming related activities in IWRM and WASH.** GWL Programme should help in mobilizing leaders and resources for financing Gender transformative approach mainstreaming related activities in IWRM and WASH, budget allocation for more construction of more water facilities, promoting water catchment restoration practices (tree planting, wetland restoration Energy serving initiatives, Rural electrification, improved agricultural practices, Increasing budget allocation for WASH and IWRM. Ensuring that the budget allocations for gender-related activities are used for planned gender mainstreaming activities, by regularly tracking expenditures.
- III. **Capacity building initiatives for both technical and political leaders and other stakeholders in integration of Gender transformative approaches in IWRM, and WASH.** GWL Programme should supplement ongoing capacity building initiatives for both technical and political leader and stakeholders in integration of Gender transformative approaches in IWRM, and WASH. There is already Gender mainstreaming in IWRM online course which GWL Programme stakeholders can tap in and undertake the course online.

There is need also to provide training to all staff on the importance of gender transformative approaches and gender budgeting.

- IV. **Mobilize Government commitment to deliberately increase the representation and meaningful participation of women and youth in water and natural resource management at all levels.** The Programme can advocate for increasing the numbers of women and youth in water resource management and support their meaningful participation in IWRM and WASH at all levels through affirmative action especially promoting female officers to top and senior management at Ministry Level. Gender sensitive public guidelines during staff recruitment and contractual stage can be developed and undertaking gender equality sensitive training for recruitment of public services panel, senior management in the ministries.
- V. **Enhance women leaders' agency and decision-making power in IWRM and WASH through capacity building programmes/initiatives.** The Programme can enhance the capabilities of the women leaders to participate and influence decisions in IWRM and WASH. Studies have shown that when a country invests in the rights and well-being of women and has them in decision-making positions of authority, it creates a positive ripple effect that lifts the entire country. Companies that include women among senior decision-makers and provide equal opportunities to men and women, do better than their competitors⁹. For instance, a previous assessment of the impact of gender mainstreaming in the water and sanitation sector in Uganda revealed that most water sources management committees with women holding key positions were found to be functioning normally compared to those where men occupied similar positions¹⁰.
- VI. **Development and dissemination of Knowledge management materials.** The Programme should support the development of Knowledge management materials such as case studies/documentation of best practices in relation to gender transformative approaches, technical and fact sheets, policy briefs, posters, brochures with key messages for awareness creation and mindset change towards addressing existing social and gender norms that hinder the achievement of gender equality and women empowerment in IWRM and WASH. Studies/assessments and exchange learning platforms can also be launched. This will contribute to the generation of sex and gender disaggregated data for integration in IWRM and WASH information systems.

⁹ Women Deliver, the investment case for women and Girls

¹⁰ Ministry of Water and Environment, 2017, a gender Impact Study of the Water and Sanitation Subsector

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<https://www.mwe.go.ug/library/catchment-management-plans->

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Women Deliver, The Investment case for Women and Girls