

# **Assessment of the Framework for Sustained Production of Gender Statistics in Uganda**

**REPORT ON THE FINDINGS**

MARCH 15 2017



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# LIST OF ABBREVIATIONS AND ACRONYMS

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<b>AU</b>	African Union
<b>BFPs</b>	Budget Framework Papers
<b>BPfA</b>	Beijing Platform of Action
<b>CEDAW</b>	Convention on the Elimination of All forms of Discrimination against Women
<b>COMESA</b>	Common Market for Eastern and Southern Africa
<b>CRC</b>	Convention on the Rights of the Child
<b>CRPD</b>	Convention on the Rights of Persons with Disability
<b>CSOs</b>	Civil Society Organisations
<b>DFID</b>	Department for International Development
<b>DGF</b>	Democratic Governance Facility
<b>DPs</b>	Development Partners
<b>EAC</b>	East African Community
<b>EOA</b>	Equal Opportunities Act
<b>EOC</b>	Equal Opportunities Commission
<b>FOWODE</b>	Forum for Women in Development
<b>G&amp;E</b>	Gender and Equity
<b>GDD</b>	Gender Disaggregated Data
<b>GFP</b>	Gender Focal Point
<b>GMS</b>	Gender Mainstreaming System
<b>GRB</b>	Gender-responsive budgeting
<b>IAC</b>	The Inter Agency Committee
<b>ICT</b>	Information Communication and Technology
<b>IGAD</b>	Intergovernmental Authority on Development
<b>ILO</b>	International Labour Organisation
<b>LG</b>	Local Government
<b>LGA</b>	Local Government Act
<b>MDAs</b>	Ministries, Departments and Agencies
<b>MDGs</b>	Millennium Development Goals
<b>MEXA</b>	Methodological Experiment on Measuring Asset Ownership
<b>MGLSD</b>	Ministry of Gender, Labour and Social Development
<b>MoFPED</b>	Ministry of Finance, Planning and Economic Development
<b>MOLG</b>	Ministry of Local Government
<b>MPS</b>	Ministerial Policy Statements

<b>NGOs</b>	Non-Government Organisations
<b>NPGEIs</b>	National Priority Gender Equality Indicators
<b>NPHC</b>	National Population and Household Census
<b>NSI</b>	National Standard Indicator
<b>NSS</b>	National Statistical System
<b>PFMA</b>	Public Financial Management Act
<b>PGA</b>	Participatory Gender Audit
<b>PLWHAs</b>	People Living with HIV&AIDS
<b>PNSD</b>	Plan for National Statistical Development
<b>PWDs</b>	Persons with Disabilities
<b>SDGs</b>	Sustainable Development Goals
<b>SIGI</b>	Social Institutions and Gender Index
<b>TOR</b>	Terms of Reference
<b>UBOS</b>	Uganda Bureau of Statistics
<b>UCA</b>	Uganda Census of Agriculture
<b>UCA</b>	Uganda Census of Agriculture
<b>UDHS</b>	Uganda Demographic Health Survey
<b>UGP</b>	Uganda Gender Policy
<b>UNDAF</b>	United Nations Development Framework
<b>UNDP</b>	United Nations Development Programme
<b>UNHS</b>	Uganda National Household Survey
<b>UNPS</b>	Uganda National Panel Survey
<b>UPHC</b>	Uganda Population and Housing Census

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data producers, users and research institutions including: Ministries, Departments and Agencies (MDAs), Local Governments (LGs), Civil Society Organisations (CSOs), Non Governmental Organisations (NGOs), and the research institutions. The resource team also acknowledges the invaluable contributions made by the staff of these institutions for taking off time to attend to our requests for interviews and also for reviewing the draft report. Their contributions and recommendations have been captured in this report.

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## SPECIAL TERMS GLOSSARY

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- 1) **Gender** - a set of social and cultural norms and roles of men and women that determine their behavior, as well as social relationships between them. Gender influences which activities, tasks and responsibilities are perceived to be male and female. More specifically, it influences the relationship between women and men. Unlike the sex of women and men, which is biologically determined, gender roles are culturally and socially constructed and they tend to differ widely between cultures, geographic location and social context.
- 2) **Gender analysis** - analysis of social processes dealing with the study of the role of women and men in areas such as the division of labor, decision-making at various levels, productive and reproductive activities, access to and control over resources and benefits, as well as socioeconomic and environmental factors influencing gender relations. Gender analysis also implies a systematic study of various impacts of development projects on women and men - that is, how certain actions, decisions or plans affect gender relations. Therefore, gender analysis should be applied at all stages of development (planning, implementation, monitoring and evaluation). Furthermore, it is used in human resource development, training, etc.
- 3) **Gender equality** - equal access for women and men to resources and benefits, regardless of gender when performing social functions. Gender statistics - is a collection of data on the situation of women and men in the following areas: population, family, health, education and communication, employment, human rights and politics. It is one of the most important tools of taking into account peculiarities of women and men as specific socio-demographic groups in the development of adequate social and demographic policy, implementing the principle of equal rights and equal opportunities for women and men.
- 4) **Gender factor** - a conceptual tool through which the analysis of the roles, responsibilities, constraints, opportunities and needs of men and women in a given context is made.
- 5) **Gender-sensitive indicators** - is data that summarize the large amount of information in a single number to show changes over time compared to some norm/standard. Availability of comparison in the interpretation of statistical indicators, comparisons with some standard features those indicators that reflect the actual data.
- 6) **A gender-sensitive indicator** could be defined as an index that covers gender changes taking place in the society at a given timeframe. While gender statistics contains actual information about the situation of women and men, gender-sensitive indicators are a direct evidence of the status of women or men in relation to an agreed normative standard or to some clearly-defined information about the group.
- 7) **Gender Disaggregated Data** - This is statistical information about socially defined roles and activities of women and men in any social or economic activity.

- 8) **Gender Equity** - This means the “fairness of treatment for women and men, according to their respective needs, including the equal treatment or treatment considered equivalent in terms of rights, benefits, obligations and opportunities”. To ensure fairness, measures must often be put in place to compensate for the historical and social disadvantages that prevent women and men from operating on a level playing field.
- 9) **Gender awareness** - is the perception and realisation of the impacts brought about by gender issues and the need to address the inequalities that arise from them.
- 10) **Gender mainstreaming** - is the (re)organization, improvement, development and evaluation of policy processes, so that a gender equality perspective is incorporated in all policies at all levels and at all stages, by the actors normally involved in policy-making.
- 11) **Gender Statistics** - Gender statistics is a field of statistics which cuts across the traditional fields to identify, produce and disseminate statistics that reflect the realities of the lives of women and men and policy issues relating to gender equality.
- 12) **National Priority Gender Equality Indicators (NPGEIs)** - Indicators to determine whether policy efforts or consolidated efforts, goals and targets in relation to gender will be achieved or missed.
- 13) **Sex Disaggregated data** - Is data that are tabulated and presented separately for women and men, or girls and boys. They are an essential part of gender statistics. When sex-disaggregated data are analysed, they provide information about gender disparities and the gender roles of women and men in a given context.



# EXECUTIVE SUMMARY

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Uganda is making effort to mainstream gender statistics in the production and dissemination of statistics in response to the ratification of declarations on gender equality on the international scene such as the Convention on the Elimination of All forms of Discrimination Against Women (CEDAW), the Beijing Platform of Action (BPfA) and the Millennium Development Goals (MDGs) which have been advanced into the Sustainable Development Goals (SDGs). In line with the Plan for National Statistics Development (PNSD), Uganda Bureau of Statistics (UBOS) is tasked to produce gender disaggregated statistics to inform policies and programmes for informed decision making, programme implementation and monitoring. This, however, remains a challenge because of a general lack of gender disaggregated data. To bridge this gap a report presenting the 106 National Priority Gender Equality Indicators (NPGEIs) was launched by the Government of Uganda on 25 November 2016. As such, the NPGEIs indicators are critical in determining whether policy efforts, consolidated efforts, goals and targets will be achieved or missed.

This assessment of the national framework for statistical production of gender statistics in Uganda aims at supporting the establishment of a policy environment supportive to the sustained production of gender statistics, and; provide recommendations for specific technical support to UBOS to compile produce and analyze indicators of National Priority Gender Equality Indicators (NPGEIs). The assessment findings are expected to inform on-going processes to review and update the gender

statistics strategy and operational plan of UBOS and the sectors.

Findings indicate that within the institutional, legal and policy framework deliberate efforts have been taken by the government to provide a conducive environment for gender statistical production and sustainability. Furthermore, responses from the key stakeholders suggest that deliberate efforts have been taken by the government and Civil Society Organisations (CSOs) to generate statistics and some of them go beyond to present the sex disaggregated data, however, gender analysis is still lacking. Despite this, limited funding, inadequate staffing and limited capacity development are the major hindrances to gender statistical production in Uganda.

The recommendations are organized according to the institution:

## **A. Parliament and the Executive**

The following strategies are recommended for Parliament and the executive aimed at sustaining the production of gender statistics:

- Create an enabling institutional environment for the production of gender statistics– political will, a legislative framework, commitment and buy-in from senior leaders and politicians;
- Allocate sufficient funding to fully implement the Gender Policy and production of gender statistics. This will greatly contribute to achieving gender integration, inclusive development and attain international gender commitments, such as those pointed CEDAW commitments;

- Support implementation of the Equal Opportunities Act to guarantee inclusion of gender statistics activities, plans and programmes in the work plan each year. By Supporting the implementation of systems and measures that hold MDAs and staff accountable for failing to contribute to achieving gender equality and evading the responsibility to deliver Gender Equality results;
- At the national level, all ministries should take responsibility for the collection, monitoring and analysis of sex-disaggregated data supported by UBOS, especially but not limited to matters that are of particular concern to women;
- Prioritize and provide political will by the Whole of Government, especially by departments responsible for fiscal matters towards production of gender statistics. Support, the sustainability of gender statistics production programmes and projects, especially the time use and gender-based violence surveys. Support the strengthening of institutional capacity needs with long-term financial commitment so that sex-disaggregated data are used to underpin gender mainstreaming activities with sustainable results;
- Finalise and disseminate gender and equity compacts for sectors to promote production and utilization of gender statistics; and
- Increase funding towards gender and equity certificate activities.
- Provide technical and financial support and capacity building to the whole gender mainstreaming machinery – Ministry of Gender, Labour and Social Development (MGLSD), Equal opportunities Commission (EOC), Ministry of Finance, Planning and Economic Development (MoFPED), Parliament, UBOS, Gender and Community Development, Research and Education Institutions, The Gender Focal Points in line ministries and local governments and civil society organisations;
- Build capacity of the CSO to enable it to produce relevant and timely gender statistics and also to do in-depth gender analysis to be used for planning, monitoring and evaluation as part of the data revolution;
- Build capacity of planners in gender mainstreaming in plans especially those in key government institutions such as the MoFPED, MoGLSD, UBOS, other line ministries and LGs;
- Provide technical and financial support and capacity building of UBOS in the conduction of special surveys on gender (Time use and Gender Based Violence);
- Invest in promoting gender statistics utilisation to sustain its production;
- Support sectors in the implementation of the NPGEIs indicator framework;
- Support communication and advocacy activities at the policy-making level to raise awareness and understanding of implementation aspects of the NPGEIs;
- Invest in the regular production, analysis and use of high-quality gender equality data and statistics; and
- Promote the development of technological infrastructure for better data production and dissemination.

## **B. Development Partners and UN Women**

The following strategies are recommended for development assistance aimed at supporting the development of gender statistics:

### **C. Ministry of Finance, Planning and Economic Development**

The following strategies are recommended for MoFPED aimed at supporting the development of gender statistics:

- Allocate sufficient funding to fully implement the Gender Policy and production of gender statistics.
- Support the strengthening of institutional capacity with long-term financial commitment so that sex-disaggregated data are used to underpin gender mainstreaming activities with sustainable results.
- Improve efforts to track and measure donor funding to gender equality programmes.
- Collaborate with the Equal Opportunities Commission on gender equity certificate provision in Public Finance Management Act 2015.

### **D. Ministry of Gender, Labour and Social Development**

The following strategies are recommended for MoGLSD aimed at supporting the development of gender statistics:

- Reform the Gender Equality Architecture, conduct Gender Audits and ensure Gender-Responsive Budgeting across the sectors. Increase efforts in identifying and reflecting needed interventions to address gender gaps in sector and local government policies, plans and budgets;
- Advocate for gender-differentiated revenue-raising policies and the allocation of domestic resources;
- Advocate for the finalisation and dissemination of gender and equity compacts for sectors;
- Increase efforts in identifying and supporting needed interventions to

address gaps in statistics produced by sectors and local governments;

- Build strong gender-sensitive monitoring and accountability systems and tools at all levels to track and incentivize progress on gender equality across all the goals;
- Recognize the impact of women's organisations in driving change in support of gender equality at all levels, and ensure ambitious, core, multi-year and flexible funding to support the sustainability of this work; and
- Use all available opportunities and processes to build political commitment and actions towards the effective implementation of gender equality commitments at all levels.

### **E. Ministries, Agencies and Departments**

The following strategies are recommended for MDAs aimed at supporting the development of gender statistics:

- Develop and implement a promotion and marketing plan and system for Gender Statistics relating to the sector in collaboration with UBOS. To fully realize the potential impact of gender statistics in the design, delivery, and monitoring of government services as well as development programmes, further efforts are needed to increase the quality, dissemination and use of gender statistics and sex-disaggregated data. The use of a website is important as a tool.
- Sustaining capacity development on gender responsive indicators, baselines and targets within the sector. Ensure that the capacity to conceive and design gender responsive indicators, baselines and targets before the planning cycle of government is a continuous

process through trainings that are customized to the functions of each sector.

- Continue compiling administrative data with gender lenses.
- Advocate for increased funding for gender statistics production and this should be reflected in the sector strategic plan for statistics.
- Production of NPGEIs Capacity
  - Develop a core statistical infrastructure and a critical mass of professional and technical skills in the sector, so that they are in a better position to meet both national and international needs.
- Increased awareness among key stakeholders (including sectors) on the importance of gender statistics.

#### **F. Uganda Bureau of Statistics**

The following strategies are recommended for UBOS aimed at sustaining the production of gender statistics:

- Advocate for the revision of the UBOS Act to include gender statistics production.
- Establish strong partnerships and alliances between data users and producers. Collaboration between the producers and users of gender statistics will help ensure that gender statistics are more meaningful and user-friendly and include issues from multiple angles while also keeping in mind policy and planning imperatives. Raising the awareness of the institutions that produce statistics about gender issues may also help increase the demand for gender sensitive data for public policies. Ensure that gender statistics are easy to understand. The statistics should reflect the gender issues of the country as well as the underlying causes and the consequences of the issues.
- Develop capacities for better production and analyses of Gender Statistical information across MDAs, CSOs and Local Governments. Ensure capacity development of statistical literacy for improved reporting, analysis, dissemination and active use of the resulting analysis. Build capacity among policy makers into all actions of policy and programme design and monitoring to advance MDA gender statistics priorities in policy frameworks.
- Develop a promotion and marketing plan and system for Gender Statistics. Make use of multiple methods to communicate information about gender, including engaging with local media. To fully realize the potential impact of gender statistics in the design, delivery, and monitoring of government services as well as development programmes, further efforts are needed to increase the quality, dissemination and use of gender statistics and sex-disaggregated data. The use of a website is important as a tool.
- Sustaining capacity development on gender responsive indicators, baselines and targets across the NSS- Ensure that the capacity to conceive and design gender responsive indicators, baselines and targets before the planning cycle of government is 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 Monitoring and Evaluation (M&E) activities and information management which if all achieved would enable sectors to plan and monitor the gender responsiveness of service delivery.
- Continue to update and share with stakeholders' standard guidelines for gender statistics production and utilization.

- UBOS should also increase its cooperation with national committees on women's affairs or gender equality to disseminate information about gender statistics through their networks.
- Production of NPGEIs Capacity
  - Develop a core statistical infrastructure and a critical mass of professional and technical skills, so that they are in a better position to meet both national and international needs. A review of the Statistics Law may be needed for effective coordination and supervision of the NSS.
- Sustaining capacity development on gender responsive indicators, baselines and targets across within the local government. This will require the planning officers to work closely with the district gender officer.
- The District Local Government should increase its cooperation with local CSOs to promote generation and utilization gender statistics through their networks.
- Production of NPGEIs Capacity
  - Develop a core statistical infrastructure and a critical mass of professional and technical skills, so that they are in a better position to meet both national and international needs.

## G. Local Governments

The following strategies are recommended for LGs aimed at sustaining the production of gender statistics:

- Develop and implement a promotion and marketing plan and system for Gender Statistics in the local government in collaboration with stakeholders of the district statistical system. Make use of multiple methods to communicate information about gender, including engaging with local media. To fully realize the potential impact of gender statistics in the design, delivery, and monitoring of government services as well as development programmes, further efforts are needed to increase the quality, dissemination and use of gender statistics and sex-disaggregated data. The use of a website is important as a tool.
- Advocate for increased funding for gender statistics production and this should be reflected in the local government strategic plan for statistics.
- Continue compiling administrative data with gender lenses.

## H. Office of the Prime Minister

The following strategies are recommended for the Office of the Prime Minister aimed at sustaining the production of gender statistics:

- Institute a robust monitoring and evaluation framework and increase monitoring activities to ensure that all MDAs and LGs comply with the requirement for reporting on gender;
- Build capacity of MDAs and LGs in the production of NPGEIs-Ensure that the capacity to conceive and design gender responsive indicators, baselines and targets before the planning cycle of government is 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;
- Review all sector monitoring and evaluation policies and frameworks to ensure that they are gender sensitive;
- Review all reports submitted by all MDAs and LGs to ensure that data and information therein is disaggregated by sex;
- Ensure that all MDAs and LGs have staff in charge of statistics compile data and report on NPGEIs; and
- Advocate for budgeting and conduction of gender-based evaluations by all MDAs.

#### **I. National Planning Authority**

The following strategies are recommended for the Office of the Prime Minister aimed at sustaining the production of gender statistics:

- Ensure that the statistics on gender equality produced by MDAs and sectors is adequate for planning and reporting on Uganda's performance as far as NDP II, SDGs and NPGEIs are concerned.

#### **J. Justice Law and Order Sector**

The following strategies are recommended for the Justice Law and Order Sector aimed at sustaining the production of gender statistics:

- Conduct a gender analysis exercise of existing laws;
- Attach a technical gender expert to support the JLOS on gender and the law and task force to develop a JLOS gender strategy;
- Institute a gender audit mechanism to review the content of the law and check for discriminatory provisions and gaps;

- Integrate cross cutting issues such as Gender HIV/AIDS in Justice, Law and Order Sector (JLOS) Strategic Framework;
- Design engendered data collection tools and ensure routine data collection to provide regular information; and
- Establish systems to track gender related issues to generate statistics.

#### **K. Civil Society Organisations, Academia and Researchers**

The following strategies are recommended for LGs aimed at sustaining the production of gender statistics:

- Ensure that gender equality perspective is incorporated in all policies at all levels and at all stages, by the actors involved in policy-making at all institutions of learning;
- Undertake a systematic review of existing methods of sex and gender analysis for statistics;
- Develop sound theoretical frameworks and appropriate methodological tools for mainstreaming sex and gender analysis into basic and applied research;
- Establish multi-disciplinary research centres and networks to develop gender and sex analyses and methods;
- Develop gender mainstreaming instruments, such as qualitative tools, guidelines and checklists for practitioners and communities to complement the quantitative data; and
- Train current researchers in gender methodology.

# BACKGROUND

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## 1.1 BACKGROUND

Uganda is making effort to mainstream gender statistics in the production and dissemination of statistics in response to the ratification of declarations on gender equality on the international scene such as the Convention on the Elimination of All forms of Discrimination Against Women (CEDAW), the Beijing Platform of Action (BPfA) and the Millennium Development Goals (MDGs) which have been advanced into the Sustainable Development Goals (SDGs). In line with the Plan for National Statistics Development (PNSD), Uganda Bureau of Statistics (UBOS) is tasked to produce gender disaggregated statistics to inform policies and programmes for informed decision making, programme implementation and monitoring. However, this is affected by the general lack of gender disaggregated data. A report presenting the 106 National Priority Gender Equality Indicators (NPGEIs) was launched by the Government of Uganda on 25 November, 2016. As

such, the NPGEIs indicators are critical in determining whether policy efforts, consolidated efforts, goals and targets will be achieved or missed.

The assessment process started in December 2016 and the final report was concluded in March 2017. UN Women Uganda recruited an independent external consultant, who worked closely with UBOS and UN Women staff. The assessment builds on desk studies, and interviews with selected stakeholders. A list of interviewees is enclosed in Annex 2. The assessment identifies: gaps related policies and practices governing the regular production of gender statistics; the extent to which gender is mainstreamed into the national statistical plan; financial and human resources, including technical capacity, available at national level; national protocols for publishing statistical data; inventory of available data, existing; data sources and gaps in gender data production; assessment of cost-recovery; policies;

and costing of engendering data collection. It also assesses the capacity of developing the National Priority Gender Equality Indicators by the UBOS and other MDAs, and provides policy recommendations on the use of the gender statistics to monitor the implementation of the Gender and Equity Certificate provision in the Public Finance Management. The assessment also reviewed the institutional, legal and policy frameworks in place that support the regular production of statistics.

According to the World Bank<sup>1</sup>, gender statistics is not a discrete or isolated field. It cuts across traditional fields of statistics, such as economics, agriculture, health and employment, to explore the differences that exist between women and men in society. Such information is vital to inform policy and decision-makers and to make advances towards achieving gender equality.

## 1.2 RATIONALE

To assess progress made in improving the lives of women and men, the production and use of relevant, accurate and timely gender statistics is critical. Despite the tremendous improvement in production and demand for gender statistics over the past ten years, crucial concerns remain in the conditions governing the sustained production of gender statistics. As Stefan Schweinfest, Director of UN DESA's Statistics division stated, *"There is an urgent need to improve statistical systems to ensure the full mainstreaming of gender into data production, analysis and dissemination and increase the availability of gender statistics for national and international monitoring"*

- Stefan Schweinfest, Director of UN DESA's Statistics Division.

Consequently, UN Women in collaboration with UBOS conducted a national gender statistics assessment. The assessment will provide recommendations for a gender responsive policy environment for the development of gender statistics.

The gender assessment is designed under the conceptual guidance of the National Priority Gender Equality (NPGEIs) indicators Framework launched in November 2016; which is of critical importance in determining whether policy efforts are consolidated, goals and targets are achieved or missed. This framework is broader covering Economic, Education, Health, Leadership and Political Participation, Human Rights, and, Information and Communication Technology dimensions.

## 1.3 PURPOSE AND SCOPE OF THE ASSESSMENT

The purpose was to assess the national framework for statistical production of gender statistics in Uganda. The assessment aimed to support the establishment of a policy environment supportive to the sustained production of gender statistics, and; provide recommendations for specific technical support to UBOS to compile produce and analyze indicators of National Priority Gender Equality Indicators (NPGEIs). The assessment would inform ongoing processes to review and update the gender statistics strategy and operational plan of UBOS and the sectors.

<sup>1</sup> UNECE / World Bank (2010) DEVELOPING GENDER STATISTICS: A Practical Tool

## 1.4 ASSESSMENT METHODS

For the purpose of the assessment, a questionnaire was sent to select key gender statistics stakeholders and international organizations soliciting information relating to the type, content and scope of arrangements in place for the production of gender statistics. In all, 30 statistics offices and six international statistics programmes responded to the questionnaire. The analysis of the responses focuses mainly on:

- (a) establishing the current state of development of gender statistics, with reference to what is outlined in the Beijing Platform for Action;
- (b) identifying key factors that have accounted for the successes and achievements of some gender statistics programmes; and
- (c) proposing ways to accelerate progress in the area of gender statistics, drawing on the experiences of countries and international bodies.

In the presentation of the results of the survey, the responses are synthesized and not associated with any specific stakeholder except when a unique situation is being highlighted. It should be noted that the assessment reflects the experience of the institutions that responded to the questionnaire.

## 1.5 LIMITATIONS, RELIABILITY AND VALIDITY

The review was undertaken in a short period of only about six weeks. Also, some stakeholders did not respond to the request for interview nor filled in the questionnaire. As it was not

possible to obtain response from all key Gender Statistics Stakeholders, the consultant had to rely on information from documents and interviews from those who responded. There are still significant lessons to be learnt, and it is possible to identify good practices and to point to challenges and obstacles that need to be overcome.

## 1.6 CONTEXT FOR THE NATIONAL ASSESSMENT

### 1.6.1 What is a National Statistics System?

A National Statistical System (NSS) is a system that has a coherent body of data. It consists of users, producers and suppliers of data and information. It aims to ensure continuous co-ordination and co-operation among producers and users of official statistics in order to advance standardisation, quality, consistency, comparability and use of evidence as the basis for policy choices and decision-making and avoid unnecessary and costly duplication.<sup>2</sup>

### 1.6.2 What are Gender Statistics?

Gender statistics is an area that cuts across all fields of statistical measurement – social, economic and environmental. It involves producing information that reflects the reality of life for women and men, and girls and boys.

### 1.6.3 Gender Mainstreaming

**Gender mainstreaming** refers to a process of assessing the implications for women and men of any planned action in all areas and at all levels. In this context, we are referring not only to producing specific data relevant to

<sup>2</sup> Statistics South Africa 2000

gender issues but applying a gender perspective throughout the stages of statistical production. This process means reflecting gender issues in **all** statistics and ensuring that *all* statistics on individuals are collected by sex so that disparities and variations can be analysed. Mainstreaming gender in statistics is not just about ensuring that data are sex-disaggregated; it also involves:<sup>3</sup>

- Reviewing statistical methods to eliminate sources of gender bias (e.g., questions that lead to under-reporting of women's role in economic production)
- Developing new methods for collecting data needed to measure pertinent issues, such as gender-based violence, the informal economy and women's participation in decision-making
- Raising awareness among subject-matter statisticians about gender concerns and the importance of gender equality for national development
- Building relationships with users of gender-related data, so as to better understand their needs and provide responsive and relevant data
- Conducting gender-focused data analysis
- Publishing and disseminating gender statistics in regular statistical releases and reports and producing dedicated gender statistics publications.

#### 1.6.4 Why Do We Need Gender Statistics?

The demand for gender-related data stems from a variety of sources, such as legislation and policies, national planning and monitoring mechanisms and international commitments

to human rights conventions and development goals. Demand is grounded in the extensive efforts made in recent decades to set and monitor goals for achieving gender equality. Key among these are the African Gender and Development Index, the Millennium Development Goals and Sustainable Development Goals, the Beijing Platform for Action (BPfA), and the Convention for the Elimination of all Forms of Discrimination against Women.

Gender statistics are needed to provide an evidence base for research and policy development. In addition, gender statistics have an important role in improving the whole statistical system, pushing it to describe more accurately and fully the activities and characteristics of the whole population, which is made of women and men.

Gender statistics are the basis for analysis to assess differences in the situations of women and men and how their conditions are changing or not. In this way, gender statistics raise consciousness and provide the impetus for public debate and change. Gender statistics are also required for research to support the development and testing of explanations and theories to understand better how gender operates in a society. All of these uses form the basis for developing policies to foster greater gender equality. Furthermore, gender statistics are needed to monitor and evaluate the effectiveness and efficiency of policy developments.

#### 1.6.5 Demand for Gender Statistics

Producing gender statistics requires the systematic incorporation of a gender perspective at all stages of data production, analysis and dissemination,

<sup>3</sup> Statistics South Africa 2001

therefore, the National Statistical Office (NSO) must be prepared to coordinate its work across and within departments. Even when an NSO has a dedicated gender focal point or gender unit, other departments will also be required to consider gender in their regular work. The production of gender statistics is part of a larger process of “engendering” statistical production and “mainstreaming” a gender perspective throughout national statistical production.

## **1.7 ORGANISATION OF THE REPORT**

This report is organised into four chapters. The first chapter focuses on background and rationale of the assessment, the second relates to the Ugandan institutional, legal and policy context for the production of gender statistics, the third chapter presents the findings and the fourth part presents the challenges, lessons learnt, recommendations, and conclusion. Chapter four also puts across actions for the implementation of the recommendations.



# THE INSTITUTIONAL, LEGAL AND POLICY FRAMEWORK FOR GENDER STATISTICS PRODUCTION

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This chapter examines the structures and mechanisms in place to support the implementation of the National Gender Priority Equality Indicators (NPGEIs).

## 2.1 INSTITUTIONAL FRAMEWORK

### 2.1.1 Uganda Bureau of Statistics (UBOS)

The Uganda Bureau of Statistics (UBOS) established in 1998 constitutes the coordinating, monitoring and supervisory body for the National Statistical System (NSS). It is mandated to ensure the production of quality and timely official statistics to inform planning, decision making and development frameworks including the National Development Plan (NDP), Uganda Gender Policy (UGP) and the Sustainable Development Goals (SDGs). The NSS includes; producers, Suppliers and Users of Statistics.

Other producers, suppliers and users of statistics in Uganda are varied according to their mandates and responsibilities. However, the UBOS Act 1998 does not mention the need for generation of gender statistics or the sex disaggregated data. The fourth schedule enumerates the statistical information to collect, compile, analyse, extract and publish.

### 2.1.2 Gender Statistics Structures in the NSS

#### 2.1.2.1 Gender Statistics Unit

In order to mainstream gender in statistics development, UBOS established and recruited staff for the Gender Statistics Unit. The unit supports gender mainstreaming in statistics throughout the statistics value chain. i.e. survey/census planning - data collection, analysis-reporting, dissemination-utilization and archiving; promotes dialogue and collaboration between statistics actors (producers,

suppliers, users, research and training institutions) and develops and strengthens capacity for production of gender responsive statistics.

### **2.1.2.2 Gender Statistics Coordinating Committees**

Working groups or statistical coordinating committees exist to bring together statistical agencies to improve the response, quality, timeliness, adequacy, relevance and comparability of the data to be compiled at the national level. These include the Inter Agency Committee (IAC) with representation from implementing Ministries, Departments and Agencies (MDAs); Gender Statistics Committee with representation from all Directorates/Divisions; and, the Gender Statistics Sub Committees was under the IAC. Both committees promote gender mainstreaming in statistics production and use. The Gender Statistics Sub Committee is Co-chaired by the Ministry of Gender, Labour and Social Development (MGLSD) and UBOS and comprises of MDAs, Civil Society Organizations, and development partners. It operates under clear Terms of References (TORs). Current membership is of 25 member Institutions engaged in gender and statistics related activities.

A Gender Focal Point (GFP) network was created to ensure gender mainstreaming in MDAs and the local governments. It is one of the main mechanisms for strengthening the delivery of NPGEIs. The Ministry of Public Service (MoPS), through a Human Resource Call Circular and Manual approved by Cabinet in 2010, appointed gender focal points across line ministries of Water and Environment (MWE); Agriculture, Animal Industry and Fisheries (MAAIF);

Health (MoH); Defense (MoDVA) and Security; Trade, Industry and Cooperatives (MTIC); Lands, Housing and Urban Development (MLHUD); Local Government (MoLG); Energy and Mineral Development (MEMD); Transport and Works (MTW); and Internal Affairs (MoIAs).

### **2.1.2.3 New Operational Line-agency Gender Structures**

With support from UN Women and DFID, new operational line-agency gender structures are in place, namely:<sup>4</sup>

- i) Gender Responsive Budgeting Unit and Technical Working Committee in the MoFPED;
- ii) Gender Statistics Committee at the UBOS;
- iii) Gender Task Force at the Justice Law and Order Sector (JLOS);
- iv) District Gender Coordination Committees;
- v) the Gender and Rights Sector Working Group at the MGLSD; and
- vi) the Gender Units in MDAs.

Additionally, the Ministry of Public Service, through a Human Resource Call Circular and Manual approved by Cabinet in 2010, appointed gender focal points across line ministries in Water and Environment; Agriculture; Health; Defence and Security; Trade and Cooperatives; Housing and Urban Development; Local Governance; Energy and Mineral Development; Transport and Works; and Internal Affairs. This was replicated at local government level during the 2001 Amendments of the LGA Act (1997), which provided for not only one-third representation of women in local councils but also on statutory bodies that make key decisions in the day-to-day activities of District Local

<sup>3</sup> Uganda Country Gender Assessment October 2015 (UNDPUG2016)

Governments including Technical Planning Committees, the Local Governments Accounts Committee, and the District Contracts Committees. The numerical presence of women on these decision-making bodies has provided space for development partners and CSOs to support the mainstreaming of gender into the design and implementation of service delivery programmes at both Higher (district) and lower (sub-county) local government levels (Buyana 2009).

### **2.1.3 The Ministry of Gender, Labour and Social Development**

Uganda's Ministry of Gender, Labour and Social Development (MGLSD) was established in 1989. It is the government agency entrusted with coordinating gender-focused and gender-responsive policies and development, provision of support to other sectors to mainstream gender. MGLSD plays a political and technical role in mainstreaming gender into government policy and programming, and it oversees the work of gender focal persons and units in different ministries. The Ministry is a major user of gender statistics. At the district level, the Ministry has structural and political linkages through Community development offices, whose role is to spearhead gender mainstreaming in district development plans and budgets.

Under the Ministry, the National Gender Policy (NGP) was developed in 1997. The NGP sought not only to implement Constitutional provisions protecting women's rights, but also to domesticate the country's commitments to CEDAW (ratified in 1985), to the Beijing Platform of Action (adopted in 1995), and the Women's Rights Protocol of the African Charter (in 2010). The National Gender Policy was updated

in 2007. Its key provisions include: building the capacity of central and local government agencies in gender mainstreaming; promoting affirmative action in political, economic and social spheres; and ensuring gender equality and women's empowerment in all economic sectors.

According to the Uganda Gender Policy, the collection, analysis, reporting and dissemination of data and information through the already established periodic surveys, censuses, participatory poverty assessments and other related activities as well as sector MIS are critical entry points and opportunities for generating gender and sex disaggregated data and information for M&E on gender equality.

### **2.1.4 Ministry of Finance Planning and Economic Development**

The Ministry manages the national budget. The Public Finance and Management Act (PFMA 2015) mandates the Ministry of Finance, Planning and Economic Development (MoFPED) and the Equal Opportunities Commission (EOC), to issue a certificate that attests to the gender-responsiveness and equity of the annual budget. The Act also provides for measures to be taken to ensure equal opportunities for men, women, Persons With Disabilities (PWDs) and other marginalized groups to participate in the budget process. The MoFPED also requires that government agencies address gender and equity issues in their budgets (FOWODE, 2010b).

#### **2.1.4.1 Gender Based Budgeting**

Government carries out gender and equity budgeting. Gender-Responsive Budgeting (GRB) is government planning, programming and budgeting that contributes to the advancement of gender equality and the fulfilment of women's rights. It entails

identifying and reflecting needed interventions to address gender gaps in sector and local government policies, plans and budgets. GRB also aims to analyse the gender-differentiated impact of revenue-raising policies and the allocation of domestic resources and Official Development Assistance. A Gender Responsive Budgeting Unit and Technical Working Committee support gender-responsive budgeting in the MoFPED.

### **2.1.5 Equal Opportunity Commission**

The Equal Opportunity Commission (EOC) is a statutory body established by an Act of Parliament to effectuate Article 32(3) and Article 32 (4) of the Constitution of Uganda. The EOC is mandated to eliminate discrimination and inequalities on the basis of gender, age, race etc. and take affirmative action in favour of marginalised groups. Their role is to assist individuals to understand their rights to equal opportunities and to facilitate to redress discrimination. The EOC Act 2007 under section 14 reinforces the implementation of affirmative action. The PFMA 2015 under section 11 gives the EOC mandate to ensure Budget Framework Papers (BFPs) and Ministerial Policy Statements (MPS) are compliant with Gender and Equity requirements.

The Commission has 19 trained technical staff who handle all matters relating to gender and equity. These assess ministerial policy statements of MDAs for compliance. These assessed ministerial policy statements for the FY 2015/2016 and 2016/2017 for some MDAs.

The EOC in consultation with the Ministry of Public Service (MoPS) is in the process of establishing Compliance and Reporting Department whose

main responsibility shall among others include handling issues of G&E within the EOC.

The Commission has also developed tools and training materials to implement the gender and equity certificate. Among the tools include; the Management and implementation schedule, assessment tools and monitoring tools.

EOC also initiated collaboration arrangements with development partners (DGF, and UN Human Rights) towards strengthening its institutional capacity in the area of G&E assessments among others.

Training Materials have been developed. Since the PFMA 2015 came into force, EOC has been raising awareness on G&E at both national and local government levels.

Uganda is so far the first country in the region to have such a legislation that recognizes inclusion of gender and equity in the management of public finance expenditure.

#### **2.1.5.1 Gender and Equity Compliance Assessment**

The Public Finance and Management Act, (PFMA 2015) mandates the Equal Opportunities Commission (EOC) to issue a Gender and Equity Certificate to all Ministries, Departments and Agencies (MDAs) and Local Governments. Section 13 (15) (g) (i) and (ii) of the PFMA provides as follows:

S 13 (15) 'A policy statement shall contain (g) a certificate issued by the Minister responsible for Finance in consultation with the Equal Opportunities Commission;

(i) Certifying that the policy statement is gender and equity responsive; and

(ii) Specifying measures taken to equalize opportunities for men, women, persons with disabilities and other marginalized groups;

The EOC and the Ministry of Finance are responsible for formulating the guidelines and frameworks by means of which the gender and equity compliance of government ministries, departments and agencies is assessed.

### **2.1.5.2 The Committee for Equal Opportunities**

In 2001 the Committee for Equal Opportunities was established by Government decree. It was based on the existing Committee on Women and Family. Its main objective is the implementation of Government policies on women and family. The Committee has five policy areas, monitoring trends and developments in: decision making; social programs; and economic fields.

## **2.2 THE LEGAL, POLICY AND REGULATORY FRAMEWORK**

### **2.2.1 International Frameworks**

Uganda has ratified and signed a wide range of international and regional conventions and charters that inform gender. These include among others: (i) Articles 1 and 2 of the Universal Declaration of Human Rights, (ii) Articles 2 and 3 of the International Covenant on Economic, Social and Cultural Rights, (iii) Article 2 of the International Covenant on Civil and Political Rights, the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), Convention on the Rights of the Child (CRC) and Convention

on the Rights of Persons with Disability (CRPD) among others. By ratifying these Conventions, Uganda has committed itself to eliminate discrimination and marginalization against these groups, observe the principle of equality in treating all its citizens and more specifically implement a policy of affirmative action in favour of women, PWDs, People Living with HIV&AIDS (PLWHAs), ethnic minorities, the unemployed, Internally Displaced Persons (IDPs), Refugees, geographically marginalized, older persons, the culturally discriminated, politically marginalized, as well as the poorest of the poor.

At the regional level, Uganda is a signatory to several African Instruments including; the African Charter on Human and People's Rights (1986), the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa.

### **2.2.2 Sustainable Development Goals**

These are universally applicable 17 goals and 169 targets of the 2030 Agenda for Sustainable Development. The SDGs All the 17 Goals emphasize equity and inclusive growth<sup>5</sup> and seek to end all forms of poverty, fight inequalities, tackle climate change and address a range of social needs like education, health, social protection and job opportunities over the next 15 years<sup>6</sup>. Uganda is one of the first countries in the world to align its national planning processes to Agenda 2030. The relevant Sustainable Development Goals (SDGs) have been integrated into the country's second National Development Plan (NDP II). To support monitoring and data collection, the SDG monitoring framework and the sustainable development goals and targets were developed.

<sup>5</sup> The Goals are summarized in Annex 2

<sup>6</sup> A World that Counts

## 2.2.3 National Frameworks

Some specific legislation on gender equality are in place but many regulations on gender are embedded in other laws for each sector, such as education, health and employment. These are used as a basis for national planning and policymaking. They include:

### 2.2.3.1 The Constitution

The 1995 Constitution of the Republic of Uganda is gender-inclusive and creates a strong legal basis for addressing gender issues by providing for equality between men and women and for affirmative action where such equality does not exist. The Constitution is in line with Uganda's commitments under the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), which Uganda ratified in 1985 without any reservations, as well as with other international obligations on gender equality.<sup>7</sup>

Article 33 (2) also enjoins the state to provide facilities and opportunities for enhancing the welfare of women and to enable them realize their full potential and to protect their rights taking into account their unique status and natural maternal functions in society.

## 2.2.4 Gender Policy, Regulations and Guidelines

### 2.2.4.1 National Gender Policy 2007

In order to translate the constitutional provisions on GEWE into policy, the Ministry of Gender, Labour and Social Development (MGLSD) has formulated several policy frameworks, notably the Uganda Gender Policy (UGP) and the social development policy. The goal of the UGP is to achieve gender

equality and women's empowerment as an integral part of Uganda's socio-economic development. The UGP provides a clear framework for the identification, implementation and coordination of interventions designed to achieve GEWE in Uganda. The policy is a guide to all stakeholders in planning, resource allocation, implementation, monitoring, and evaluation of programmes with a gender perspective. The UGP assigns the MGLSD with the overall responsibilities of spearheading and coordinating gender responsive development, and in particular ensuring improvement in the status of women.

The 2007 UGP sees affirmative action as a temporary commitment with preferential measures for redressing inequalities or imbalances in accessing resources, power or opportunities.<sup>37</sup> The UGP 2007 provides a broad framework for incorporating a gender perspective in all sectors and mechanisms to be taken into account in order to address gender equality concerns in government programmes, processes and systems.

The UGP offers a guide to all ministries, departments and agencies on key priorities of action to address gender concerns. The aim of the Policy is to guide all levels of planning, resource allocation and implementation of development programmes from a gender perspective. It is a requirement that sector ministries carry out gender and equity analysis of the various policies and programmes that they undertake.

Indicators of the UGP include one for tracking the 'proportion of women in decision-making by sector and level' (UGP, 2007, Section 7.1) and this could reasonably be interpreted to mean the

<sup>7</sup> Other international obligations to which Uganda ratified include



upper levels of the central and local public administration. It could also provide an entry point for establishing a process of developing guidelines for defining gender balance in the public administration, including a programme for monitoring and tracking progress. The UGP does not explicitly address factors that impact on gender equality in public administration such as sexual harassment, family-friendly workplace and childcare issues. Some of these issues are tackled in the Public Service Code of Conduct (2005) and the Employment Act (2006).

#### **2.2.4.2 National Policy of Equal Opportunities (2006)**

Uganda is the first country in the region to have this legislation that recognizes inclusion of gender and equity in the management of public finance expenditure. Through this policy, government is able to address gender and equity provisions in the PFMA that address the different development concerns of various categories of marginalised groups to wit Youth, Older Persons, Orphans and other vulnerable children, Persons with Disability (PWDs), women, men and other minority groups.

#### **2.2.4.3 National Standard Indicator Framework**

The National Standard Indicator (NSI) is a four-level hierarchical National Standard Indicator (NSI) framework covering the national, sectoral and service (MDAs) levels of Government operations. The NSI framework supports national development and is a measurement of progress against the international and regional development frameworks committed to by NDP II. It is based on the overall goal and objectives of NDP II and key regional and international development frameworks that Uganda is party to. The indicators are aligned to; the

overall goal and objectives of the National Development Plan II, the mandates of respective MDAs of Government within the sector planning frameworks, and, also addresses the broad requirements of the Sustainable Development Goals (SDGs). It is envisaged that the NSI framework will guide planning, budgeting, monitoring, evaluation, production of responsive quality statistics and data and reporting.

#### **2.2.4.4 National Gender Priority Equality Indicators**

Is a set of harmonized list of 106 National Priority Gender Equality Indicators (NPGEI) aligning to SDGs and NDP II to monitor the progress of gender equality in the implementation of plans and programs. The Indicators are in six areas including; economic, education, health, leadership and political participation, human rights and ICT and are categorised into three tiers according to availability of data and methodology. These will be useful in gender-responsive evaluation.

The NPGEI indicators have baseline information set for the year 2015 and targets based on NDP terminal year 2020. Monitoring of the NPGEI is guided by a three Tier criteria based on the availability of data and methodology. The NPGEIs consists of 66 indicators in Tier I and 42 in Tier II and III and guides the production and utilization of data and gender statistics for systematically monitoring gender equality. The framework provides a starting point from which to assess the progress made towards achieving gender equality and empowerment of women and girls in Uganda. It is also a tool to facilitate the change needed to address gender issues and provides the basis for more thorough checking of the accuracy of data collection and recording as it allows for additional logical checks.

#### 2.2.4.5 The Compendium of Statistical Concepts and Definitions

Uganda Bureau of Statistics periodically produces a Compendium of Statistical Concepts and Definitions with the most recent being for the year **2012**. The Compendium builds on existing efforts with emphasis on gender responsive information. It is updated every three to five years with input from the respective data sources and subject area specialists in UBOS.

The Compendium promotes effective documentation and harmonization of gender statistics and facilitates regular documentation and user access of up to date gender statistics concepts, definitions and terminologies among data producers and users in the NSS to support management priorities and development initiatives.

The compendium guides planners, policy makers, Civil Society Organizations (CSOs) and researchers, in their respective roles towards the promotion of gender equality and women's empowerment.

#### 2.2.4.6 Guidelines for Gender Mainstreaming in Human Resource Management

The Government of Uganda has relevant initiatives under the Public Service Reform Programme (PSRP). To support this high-level strategic priority, the MPS has developed Guidelines for Gender Mainstreaming in Human Resource Management. Achieving gender equality in the Public Service is seen as an integral part of the reform process (ROU, 2011) and is a strategic priority. The principles adopted for gender mainstreaming are in compliance with a number of constitution, national and international policies and commitments namely:

- The Constitution of the republic of Uganda
- The UGP (2007) - The East African Community (EAC) Treaty (2000)
- The Common Market for Eastern and Southern Africa (COMESA) Gender Policy (2002)
- The Protocol on the Rights of Women in Africa (2003)
- The Intergovernmental Authority on Development (IGAD) Gender Policy and Strategy (2004)
- The African Union Heads of State Solemn Declaration on Gender Equality (2004)
- CEDAW (1979)
- BPFA (1995) and subsequent reviews and recommendations
- The UN Millennium Declaration and Development Goals (agreed in 2000).

This ensures that government ministries, departments, agencies and local governments are addressing gender issues in human resource management as per the requirements in the Uganda Gender Policy, and this requires that ministries should develop guidelines and specific gender commitments.<sup>8</sup>

The MPS Gender Mainstreaming Guidelines provide for structures and processes that have to be put in place within the existing organizational framework to guide the planning, monitoring and evaluation of the processes of gender mainstreaming into key areas of human resource management. The guidelines complement and reinforce existing tools and guidelines for gender mainstreaming in the Public Service.

<sup>8</sup> ROU (2007b); ROU (2011).

These include among others: Ministry of Health, Human Resources for Health Gender Mainstreaming Guidelines 2017 Ministry of Works, Housing and Communications; Guidelines for Mainstreaming Gender into the Roads Sub-sector 2016 Guidelines for Gender Mainstreaming in the National HIV/AIDS Response & Training Manual for Capacity Building for Gender Mainstreaming in the National HIV/AIDS Response 2016 Gender in education Sector Policy 2016

The Ministry of Finance, Planning and Economic Development (MFPED) also requires that government agencies address gender and equity issues in their budgets (FOWODE, 2010b).

The MPS Gender Mainstreaming Guidelines provide for structures and processes that have to be put in place within the existing organizational framework to guide the planning, monitoring and evaluation of the processes of gender mainstreaming into key areas of human resource management. The guidelines complement and reinforce existing tools and guidelines for gender mainstreaming in the Public Service. These include among others:

- Gender and Equity Budgeting Guidelines issued by MFPED.
- Guidelines for Auditing Gender Mainstreaming in Local Governments issued by the MGLSD and the Local Government Gender Assessment and Planning Guidelines issued by the MoLG.

### **Local government**

The UGP also envisages the MoLG will ensure gender is integrated into local government development plans, monitor gender mainstreaming in local governments and to ensure sex-disaggregated data is collected.

In the MoLG's revised Annual Local Government Performance Assessment Indicators (2011), a specific indicator to track the status of women is being proposed - the proportion of women and men in top management in Local Government institutions. This could be a key entry point to track women's participation and presence in local government top management positions.

A user's guide to the UGP also provides useful advice on how it applies to local governments and on concrete steps that could be taken. The guide includes a section on gender equality in governance and refers to the importance of women in leadership. The guide is applicable to civil service positions and appointed posts as well as elected ones.

### **2.2.4.7 Vision 2040**

The Vision 2040 statement highlights the progress the country has made in the legal and policy arena, in political representation, and in lowering gaps in education. It also points out that the conditions sustaining gender inequality in Uganda remain salient: gender disparities in access and control over productive resources like land; limited share of women in wage employment in non-agricultural sectors; sexual and gender-based violence; limited participation in household, community and national decision-making (GoU 2014:96).

### **2.2.4.8 National Development Plan**

The National Development Plan (NDP II) states the country's medium term strategic direction, development priorities and implementation strategies and current development status, challenges and opportunities. The goal of the NDPII (2015/16-2019/2020) is to push the country to middle income status in the next five years through prioritizing investment in five key

growth drivers as identified in the Uganda Vision 2040. The Second National Development Plan (NDP II, 2015/16 – 2019/20) acknowledges the attainment of gender equality and women empowerment is a prerequisite for accelerated socio-economic transformation.

NDP II (GoU2015) and Vision 2040 (GoU 2014) refer to the SDGs these goals and their key gender components. Gender is an important element of the recently-adopted Sustainable Development Goals (SDGs). In addition to a gender-specific goal (No.5), all other goals include gender-focused performance indicators.

This, therefore, mandates all sectors to mainstream gender in their sectoral policies and programmes. To this effect, several sectoral policies and acts have been formulated with varying degree of gender responsiveness. To this effect, several sectoral policies and acts have been formulated with varying degree of gender responsiveness. Some of these include; the Plan for the Modernisation of Agriculture, Employment Act and Policy, the Land Act Amendment of 2004, the enactment of the Equal Opportunities Act 2007, the enactment of the Domestic Violence Act 2010, Local Government Act, National Education Policy, National Health Policy and National Science and Technology Policy among others. The Government of Uganda has also, in line with the commitments, adopted various policies to promote gender equality and eliminate discrimination against women. Examples include the National Action Plan on Gender for monitoring the implementation of CEDAW and the UGP 2007.

NDP II emphasizes that gender issues, negative attitudes, mindset, cultural practices and perceptions are critical constraints in achieving set objectives.<sup>9</sup> The broad NDP strategy to deal with this constraint is to require the sectors to take requisite action to promote gender equality in all spheres (ROU, 2010b).

#### **2.2.4.9 The Affirmative Action Policy**

To promote representation and participation of women in politics, the Government of Uganda introduced the affirmative action policy. Affirmative action is entrenched within the Constitution of the Republic of Uganda. Article 32 (1) states that: *“Notwithstanding anything in this Constitution, the States shall take affirmative action in favour of groups marginalised 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.”* Article 78 (1) states that there should be one woman representative for every district, and in article 180 (b) it is states that one third of the membership of local councils should be reserved for women. Affirmative Action has resulted in an increase in women’s representation and participation in politics.

#### **2.2.4.10 Plan for National Statistical Development**

The Uganda Bureau of Statistics (UBOS) has developed and is implementing a Plan for National Statistical Development (PNSD) as a comprehensive framework for strengthening statistical capacity to produce quality data for the

<sup>9</sup> ROU (2010b).

development of a gender responsive, coordinated and demand driven NSS. Through this Plan, Uganda has embraced the global agenda of increasing availability and use of Gender Disaggregated Data (GDD) and Statistics for national policy formulation, planning, budgeting, programming and monitoring. The PNSD (2013-2018) identifies gender statistics as one of the key outputs in the production and dissemination of Social Statistics; and highlights engendering statistics as one of the strategic areas for development and management of quality data.

#### 2.2.4.11 Production and dissemination of Gender Statistics

##### *Publications on Gender Statistics;*

- Methodological Experiment on Measuring Asset Ownership From A Gender Perspective (MEXA) – 2016
- Social Institutions and Gender Index (SIGI) Country Report 2015
- Agriculture Sector Gender Statistics Profile
- Compendium of Concepts and Definitions on Gender Statistics
- Education Sector Gender Statistics Profile
- Energy Sector Gender Statistics Profile
- Health Sector Gender Statistics Profile
- Justice Law and Order Sector Gender Statistics Profile
- Uganda Facts and Figures on Gender 2013
- Water and Sanitation Sector Gender Statistics Profile.

##### *Gender Specific Reports*

Initial efforts have been on Sex Disaggregated Data. Hold regular Sub Committee meetings to share progress

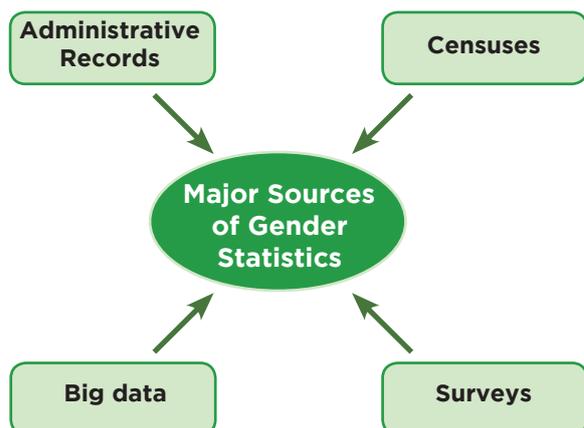
and facilitate in depth GDD analysis. (e.g., Time Used Data Analysis of the existing survey data). Conducted a Participatory Gender Audit (PGA) to establish existing efforts in gender mainstreaming and suggest ways on how best GMS in statistics production.

Engendering survey processes for example, survey/census instruments/questionnaires namely; Uganda National Household Survey (UNHS), Uganda Demographic Health Survey (UDHS), The Population and Housing Census (UPHC), The Uganda Census of Agriculture (UCA).

##### *Main sources of Gender Statistics*

Main sources of Social Statistics include: (1) censuses and micro-level surveys that provide information on individuals, households and enterprises; (2) data generated institutionally, including facility-generated service and administrative records (through hospitals, schools, civil registries, tax authorities etc.) as well as policies, laws, and regulations that are developed through the political Population and Housing Censuses, Regular and Ad Hoc Surveys, Administrative Sources such as Civil Registry and Vital Statistics Systems, various line ministries (Health, Education) and other organizations/agencies (e.g. International Labour Organisation (ILO). Main themes for which indicators are being compiled are: Labour Force, Education, Health, Population, Households and Families, Poverty, Migration/Free Movement, Crime, Child Monitoring and Protection, Youth, Elderly, Decision making, Vital statistics, Culture; (3) big data, which has yet to be mined for gender issues.

### Major Sources of Gender Statistics



### Statistical Databases

- Countrystat Uganda
- National Data Summary Page
- Integrated Management Information System
- Data Archive
- Uganda Info 7.0
- Uganda's National Summary Data Page
- Health Management Information System
- Education Management System
- Land Information management System
- Water Environment and Sanitation Management Information Systems

### Gender Statistical Initiatives, frameworks and Strategies

- Development of a gender statistics strategy and operational plan;
- Conducting training for gender statistics stakeholders;
- Conducting seminars to create awareness amongst UBOS staff on gender statistics;
- Gender profiling (under progress) to develop an inventory for gender statistics for users;

- Design and integration of gender and time use variables into the UNHS V and labour survey modules.

### Gender Statistics Dissemination

Many opportunities have been created to enable Sharing of knowledge, best practices and experiences. They include the following, among others:

#### Seminars

The Uganda Bureau of Statistics (UBOS) regularly promotes Public Seminars, organized in collaboration with policy makers and users of statistics (stakeholders), to present analysis and research findings using data routinely collected by the UBOS, including census data and gender indicators. One of the main purposes of the seminars is to educate the public about the use of statistics.

#### Workshops

UBOS and other development partners have organized national and regional capacity building workshops at national and regional levels on various statistical areas. These workshops have also been used to share knowledge, best practice and experiences among Ugandans and other African countries.

#### Statistical Journal

The Statistical Abstract promote the understanding of Statistical development in Uganda. The abstract serves as a research outlet and information sharing publication among statisticians and users of statistical information mainly in Uganda and the African region. It publishes, among other things: articles of an expository or review nature that demonstrate the vital role of statistics to society rather than present technical materials, articles on statistical methodologies with special emphasis on applications,

articles about good practices and lessons learned in statistical development in the region, opinions on issues of general interest to the statistical community and users of statistical information in the African region, notices and announcements on upcoming events, conferences, calls for papers, and recent statistical developments and anything that may be of interest to the statistical community in the region.

#### **2.2.4.12 International Comparison Programs**

The programs mainly focus on activities with regional public goods characteristics including (i) methodological development work to generate a statistical infrastructure and approach that fit the African environment; (ii) adaptation of international statistical standards to suit local conditions in the country (ies) and conducting training workshops on these standards; (iii) harmonization of data generation practices and standards to ensure comparability of data across the countries and with the rest of the world; and (iv) training of GoU staff for strengthening statistical capacity.

#### **2.2.4.13 Capacity building for Gender Statistics**

There are a number of capacity building initiatives that have been undertaken in the area of Gender Statistics. These include Regional Workshops on Gender Statistics held in various MDAs and districts during the period 2007-2016. The workshops were aimed at enabling the compilation of harmonized and high quality Social/Gender statistics. Activities included reviewing core Social/Gender Statistics and Indicators submitted, as well as the methodologies used in the production and compilation of such statistics.

Additionally, identifying existing data and meta-data gaps, challenges in filling these gaps and methods to address the same and to improve the submission of data were critical components of these workshops. Workshops on Basic Statistics in the areas of Fertility and Mortality Statistics and, Strengthening Capacity in Civil Registration and Vital Statistics Systems. UBOS designed a Gender Statistics Training Module as part of its statistical capacity development efforts. The School of Statistics and Planning has been training under-graduate statistics students on gender statistics and the training is mainstreamed in the curriculum. The MOGLSD has also been implementing a Capacity Development and Training Programme for Gender Mainstreaming or staff.

#### **2.2.4.14 Financing of Gender Statistics**

Financing of Gender Statistics is mainly through the national budget which determines the extent to which different groups of people will benefit from the services provided by the state. The Ministry of Finance, Planning and Economic Development has added impetus to the government's broad policy of mainstreaming gender in sectoral plans by issuing along with the Budget Call Circular, a requirement for gender responsive budgeting. However, major surveys, censuses and gender statistics programs are financed by development partners.

#### **2.2.4.15 Conclusion**

The above overview of institutional, legal and policy framework show that deliberate efforts have been taken by the government and its stakeholders to provide an environment that takes into consideration gender statistical production and sustainability.



# RESPONSES FROM KEY STAKEHOLDERS

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## 3.1 AN OVERVIEW OF THE NPGEIS

A set of National Priority Gender Equality Indicators (NPGEIs) was recently launched in October in 2016 by the Government of Uganda. The NPGEIs indicators are of critical importance in determining whether policy efforts are consolidated, goals and targets are achieved or missed. Table 3.1 presents the indicators by data sources. Despite the tremendous improvement in production and demand for gender statistics over the past ten years, crucial concerns remain in the conditions governing the sustained production of gender statistics.

The assessment involved conducting key informant interviews and document reviews. The list of stakeholders consulted during the process of data collection is attached as Annex 2. Overall, the respondents confirmed that the demand for gender statistics

in Uganda has grown as reflected in the following achievements:

- National Priority Gender Equality Indicators (NPGEIs) aligned to the NDP II and SDG requirements,
- National Standard Indicator (NSI) framework aligned to the NDP II and SDG requirements,
- Compendium of Gender Statistics Concepts and Definitions,
- Capacity Building Programme for Gender Statistics,
- Gender responsive Annual Statistical Abstracts,
- Facts and Figures on Gender,
- Gender monographs (Census & Survey),
- Gender specific surveys (Social Institutions and Gender Index, Time Use, etc),

- Sector Gender Statistics Profiles  
-Agriculture, Health, Education, Water and Sanitation, etc.
- The Uganda Gender Policy (2007) and,
- The call for Gender Equity Based Budgeting at all levels of planning.

**Table 3.1:** Number of NPGEIs by Data Source

Sr. No.	Institution	Source of Data	Number of Indicators*
1	Uganda Bureau of Statistics	UNHS	27
2	Uganda Bureau of Statistics	UNPS	7
3	Uganda Bureau of Statistics	NLFS	2
4	Ministry of Education and Sports	Administrative/ Census	23
5	Uganda National Council for Science and Technology	Administrative	4
6	Ministry of Health	Administrative/ HMIS	9
7	Uganda Bureau of Statistics	UDHS	26
8	Uganda Bureau of Statistics	Population and Housing Census	1
9	Ministry of Health	Aids Indicator Survey	5
10	Parliament	Administrative	1
11	Ministry of Local Governments	Administrative	1
12	Ministry of Public Services	Administrative	1
13	Equal Opportunities Commission	Administrative	1
14	Ministry of Finance Planning and Economic Development	Administrative	2
15	Ministry of Gender Labour and Social Development	Administrative	1
16	United Nations Development Programme	Administrative/HDR	2
17	Uganda Bureau of Statistics	SIGI	1
	<b>TOTAL</b>		<b>114</b>

\*-Including the sub-divisions

The summary of the NPGEl by source is provided below.

- Uganda Bureau of Statistics (UBOS) - 64**
- Ministry of Education and Sports (MoES) - 23**
- Ministry of Health (MoH) - 14**
- Uganda National Council for Science and Technology (UNCST) - 4**
- Ministry of Finance, Planning and Economic Development (MoFPED) - 2**
- Parliament - 1**
- Ministry of Local Government (MoLG) - 1**
- Equal Opportunities Commission (EOC) - 1**
- Ministry of Gender, Labour and Social Development (MoGLSD) - 1**

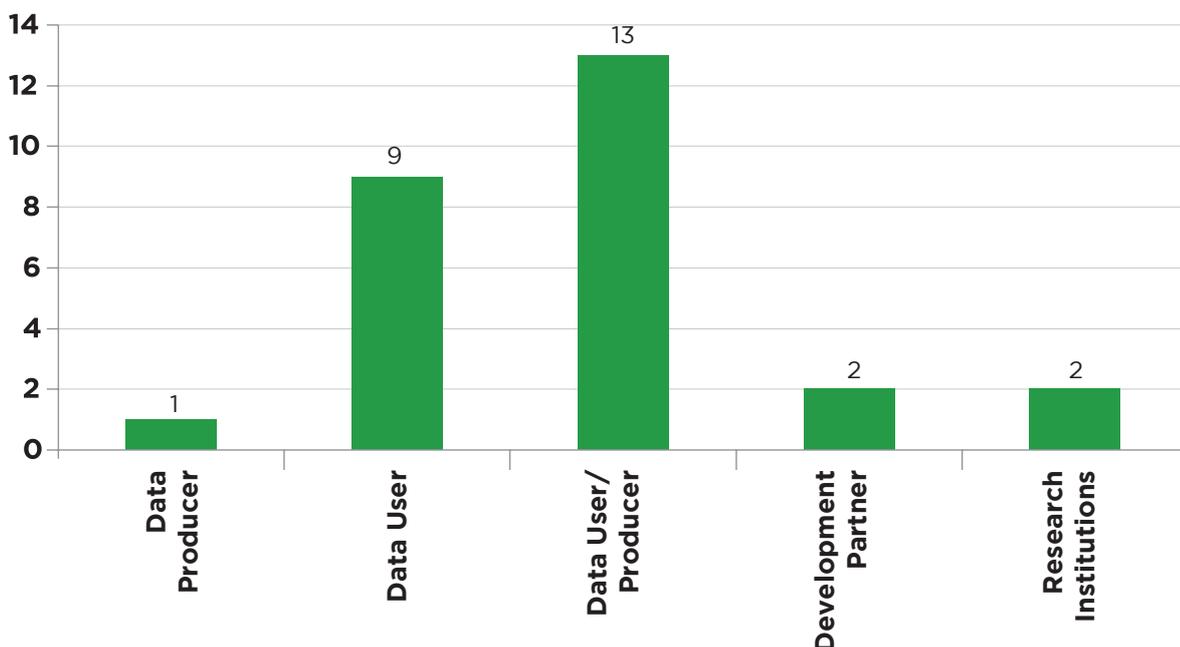
From the visual above, it is clear that information on over 50% of the indicators will be provided by UBOS, followed by the Ministry of Education and Sports with about one fifth of the indicators to take care of.

A semi-structured data collection instrument was employed to solicit information from the key stakeholders responsible for the generation and utilisation of gender statistics. Figure 3.1 presents the number of stakeholders consulted by their role in the generation and utilisation of gender statistics. The semi-structured tool is organized in four (4) sections, namely, an assessment of the generation of gender statistics; capacity building for data management; funding of data generation; and sustainability of gender statistics production. The assessment tool is attached (Annex 3).

### 3.2 GENERATION OF GENDER STATISTICS

Administrative records were mentioned as the main source of data for planning, followed by surveys and censuses (Table 3.2). In 17 out of the 25 cases, data collection and reporting on some of the variables was being carried out while taking into consideration the sex disaggregation. The inclusion of the qualitative information to complement

**Figure 3.1:** Distribution of Stakeholders Consulted by Role



the quantitative data to monitor women and men participation was mainly reported by the civil society organisations. Administrative data, however, often lack a qualitative focus on the situation of women and men, Only the CSOs collect qualitative data as a complement to statistical data. In addition, data generated from administrative records is meant to address information needs of a particular institution. Where an institution faces gaps in gender mainstreaming, it is unlikely that gender related data will be collected. The data only stops at sex disaggregation of male and female.

The available gender statistics were characterized with incompleteness, inadequacy, incomparable, inaccessible and not responding to the user needs at all levels of administration. For most of the data producers, they were only stopping at presenting the sex disaggregated data, yet gender analysis goes beyond to look at the cultural and social construct and the roles women and men play.

Inclusion of gender mainstreaming outcomes in the programmes was reported to be very important by the

majority of the respondents. Gender mainstreaming is the (re)organization, improvement, development and evaluation of policy processes, so that a gender equality perspective is incorporated in all policies at all levels and at all stages, by the actors normally involved in policy-making. The definition of gender mainstreaming highlights the goal of mainstreaming, the process, the objects and active subjects of mainstreaming. The objects of mainstreaming are all policies at all levels and at all stages, while the active subjects of mainstreaming are the ordinary actors. Gender mainstreaming can mean that the policy process is reorganised so that ordinary actors know how to incorporate a gender perspective. Gender mainstreaming can also mean that gender expertise is organised into the policy process by including gender expertise as a normal requirement for policy-makers. The respondents emphasized that it is very important to mainstream gender to ensure that the differences between women and men, girls and boys are not used as a ground for discrimination. The users of gender statistics include; Government agencies, development partners, the private sector and civil society organisations.

**Table 3.2:** Response on Generation of Gender Statistics by Stakeholders

Assessment Measure	Response (Out of 30)	Remarks
A1. Main source of Data	Censuses (11), Surveys (15) Administrative (25), and MIS (3)	UBOS was reported as the major source of census and survey data
A2. Data collection and Reporting by sex	No (19)	Need to disaggregate the administrative data
A3. Inclusion of quantitative and qualitative indicators in the data collection instruments to monitor women and men participation	Yes (9)	Failure to generate gender statistics is partly a consequence of lack of gender indicators to address in the data collection processes.
A4. Is it important to include gender mainstreaming outcomes in your programme?	Very important (27)	

Assessment Measure	Response (Out of 30)	Remarks
A5. How often is gender explicitly integrated in your work?	Always/usually (19)	
A6. How complete are the gender statistics?	Incomplete (22), Complete (7 )	Gender statistics goes beyond disaggregation of data by sex
A7. Do the data correspond with the user needs?	Moderate (12), To a greater extent (12)	The data users should be consulted at the time of planning a data collection exercise
A8. Procedures in place to track user needs and uses of gender statistics?	Yes (8)	
A9. Are the gender data generated satisfy the user needs?	To a greater extent (13), No (9)	
A10. Do you make regular follow-ups with users to ensure user satisfaction?	Yes (13), No (15)	
A11. How quickly are the data released for dissemination or further processing?	Some delays (24)	Timely dissemination of statistics enhances its utilisation
A12. How easily are the data accessible for use?	Easily accessible (12), It depends (12)	
A13. How are the gender statistics data disseminated?	Reports (19), electronically (8) and seminars/ workshops (12)	Users visiting the institution to make formal requests was also common
A14. How consistent are the data internally or crosssectorally?	Consistent (15)	
A15. How comparable are the data over time?	Data vary depending on the situations and circumstances on the ground (16)	
A16. Are the data produced using common standards with respect to scope, definitions, and classifications?	Yes (17)	The source of the common standards was mentioned as UBOS and the line ministries
A17. What are the specific needs and challenges relating to the production or dissemination of gender statistics?	Limited capacity for data production and dissemination, limited funding, use of unfriendly reporting formats, limited sensitization about gender and inadequate staffing levels	A Need for comprehensive and consistent gender disaggregated data up to the lowest level of administration was mentioned
A18. What plans are in place to revotionalise the generation of gender data?	Employ technology by use of MIS at both national and LG level, enhanced staff training, install IT systems, online systems for data reporting	There is a need to invest in the dissemination of gender statistics using both the traditional and non-traditional ways like, use of the social media

Assessment Measure	Response (Out of 30)	Remarks
A19. Who are the users of the gender statistics generated by your institution?	Government, development partners, private sector, Local governments, researchers and CSOs	

### 3.3 CAPACITY BUILDING

Information was solicited from the respondents in connection to the capacity building needs and efforts by other stakeholders. Table 3.3 presents the findings. The major challenges mentioned were; lack of training in data collection, processing and analysis, inadequate staffing levels, limited funding, limited IT skills and lack of

data management equipment (mainly computers and the software). Two of the local governments (Moroto and Gulu) visited were lacking statisticians. By addressing those challenges, engendered data would be generated at all levels of planning and the planning and monitoring of progress would improve.

**Table 3.3:** Responses on Capacity Building for Gender Statistics Production

Assessment Measure	Response (Out of 30)	Remarks
B1 – Is your institution organizing staff training and development programmes for data management and report preparation?	Yes (11)	Many respondents were expecting UBOS to extend capacity building efforts for data management
B2 – If yes, on average, how many staff benefit from the statistical capacity development programme every year?	Only five institutions reported conducting capacity building programmes	
B3 – How many statisticians are employed in this institution? :	Nineteen (19) institutions reported having statisticians	The number varied from zero for three institutions to over 50 for UBOS
B4 – Are there guidelines in place to guide data management?	Yes (17)	Many respondents were expecting UBOS to extend capacity building efforts for data management
B5 – What procedures are in place to ensure metadata are documented according to standardised metadata systems?	None (9), train the statisticians, seek assistance from UBOS	To some respondents meta data was not a familiar term
B6 – What capacity is in place to ensure that metadata are updated regularly; the presented statistics facilitate proper interpretation and meaningful comparisons?	Inadequate capacity (9)	

Assessment Measure	Response (Out of 30)	Remarks
B7 - Is there capacity for regular production of up-to-date methodological documents and quality statistical reports?	Yes (15)	Although many reported having capacity in this area, it was not a usual business
B8 - Do you organize training in the field of gender statistics?	No (25)	
B9 - Does your institution provide capacity building support to other MDAs in the production, dissemination, analysis and use of gender statistics?	Yes (9)	Support provided during the gender and equity certification interventions with MDAs and LGs; during the preparation of statistical abstracts/ Training on data processing and analysis for all departments
B10 - Does your institution organise in service training in the field of gender statistics?	Yes (5)	The institutions reporting having benefitted from the gender statistics training were assisted by UBOS and UN Women
B11 - What are your capacity needs to contribute to the regular generation of the NPGEIs?	Capacity building in data production, Sensitization on the NPGEIs, training on statistical packages	
B12 - How will the capacity of the National Statistical System to produce gender-related indicators improve as a result of your intervention?	Provision of engendered data at all levels of planning; Improved planning and monitoring of progress  provision of engendered disaggregated data;	

### 3.4 FUNDING

Funding was mentioned as one of the key factors limiting generation of data. Most of the MDAs funded by Government reported having no budget lines for data production. Where the budget lines existed the funding levels were very low. As a coping strategy, the MDAs including the local governments were relying on statistics from UBOS to inform the planning process. To sustain the generation of gender

statistics in light of limited funding, the respondents were planning to; continue mobilising financial resources; continue to advocate for gender mainstreaming; partnership with all stakeholders; sensitise the political leaders; use the gender equity-based budgeting window to raise funds for production of gender statistics; and use the strategic plan for statistics to mobilise financial resources.

**Table 3.4:** Responses on Funding for Sustainability of Gender Statistics Production

Assessment Measure	Response (Out of 30)	Remarks
C1 - Do you have funding for generation of gender statistics?	No/Limited funds (18)	For those accessing funding opportunities, the major sources of funding were government and development partners  The lack of funding for generation of data was affecting the frequency of data availability.
C2 - Consider the gender representation and allocation of resources in particular. You may find it worthwhile to think about formal and informal power. What are the structures?	Gender strategy of the national land policy exists for the land board members; Male dominated structure; Most of the grants to the district are conditional/some women representative not able to present gender issues during the council meetings.; No one advocates for gender budgets	
C3 - What are the major gaps both in process and content – and what resources are needed to bridge those gaps annually?	Limited capacity at all levels hence a need for capacity development; Lack of primary engendered data collection tools; inadequate staffing levels; and inadequate funds	
C4 - What plans are in place to mobilise resources to sustain the generation of gender statistics?	Continue mobilising financial resources; Continue to advocate for gender mainstreaming; partnership with all stakeholders; Sensitisation of the political leaders; use the gender equity based budgeting window to raise funds for production of gender statistics; use the strategic plan for statistics to mobilise funds	Many institutions had no plans for collection or updating gender statistics due to limited capacity and funding.

### 3.5 SUSTAINABILITY

The responses on sustainability of gender statistics production are presented in table 3.5. The social and cultural barriers affecting gender statistics production mentioned included; the negative mindset/ stereotypes, financial and human resource constraints, and limited awareness among the population on gender issues. Stereotypes are

opinions or considerations about members of particular groups or a category of people that may present a bias. During the field visit it was observed that only women had been appointed as gender focal points suggesting that may be they were expected to be more interested in that role. However, the men could equally serve as gender focal persons.

With regard to the revision of data, many organisations visited had no plan because limited resources. They were planning to collaborate with development partners, MDAs, local

governments, and CSOs to ensure that the generation of gender statistics is sustained following the launching of the NPGEIs.

**Table 3.5: Responses on Sustainability of Gender Statistics Production**

Assessment Measure	Response (Out of 30)	Remarks
D1 - What are the socio-economic and cultural challenges or barriers in different contexts that could stop the regular production of gender statistics?	Financial and human resource constraint; Lack of support from top managers; limited appreciation of gender statistics generation; limited awareness on gender issues; Most of the respondents to the data collection tools are males; Negative mindset/stereotypes; Some activities/ roles of the females are not considered during data collection	
D2 - What measures are in place to revise the data?	No plan/ No response (21)	Only two institutions had a plan of updating the data annually depending on the availability of funds.
D3 - What plans are in place to partner with other organisations to sustain the generation of gender statistics?	Partner with development partners, MDAs, local governments, and civil society organisations	
D4 - What plans are in place to ensure regular production of gender statistics?	Advocate for gender mainstreaming in all activities; Advocate for increased funding levels; Budgeting for gender statistics production; Conduct customised trainings in gender statistics production and use/ advocacy/mainstreaming gender in the strategic plans for statistics; Continue collaborating with stakeholders; Implement gender oriented research; Lobby for more funds/ budget for gender statistics; M&E Framework exists; Mobilise funds for gender statistics; Monthly data reporting by the suppliers; Produce statistical abstract with gender lenses; Regular research and studies implement activities under the gender equity certificate; Quarterly reporting in District Technical Planning Committee using statistics and sharing the data collection tools	

Assessment Measure	Response (Out of 30)	Remarks
D5 - What plans do you have to promote increased utilization of gender statistics;	Encourage data utilisation at facility level; Focus on improve data analysis to produce gender statistics; Inclusion of a budgetline; Increase awareness among stakeholders; Increased dissemination of data at various levels; Plan to sensitise the users and producers; Pointing out gender statistics gaps; Produce statistics in a timely manner; produce user-friendly reports/ continue producing the statistical abstracts/plan to produce facts and figures; Seek support from MOGLSD/sensitise the leaders/ advocate for prioritisation of gender statistics production during budgeting; sensitisation workshops for LGs to engender their statistics; Sentisation of stakeholders at different levels; Timely dissemination of gender statistics	

### 3.6 REFLECTIONS

The above responses from the key stakeholders suggest that deliberate efforts have been taken by the government and CSOs to generate statistics and some of them go beyond to present the sex disaggregated data,

however, gender analysis is still lacking. Limited funding, inadequate staffing and limited capacity development are the major hindrances to gender statistical production in Uganda.

# LESSONS LEARNED, CHALLENGES, OPPORTUNITIES, RECOMMENDATIONS AND CONCLUSIONS

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## 4.1 LESSONS LEARNED

### 4.1.1 Effective and inclusive national institutions and gender equality mechanisms to drive evidence-based and gender-responsive implementation and follow-up if the NGPEIs are to be monitored

MDAs tasked with guiding the work towards achieving all the Goals and indicators and targets need to ensure that planning, decision-making, policy action, budgeting and monitoring reflect gender equality considerations. At every stage, up to date gender statistics will be needed.

### 4.1.2 Enabling economic environments and significantly increased financing are key to sustained gender statistical production and gender equality

Gender-responsive, inclusive and sustainable macroeconomic frameworks and domestic resource mobilization and allocation are needed to redress the historic underinvestment in gender equality and women's empowerment. Investments in gender equality need to be prioritized in all areas and all sectors. Gender-responsive budgeting can be a good aid to tracking and monitoring of such investments.

### 4.1.3 Gender-responsive data collection and use, and follow-up and review are needed

Data requirements to effectively monitor progress towards the SDGs for women and girls will be substantial and significant investments and capacity building will be needed to fill data gaps. UBOS, line ministries and national mechanisms for gender equality all have to contribute to this effort to ensure the regular production, analysis and use of high-quality gender statistics. Collaboration will be needed between global, regional and national actors in areas of gender statistics.

### 4.1.4 Buy-in from political leadership matters

Only with the support and advocacy of the highest decision makers in the government will the task of producing gender statistics be possible.

Leaders and senior managers need to be convinced on the importance of producing gender statistics and their benefits to government and the organization. Their full commitment is needed to secure resources and motivate staff to conduct the work involved.

### 4.1.5 Mainstreaming gender in statistics is synonymous with improved data quality

Focusing on gender statistics provides an opportunity for data-producing agencies not only to improve the availability of gender-related information, but also to improve overall data quality. As the work of mainstreaming gender in statistics cuts across different subject areas and various stages of the production process, the systems, processes and lessons learned through it can be applied to benefit other areas of data production.

#### Box 1. Good practices and lessons learned in designing and implementing gender policies and action plans

- Clear policy guidance and sustained management commitment to gender needs to be articulated well and consistently for sustained gender-equality results.
- Both women and men need to be included as key stakeholders and in target groups.
- Clear baselines and measureable gender-related targets should be established from the outset.
- In terms of monitoring and reporting on gender-sensitive policy implementation, results and processes, clear accountability mechanisms must be articulated in order to take corrective measures when needed.
- Gender-sensitive and anonymous complaint mechanisms should be available, so that women and men feel confident when filing their complaints relating to climate change interventions.
- Sex-disaggregated data and relevant gender indicators must be created in the results and portfolio monitoring frameworks and in reporting.
- Periodic auditing of gender-sensitive results allows policies and accountability and implementation mechanisms to be adjusted. This should be considered in the initial design.
- The institutionalizing of gender and the building of interest and competencies among core staff on gender issues strengthens results and impacts and should be included whenever possible.
- Dedicated budgets for gender-related activities will support greater success.

**Sources:** Mainstreaming gender in mitigation and technology development and transfer interventions: capacity-building package, UNDP, [http://www.unclearn.org/sites/default/files/inventory/mainstreaming\\_gender\\_in\\_mitigation\\_fnl2.pdf](http://www.unclearn.org/sites/default/files/inventory/mainstreaming_gender_in_mitigation_fnl2.pdf)

#### **4.1.6 Quality of baseline data matters**

If the quality of the baseline gender-disaggregated data is poor, it usually follows that measurement of real progress on gender mainstreaming is limited. Furthermore, team members have to have the necessary skills to develop and monitor progress against gender mainstreaming goals. Progress and lessons learned in implementing gender mainstreaming strategies need to involve not only quantitative Gender-Disaggregated Data (GDD), but also comprehensive contextual qualitative analysis but identifying indicators that are amenable to observable, replicable, verifiable measures is problematic. The findings of the assessment revealed that many data producers do not generate the qualitative information to compliment the quantitative data.

#### **4.1.7 Internalizing Gender Mainstreaming**

The concepts of gender mainstreaming and using a gender perspective are not new, but they can often seem abstract and difficult to apply in practice. Furthermore, the terms themselves may be unfamiliar to many people, and it is not uncommon for statisticians and data producers to have misconceptions about the requirements for developing gender statistics. Allocating a gender focal point within the agency does lead to considerable progress towards gender-mainstreamed statistics. The processes involved require more significant and sustained investment. For instance, regular conducting of the time-use and gender-based violence surveys by the National Statistical Office (NSOs).

#### **4.1.8 Data production**

Data production typically refers to the entire cycle of steps taken to produce statistics, from establishing

the initial need for data, to designing the collection instrument, collecting, processing, analysing and disseminating results. Ensuring that official statistics are gender-sensitive requires action at various stages of the production process and stakeholder consultations.

#### **4.1.9 Systems of accountability are important**

One of the key lessons learned on mainstreaming Gender Equality in development agencies is that there must be systems of accountability, with incentives and sanctions. These systems must have ‘bite’ enough so there’s no possibility that either staff or managers can evade the responsibility to deliver Gender Equality results. Systems of incentives could still be put in place, for example, by rewarding successful mainstreaming initiatives or by sharing particularly interesting and successful gender-specific programmes as good practices with all staff.

## **4.2 GAPS AND CHALLENGES IN THE NATIONAL GENDER STATISTICAL PRODUCTION**

### **4.2.1 Gender Mainstreaming**

The concepts of gender mainstreaming and using a gender perspective are not new, but they often seem abstract and difficult to apply in practice. Furthermore, the terms themselves may be unfamiliar to many people, and it is not uncommon for statisticians and data producers to have misconceptions about the requirements for developing gender statistics.

The ways in which gender statistics are conceptualized have changed over time, and however, there continues

to be some misunderstanding about whether gender statistics are equivalent to “statistics about women” or whether they also require accurately capturing data relevant to men.

#### 4.2.1.1 Other challenges and constraints in gender mainstreaming statistics

##### *Operational*

- Poor attitude and lack of support for generation of gender statistics;
- Potential data users do not know what they need to constitute gender statistics;
- Inadequate funding for gender statistics; and,
- Reaching out to all the actors is currently not possible due to lack of information.

##### *Technical*

- No specific reference document (standard manual) on gender statistics;
- Lack of harmonised and standard concepts, terminologies and definitions;
- The scope of gender statistics is not clearly defined;
- There are methodological limitations to guide in-depth analysis for GDD, due to; change in phrasing and concepts used;
- Limited information on existing data for GDD analysis; and
- Data collection/ capture- tools are not standardised and engendered.

#### 4.2.2 Production of Gender Statistics

The production of the gender statistics requires not only the collection of the official data based on gender.

Another criterion is also that the concepts and the methods used for the data collection must reflect in an adequate way the issue of gender in the society. The gender statistics are not produced and improved in an isolated form. This work must be integrated in the development of the whole national statistical system. So the improvement of the content, method used, classification and measurements must be performed during the daily work. Respecting this approach we can improve our sources of information as administrative registers, surveys, censuses etc.

Evidence from the key stakeholders consultation revealed that, gender is not systematically analysed in surveys, censuses and administrative records. Regarding the administrative record even there have been some progresses there is still a lot to do. Many MDAs statistical systems do not consistently disaggregate data by age and sex and do not distinguish between sex disaggregated data and specific gender analysis from census data. Furthermore, the findings from the assessment show that there is:

- Lack of disaggregated data by sex for all levels of administration, where attempts have been made only few variables are included. In addition, registers from e. g. hospitals and public centres are not sex disaggregated.
- Lack of awareness among data producers of statistical tools (including definitions, nomenclatures, sampling methods etc.).
- Limited statistical data analysis skills and equipment including stakeholders especially for local governments and civil society organisations.

### 4.2.3 Implementation of the Gender Equity Certification

While the legal framework elaborating the mandate and function of the EOC with respect to ensuring gender representation and equity is clear, inadequate financing of the EOC has impeded the institution's capacity to effectively execute this mandate. Gender representation and equity compliance assessment remains an underfunded priority.

Furthermore, there is no clear approach used to measure the level of compliance relating to gender and equity of the Ministerial Policy Statements the basis of which public and other end users could potentially hold the respective MDAs accountable. Once enforced, the stakeholders involved in the preparation of ministerial policy statements will be the potential users of gender statistics, hence increased and sustainable production.

Another worrying factor is that the Certificate does not propose recommendations for the MDAs to address the key gaps identified. Of even greater concern is the fact that the assessment does not specify the measures taken to equalize opportunities for men, women, persons with disabilities and other marginalized groups as required by section 13 (15) (g) (ii) of the PFMA.

### 4.2.4 Gender and Equity Awareness

There is general lack of gender and equity awareness by many MDAs as shown by the assessment score conducted by ESR on the 2016/17 MPs. Out of the four main assessments, the overall scores remained low indicating a lack of gender and equity awareness by many MDAs as shown as follows;

#### i) Allocation and utilization of specific funds for equity-specific outputs/interventions

Fifty seven percent (57%) was the overall score for the expenditure of funds on equity-specific outputs. The report revealed that 38% of the Votes fell below average while eight of the Votes were found to be completely non-compliant.

#### ii) Medium term plans

Only 19% of Votes/MDAs reflected medium-term plans for gender responsive interventions. 65% of the total Votes/MDAs were completely non-compliant by virtue of being devoid of any gender-specific interventions; and only 8 Votes/MDAs recorded compliance levels exceeding 50%.

#### iii) Reflection of gender sensitive outcome indicators

This section of the assessment registered the lowest level of compliance with a national average of only 16%. Seventy-three percent (73%) of the MDAs assessed were completely non-compliant in this area on account of not having in place any commitment to track the progress of gender and equity sensitive interventions.

#### iv) Allocation of budgetary resources towards the promotion of gender and equity

National compliance in this area was reported at 51%.

### 4.2.5 Convincing senior management and subject matter statisticians

Convincing senior management and subject matter statisticians of the importance and benefits of gender mainstreaming is often a challenge. Resources tend to be scarce and requests to focus on gender is

sometimes seen as an additional burden and a distraction from other priorities and the core work of data production. The stakeholders (data users) also encounter challenges when they attempt to access the raw data for gender statistics mining.

#### **4.2.6 Limited technical and operational capacity**

Mainstreaming gender in statistics involves a number of steps: strategic planning, user consultation, harmonization of concepts, development of working methods, conduct of gender analysis and changes to dissemination practices. The work involved in building capacity and implementing a gender statistics programme is detailed and time-consuming. All this requires the allocation of considerable resources to the national statistics office and other data-producing agencies. It also calls for the involvement of data users within the national women's machinery.

The gender statistics production in the past has been largely funded by development partners and often may not adequately focus on sector priorities but the current thematic needs. For some of the stakeholders, especially the local governments the equipment and supplies for reproducing documents are inadequate, while the workload is squarely on one professional staff. Computers are few, not networked onto the Local area network and data analysis packages are lacking. There is no central database for data storage. Data is still kept in paper files, no computerized data storage software.

#### **4.2.7 Limited capacity to use gender statistics**

The limited knowledge that government officials and policymakers may have of gender concerns and statistics poses a

major challenge to the mainstreaming of gender in statistics. Government policy typically requires all ministries and agencies to mainstream gender in their work. National statistics are a key resource for this, as they provide evidence of gender disparities and a method for measuring progress. Policy makers are often not familiar with statistics, however, and lack the skills needed to retrieve, interpret and apply them in their work. Besides, as gender equality is a misunderstood concept, mainstreaming it effectively requires knowledge, skills and tools in this area. The mainstreaming of gender in national statistics, therefore, usually also involves developing the skills of data users.

#### **4.2.8 Biases**

Among the biases are;

- conservative attitudes – people are comfortable maintaining the status quo, doing things the way they are used to;
- limited computing skills making it difficult to mine the data; and
- political culture which discourages open sharing of some information.

#### **4.2.9 Communication Strategies**

Unfortunately, gender statistics are frequently underused. Many MDAs have limited printing budgets, and they produce only a small number of publications containing gender statistics. Therefore, dissemination is very limited, mainly workshops and seminars. Conversely publications may be available, but the data are not fully analysed. Even comprehensive online data may not be accessed if users are unaware of its existence.

#### **4.2.10 Limited human and financial resources**

The data producers (including the National Statistics Office) are not adequately resourced in terms of financial and human resource to effectively implement the gender mainstreaming strategy. Most of the gender focal points (GFPs) are for some reason statisticians. Some institutions pay lip service to the gender challenge by appointing very junior officers with no decision-making powers to be GFPs. In addition, most GFPs have no clue of what the gender challenge is about and hence what it is they are being tasked to do, so that a lot of capacity building is needed. Another noticeable trend is that GFPs are mostly women which further marginalizes the gender agenda.

Although government, with support from development partners, has attempted to integrate gender equality into programmes such as the National Agricultural Advisory Services (NAADS); Peace and Recovery Development Programme (PRDP); Universal Primary Education (UPE); and the Youth Livelihood Programme (YLP); these efforts have been characterised by uneven sector responses to the gender issues at hand; limited expertise in gender analysis of projects and programmes; scanty gender disaggregated data; and inadequate technical and operational support on the nature of flagship programmes that could lead to lasting transformations in the lives of women and youth. The number of technical staff working on gender in MGLSD fell from 33 in 1995 to 10 in 2014. In addition, MGLSD has consistently been allocated less than 1% of the national budget to cover its entire portfolio<sup>8</sup>. Therefore, there is need to support relevant government agencies to match their institutional capacities and spending choices

to priority gender needs amongst disadvantaged women and youth in Uganda (ESR 2016).

#### **4.2.11 Gender is mainstreamed in national plans but not integral to financing and monitoring frameworks**

Uganda has realised alignment-in terms of strategic intent –between the UNDAF (2015-2020) and the gender priorities of the National Development Plan II (NDP II, 2015-2020). The two plans prioritise the empowerment of women and gender equality as a means to inclusive growth and social development. However, there are some notable gaps and omissions in NDP II. There is no mention of gender in the areas dealing with mining, environment and natural resources, trade and competitiveness, industry, transport, water for production, and ICT. Gender concerns are present in NDP II, but such concerns for the most part do not substantively inform the outlined priorities nor are they integral to how the country will measure progress in its implementation. Furthermore, the need for gender statistics generation is not included in the sector and local government strategic plans for statistics.

#### **4.2.12 The Legal gap**

The Government of Uganda has for the last decade put in place laws and policies for promoting gender equality but with inconsistencies between policy statements and the ways in which laws are enforced. To start with, is the 1995 Constitution that prohibits laws and traditions against women's dignity, and upon which the 1997 National Gender Policy was reformulated in 2007. A series of legal reforms ensued, mainly; the 2010 law on Domestic Violence and the 2011 Domestic Violence regulations; the anti-Female Genital Mutilation

Act of 2010; the anti-trafficking in Person Act (2009); and the Equal Opportunities Commission Act (2007). These laws have legitimized the work of gender advocates amongst parliamentarians and CSOs, in regard to demanding accountability for the elimination of gender-based discrimination in access to social and economic opportunities. However, there is still a disconnect between Uganda's very positive legal framework and the lack of effective implementation or enforcement of gender-positive laws. This means that women's legal status is precarious, their capacity as economic agents is limited, and their rights are not effectively guaranteed. Both the Beijing+20 review and the Progress of World's Women Report (2015-2016)<sup>10</sup>, acknowledged that gender-sensitive legal reform has not sufficiently made rights and economic transformation real for women and girls. Therefore, much of the achievement in Uganda is formal equality (adoption of laws and policies for treating women and men equally), and not substantive equality, which focuses on visibility of development results that have alleviated women's and girls' disadvantage relative to men and boys.

With regard to generation of gender statistics, the Uganda Gender Policy has a clause on the subject while the UBOS Act of 1998 does not provide a direction on the production of gender statistics. There is therefore a need to address the gaps in the policies for effective production of gender statistics.

## 4.3 OPPORTUNITIES

There are a number of opportunities to capitalize on in an attempt to sustain the production of gender statistics;

1. UBOS is the coordinator, monitor and supervisor of the NSS. The Bureau is a source of standard guidelines and capacity building efforts benefitting all stakeholders in the NSS. It is also worth noting that the majority of the NPGEIs are to be provided by UBOS and the data collection calendar for Surveys and Censuses is in place.
2. The National Gender Policy of 2007 provides for compilation of gender statistics and the same clause should be maintained in the revised policy.
3. The Makerere University, School of Statistics and Planning, is offering a gender statistics course to second year students of statistics.
4. The Makerere University, School of Women and Genders Studies, offers a course on gender focused research for postgraduate students.
5. The gender-based budgeting call is a wake call to all stakeholders to be mindful about gender including the engendering of statistics.
6. Gender statistics needs are already taken care of in the SDGs and other frameworks indicators.
7. MDAs and LGs are already compiling administrative data.

<sup>10</sup> Progress of the World's Women 2015-2016: Transforming Economies, Realizing Rights, UN Women, and the report was launched in Uganda by the Minister of State for Gender and Culture, together with the EU ambassador, June 2015

## 4.4 RECOMMENDATIONS

### A: Parliament and the Executive

The following strategies are recommended for Parliament and the executive aimed at sustaining the production of gender statistics:

- Create an enabling institutional environment for the production of gender statistics – political will, a legislative framework, commitment and buy-in from senior leaders and politicians;
- Allocate sufficient funding to fully implement the Gender Policy and production of gender statistics. This will greatly contribute to achieving gender integration, inclusive development and attain international gender commitments, such as those pointed CEDAW commitments;
- Support implementation of the Equal Opportunities Act to guarantee inclusion of gender statistics activities, plans and programmes in the work plan each year. By Supporting the implementation of systems and measures that hold MDAs and staff accountable for failing to contribute to achieving gender equality and evading the responsibility to deliver Gender Equality results;
- At the national level, all ministries should take responsibility for the collection, monitoring and analysis of sex-disaggregated data supported by UBOS, especially but not limited to matters that are of particular concern to women;
- Prioritize and provide political will by the whole of Government, especially by departments responsible for fiscal matters towards production of gender statistics. Support, the sustainability of gender statistics production programmes and projects, especially the time use and gender-based violence surveys.

Support the strengthening of institutional capacity needs with long-term financial commitment so that sex-disaggregated data are used to underpin gender mainstreaming activities with sustainable results;

- Finalise and disseminate gender and equity compacts for sectors to promote production and utilization of gender statistics; and
- Increase funding towards gender and equity certificate activities.

### B: Development Partners and UN Women

The following strategies are recommended for development assistance aimed at supporting the development of gender statistics:

- Provide technical and financial support and capacity building to the whole gender mainstreaming machinery – MoGLSD, EOC, Parliament, UBOS, Gender and Community Development, Research and Education Institutions, The Gender Focal Points in line ministries and local governments and civil society organisations;
- Build capacity of the CSO to enable it to produce relevant and timely gender statistics and also to do in-depth gender analysis to be used for planning, monitoring and evaluation as part of the data revolution;
- Build capacity of planners in gender mainstreaming in plans especially those in key government institutions such as the MoFPED, MoGLSD, UBOS, other line ministries and LGs;
- Provide technical and financial support and capacity building of UBOS in the conduction of special surveys on gender (Time use and Gender Based Violence);

- Invest in promoting gender statistics utilisation to sustain its production;
- Support sectors in the implementation of the NPGEIs indicator framework;
- Support communication and advocacy activities at the policy-making level to raise awareness and understanding of implementation aspects of the NPGEIs;
- Invest in the regular production, analysis and use of high-quality gender equality data and statistics; and
- Promote the development of technological infrastructure for better data production and dissemination.

### **C: Ministry of Finance, Planning and Economic Development**

The following strategies are recommended for MoFPED aimed at supporting the development of gender statistics:

- Allocate sufficient funding to fully implement the Gender Policy and production of gender statistics.
- Support the strengthening of institutional capacity with long-term financial commitment so that sex-disaggregated data are used to underpin gender mainstreaming activities with sustainable results.
- Improve efforts to track and measure donor funding to gender equality programmes.
- Collaborate with the Equal Opportunities Commission on gender equity certificate provision in Public Finance Management Act (PMFA 2015).

### **D Ministry of Gender, Labour and Social Development**

The following strategies are recommended for MGLSD aimed at supporting the development of gender statistics:

- Reform the Gender Equality Architecture, conduct Gender Audits and ensure Gender-Responsive Budgeting across the sectors. Increase efforts in identifying and reflecting needed interventions to address gender gaps in sector and local government policies, plans and budgets;
- Advocate for gender-differentiated revenue-raising policies and the allocation of domestic resources;
- Advocate for the finalisation and dissemination of gender and equity compacts for sectors;
- Increase efforts in identifying and supporting needed interventions to address gaps in statistics produced by sectors and local governments;
- Build strong gender-sensitive monitoring and accountability systems and tools at all levels to track and incentivize progress on gender equality across all the goals;
- Recognize the impact of women's organisations in driving change in support of gender equality at all levels, and ensure ambitious, core, multi-year and flexible funding to support the sustainability of this work; and
- Use all available opportunities and processes to build political commitment and actions towards the effective implementation of gender equality commitments at all levels.

## **E: Ministries, Agencies and Departments**

The following strategies are recommended for MDAs aimed at supporting the development of gender statistics:

- Develop and implement a promotion and marketing plan and system for Gender Statistics relating to the sector in collaboration with UBOS. To fully realize the potential impact of gender statistics in the design, delivery, and monitoring of government services as well as development programmes, further efforts are needed to increase the quality, dissemination and use of gender statistics and sex-disaggregated data. The use of a website is important as a tool.
- Sustaining capacity development on gender responsive indicators, baselines and targets within the sector. Ensure that the capacity to conceive and design gender responsive indicators, baselines and targets before the planning cycle of government is a continuous process through trainings that are customized to the functions of each sector.
- Continue compiling administrative data with gender lenses.
- Advocate for increased funding for gender statistics production and this should be reflected in the sector strategic plan for statistics.
- Production of NPGEIs Capacity - Develop a core statistical infrastructure and a critical mass of professional and technical skills in the sector, so that they are in a better position to meet both national and international needs.
- Increased awareness among key stakeholders (including sectors) on the importance of gender statistics.

## **F: Uganda Bureau of Statistics**

The following strategies are recommended for UBOS aimed at sustaining the production of gender statistics:

- Advocate for the revision of the UBOS Act to include gender statistics production
- Establish strong partnerships and alliances between data users and producers. Collaboration between the producers and users of gender statistics will help ensure that gender statistics are more meaningful and user-friendly and include issues from multiple angles while also keeping in mind policy and planning imperatives. Raising the awareness of the institutions that produce statistics about gender issues may also help increase the demand for gender sensitive data for public policies. Ensure that gender statistics are easy to understand. The statistics should reflect the gender issues of the country as well as the underlying causes and the consequences of the issues.
- Develop capacities for better production and analyses of Gender Statistical information across MDAs, CSOs and Local Governments. Ensure capacity development of statistical literacy for improved reporting, analysis, dissemination and active use of the resulting analysis. Build capacity among policy makers into all actions of policy and programme design and monitoring to advance MDA gender statistics priorities in policy frameworks,
- Develop a promotion and marketing plan and system for Gender Statistics. Make use of multiple methods to communicate information about gender, including engaging with local media. To fully realize the potential impact of gender statistics in the design,

delivery, and monitoring of government services as well as development programmes, further efforts are needed to increase the quality, dissemination and use of gender statistics and sex-disaggregated data. The use of a website is important as a tool.

- Sustaining capacity development on gender responsive indicators, baselines and targets across the NSS-Ensure that the capacity to conceive and design gender responsive indicators, baselines and targets before the planning cycle of government is 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.
  - Continue to update and share with stakeholders standard guidelines for gender statistics production and utilization.
  - UBOS should also increase its cooperation with national committees on women's affairs or gender equality to disseminate information about gender statistics through their networks.
  - Production of NPGEIs Capacity - Develop a core statistical infrastructure and a critical mass of professional and technical skills, so that they are in a better position to meet both national and international needs. A review of the Statistics Law may be needed for effective coordination and supervision of the NSS.
- G: Local Governments**
- The following strategies are recommended for LGs aimed at sustaining the production of gender statistics:
- Develop and implement a promotion and marketing plan and system for Gender Statistics in the local government in collaboration with stakeholders of the district statistical system. Make use of multiple methods to communicate information about gender, including engaging with local media. To fully realize the potential impact of gender statistics in the design, delivery, and monitoring of government services as well as development programmes, further efforts are needed to increase the quality, dissemination and use of gender statistics and sex-disaggregated data. The use of a website is important as a tool.
  - Advocate for increased funding for gender statistics production and this should be reflected in the local government strategic plan for statistics.
  - Continue compiling administrative data with gender lenses.
  - Sustaining capacity development on gender responsive indicators, baselines and targets across within the local government. This will require the planning officers to work closely with the district gender officer.
  - The District Local Government should increase its cooperation with local CSOs to promote generation and utilization gender statistics through their networks.
  - Production of NPGEIs Capacity - Develop a core statistical infrastructure and a critical mass of professional and technical skills, so that they are in a better position to meet both national and international needs.

- Increased awareness among key stakeholders (including sectors) on the importance of gender statistics.

### **H: Office of the Prime Minister**

The following strategies are recommended for the Office of the Prime Minister (OPM) aimed at sustaining the production of gender statistics:

- Institute a robust monitoring and evaluation framework and increase monitoring activities to ensure that all MDAs and LGs comply with the requirement for reporting on gender;
- Build capacity of MDAs and LGs in the production of NPGEIs- Ensure that the capacity to conceive and design gender responsive indicators, baselines and targets before the planning cycle of government is 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;
- Review all sector monitoring and evaluation policies and frameworks to ensure that they are gender sensitive;
- Review all reports submitted by all MDAs and LGs to ensure that data and information therein is disaggregated by sex;
- Ensure that all MDAs and LGs have staff in charge of statistics compile data and report on NPGEIs; and
- Advocate for budgeting and conduction of gender-based evaluations by all MDAs.

### **I: National Planning Authority**

The following strategies are recommended for the OPM aimed at sustaining the production of gender statistics:

- Ensure that the statistics on gender equality produced by MDAs and sectors is adequate for planning and reporting on Uganda's performance as far as NDP II, SDGs and NPGEIs are concerned.

### **J: Justice Law and Order Sector**

The following strategies are recommended for the Justice Law and Order Sector (JLOS) aimed at sustaining the production of gender statistics:

- Conduct a gender analysis exercise of existing laws;
- Attach a technical gender expert to support the JLOS on gender and the law and task force to develop a JLOS gender strategy;
- Institute a gender audit mechanism to review the content of the law and check for discriminatory provisions and gaps;
- Integrate cross cutting issues such as Gender HIV/AIDS in JLOS Strategic Framework;
- Design engendered data collection tools and ensure routine data collection to provide regular information; and
- Establish systems to track gender related issues to generate statistics.

### **K: Civil Society Organisations, Academia and Researchers**

The following strategies are recommended for LGs aimed at sustaining the production of gender statistics:

- Ensure that gender equality perspective is incorporated in all policies at all levels and at all stages, by the actors involved in policy-making at all institutions of learning;
- Undertake a systematic review of existing methods of sex and gender analysis for statistics;
- Develop sound theoretical frameworks and appropriate methodological tools for mainstreaming sex and gender analysis into basic and applied research;
- Establish multi-disciplinary research centres and networks to develop gender and sex analyses and methods;
- Develop gender mainstreaming instruments, such as qualitative tools, guidelines and checklists for practitioners and communities to complement the quantitative data; and
- Train current researchers in gender methodology.

## 4.5 CONCLUSION

Good progress towards gender statistics production has been registered in the Country as evidenced by legal framework and commitment of the stakeholders. It is worth noting that most of the NPGEIs can be generated from the regular data collection processes of censuses, surveys, and compilation of administrative data. However, inadequate budgets, low human and technical capacities, lack of gender mainstreaming and standard guidelines still hinder the regular production of data. Therefore, sufficient funding, improved institutional, legal and policy framework, political will, and investment in innovative ways and approaches to data capture, analysis,

and dissemination will be required if gender statistics production is to be sustained.

Gender statistics are needed during the whole process of policymaking, planning, implementation and evaluation of the plans and strategies to reach gender equality. For this to be possible, the requirements below should be considered:

- There is a great need to generate and analyze data to address the specific gender issues that meet different needs and purposes. While there has been substantial new level of effort, commitment and momentum added to gender data generation, much remains to be done in terms of data access and data analysis. Increased data quality and quantity as well as strengthened gender-analysis capacity of statistics staff and policy planners play an important role in designing and monitoring policies for gender equity and inclusive growth. This will be a long-term agenda requiring active collaboration between all agencies in the National Statistical System; line MDAs, research agencies, academics, civil society, international development organizations and policy researchers. As the lessons have shown, such collaboration can lead to policies that successfully reduce gender disparities and promote inclusive development.
- A better coordination of donors funding surveys and census, coming up with a common position on engendering data collection process will be valuable for generating gender statistics.
- The endowment of the National Statistical Office (UBOS) with adequate resources (skills, equipment and funds) to coordinate, generate relevant sex disaggregated data and make them accessible to the public at large.

- Again, the Gender Focal Point network should be strengthened and supported to help the NSO implement NPGEIs in sectors and central and local government services.
- As such, implementing effectively the NPGEIs will require strengthening

government (MDAs & LGs) capacity in gender responsive planning and performance monitoring; and, capacity development on gender mainstreaming into the existing M&E systems has to be a continuous process, by taking on the insights and recommendations presented in this report.

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## APPENDIX

### Annex 1: List of Persons Consulted by Institution

Organisation	Name	Title	Contact: email
UN Women	Hodan Addou (Ms)	Country Representative	
UN Women	Mitra Sadananda		<i>Mitra.sadananda@unwomen.org</i>
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UN Women, Gulu Office	Joyce Atim (Ms)		<i>joyce.atim@unwomen.org</i>
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FIDA, Gulu office	Okot Daniel		<i>king.romeo@yahoo.com</i>
Uganda Police, Gulu District	Nakajubi Immaculate (Ms)	In-charge records	
Ministry of Gender Labour and Social Development (MOGLSD)	Etoma Charles	Senior Statistician	<i>etomacharles@gmail.com</i>
Uganda Communications Commission (UCC)	Ojok Wilfred	Senior Officer Industry Intelligence	<i>wojok@ucc.co.ug</i>
Uganda Women Parliamentary Association	Lyamuremye Betty	Program coordinator	<i>info@uwopa.or.ug</i>
Forum for Women in Development (FOWODE)	Juliet Luutu	Program Assistant	<i>juliet.luutu@fowode.org</i>
Ministry of Works and Transport (MoWT)	Atino Juliet	Gender Focal Person	<i>atinojuliet@yahoo.co.uk</i>
MoWT	Byamukama Wilson Mugasa	Senior Statistician	<i>wilson.byamukama@yahoo.com</i>
Ministry of Local Governments (MoLG)	Musoke Andrew	Principal Economist	<i>musandrew77@gmail.com</i>

Organisation	Name	Title	Contact: email
Equal Opportunities Commission (EOC)	Ntambi Baker	Commissioner, research, Monitoring and Evaluation	<i>bakerntambi@gmail.com</i>
Ministry of Health (MoH)	Mutyaba Samuel	Data Manager	<i>smutyaba.moh@gmail.com</i>
Ministry of Lands Housing and Urban Development (MLHUD)	Murengezi Grace	Principal Economist/ Gender focal person	<i>murengezi_grace@yahoo.com</i>
Mbarara District Planning Unit (DPU)	Ainomugisha Connie	Statistician	<i>connieainomugisha@gmail.com</i>
Mbarara Chief Administrative Officer (CAO)	Tumusiime Godfrey	CAAO	
Mbarara-Political	Tumwebaze Hope	Chairperson, Women Council LC5	
Uganda Bureau of Statistics (UBOS)	Madaya Norah	Director, Statistical Coordination Services	<i>Norah.madaya@ubos.org</i>
UBOS	Grace Bulenzi Gulere	Principal Economist	<i>Grace.bulenzi@ubos.org</i>
UBOS	Winnie Nankya Mulindwa	Director, District Statistics and Capacity Development	<i>Winnie.nankya@ubos.org</i>
UBOS	Byanjeru Diana	Statistician	<i>Diana.byanjeru@ubos.org</i>
UBOS	Lydia Tuhaise Muhumuza	Statistician	<i>Lydia.tuhaise@ubos.org</i>
Ministry of Agriculture Animal Industries and Fisheries (MAAIF)	Richard Ndiku	Assistant Commissioner, Planning	
Mbarara-DCDO	Kayumbu William	DCDO-Mbarara DLG	<i>kayumbuw@gmail.com</i>
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Gulu DPU	Oola Eugene	District planner	<i>eugeneoola@yahoo.co.uk</i>
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Moroto DPU	Opio Pollar Peter	District planner	

Organisation	Name	Title	Contact: email
Ministry of Water and Environment	Acuba Firmina	Senior Sociologist/ Gender Focal Person	<i>firmina.acuba@mwe.go.ug</i>
Ministry of Finance, Planning and Economic Development	Kakande Margaret	Head, Budget Monitoring and Analysis Unit	<i>Margaret.kakande@finance.go.ug</i>
Ministry of Education and Sports	Ssozi Micheal	Statistician	<i>sforsssozi@gmail.com</i>
National Planning Authority	Dhizaala Sanon Moses	Head, Monitoring and Evaluation	<i>dhizsanon@npa.ug</i>
Office of the Prime Minister	Taremwa Roland Bless	Monitoring and Evaluation Officer	<i>rtaremwa@opm.go.ug</i>
United Nations Development Programme	Burunde Nicholas	Programme Officer	
Moroto District Local Government	Eilo Edward	Assistant Chief Administrative Officer	
Gulu District Local Government	Odwar Santa	Assistant Chief Administrative Officer	
Gulu District Local Government	Okech Gorretti	Head, Community Based Services	
Makerere University, School of Statistics and Planning	Agnes Ssekiboobo	Lecturer	<i>assekiboobo@gmail.com</i>
National Non-Governmental Organisations Forum (NGO Forum)	Nakayiwa Agnes	Coordinator, Policy and Advocacy	<i>e.nakayiwa@ngoforum.or.ug</i>
Uganda Prisons Services	Nabaasa Kahima Dephas	ASP, Statistician	<i>ndephas@yahoo.com</i>
Environmental Women in Action for Development	Ruth Mbabazi	Project Technical Officer	<i>Mbabaru2003@yahoo.com</i>
Uganda National Council for Science and Technology (UNCST)	Mafabi Patrick	Statistician	<i>p.mafabi@uncst.go.ug</i>
Private Sector Foundation Uganda (PSFU)	Namukasa Esther	Business Development Manager	<i>e.namukasa@psfuganda.org.ug</i>

## Annex 2: Terms of Reference for the Assignment

### Terms of Reference for a National Consultant to Conduct Assessment of the Framework for Sustained Production of Gender Statistics in Uganda

<b>Location :</b>	Kampala, Uganda
<b>Type of Contract :</b>	Special Service Agreement
<b>Post Level:</b>	National Consultant
<b>Languages Required :</b>	English

### Background Information

Grounded in the vision of equality enshrined in the Charter of the United Nations, works for the elimination of discrimination against women and girls; the empowerment of women; and the achievement of equality between women and men as partners and beneficiaries of development, human rights, humanitarian action and peace and security. Placing women's rights at the center of all its efforts, UN Women leads and coordinates United Nations system efforts to ensure that commitments on gender equality are translated into action throughout the world. It provides strong and coherent leadership in support of Member States' priorities and efforts while building effective partnerships with civil society and other relevant actors.

In September 2015 the United Nations Summit adopted the post-2015 development vision and agenda in New York – including the Sustainable Development Goals (SDGs). The SDGs cover a very broad range of critical gender issues, including anti-discrimination, violence, unpaid care and domestic work, voice and participation, assets, income, labour, social protection etc. Without sound in-country laws and policies, which are effectively implemented, the SDGs and their specific goals will not be achieved. According to the 37<sup>th</sup> session of the United Nations Statistical Commission, countries

have suffered inability to formulate gender inclusive plans, policies and programs for informed decision making, program implementation and monitoring because there is general lack of data. The report identified inadequate statistical capacity, lack of gender mainstreaming and inadequate concepts and methodologies as some of the challenges hindering countries' ability to collect analyze and disseminate gender statistics and sex disaggregated data.

Uganda is making effort to mainstream gender statistics in the production and dissemination of statistics in response to the ratification of declarations on gender equality on the international scene such as the Convention on the Elimination of All forms of Discrimination Against Women (CEDAW), the Beijing Platform of Action (BPfA) and the Millennium Development Goals (MDGs) which have been advanced into the Sustainable Development Goals (SDGs). In line with the Plan for National Statistics Development, UBOS is tasked to produce gender disaggregated statistics to inform policies and programmes for informed decision making, programme implementation and monitoring because there is general lack of gender disaggregated data. A set of National Priority Gender Equality Indicators (NPGEIs) was recently launched Government of

Uganda. The NPGEIs indicators are of critical importance in determining whether policy efforts are consolidated, goals and targets are achieved or missed.

Despite the tremendous improvement in production and demand for gender statistics over the past ten years, crucial concerns remain in the conditions governing the sustained production of gender statistics. UN Women in collaboration with the national statistical office is conducting a national gender statistics assessment expected to provide recommendations for with gender responsive policy environment for the development of gender statistics

UN Women is recruiting a short-term national consultant to conduct national assessment for gender statistics for a period of 30 working days.

## Description of the Assignment

### Overall Objective

The overall objective of the assignment is to support the establishment of a policy environment supportive to the sustained production of gender statistics in Uganda and provide recommendations for specific technical support to UBOS to compile produce and analyze indicators of NPGEIs.

The assessment will inform ongoing processes to review and update the gender statistics strategy and operational plan of UBOS and the sectors.

### Requested Service

The consultant will work closely with the Directorate of Statistical Coordination Services of the Uganda Bureau of statistics. The assignment will consist of the following tasks:

### Task 1:

- Conduct a national assessment of gender statistics in Uganda and Identify related gaps including among others;
  - o policies and practices governing the regular production of gender statistics;
  - o the extent to which gender is mainstreamed into the national statistical plan;
  - o financial and human resources, including technical capacity, available at national level;
  - o national protocols for publishing statistical data; inventory of available data, existing
  - o data sources and gaps in gender data production; assessment of cost-recovery
  - o Policies; and costing of engendering data collection
- Develop recommendations on the use of the gender statistics to monitor the implementation of the Gender and equity certificate provision in the public Finance Management
- Assess the capacity of developing the National Priority Gender Equality Indicators by the UBOS and other MDAs
- Develop policy recommendations.

### Task 2:

- Validation Workshop to discuss key recommendations of the national statistics assessment report

### Task 3:

- Finalize the national gender statistics assessment report integrating the outcome of the validation workshops and comments from relevant stakeholders.

### **Outputs and Deliverables**

- Inception Report/Work plan
- Draft assessment report
- Report of stakeholder meetings including validation meetings
- Final national gender statistics assessment report including recommendations for policy makers and for the National Bureau of statistics
- Finalized National assessment report on gender statistics
- Recommendations for direct technical support to enable the compilation of all National Priority Gender Equality Indicators
- Joint framework for gender statistics development Uganda

### **Location, Timeline/ Estimated Duration of Assignment**

- The location of assignment is Kampala.

The tentative timetable and number of working days of the assignment, under supervision of UN Women is as follows:

- Synthesis analysis and write a coherent and concise draft National gender statistics assessment report
- develop recommendations on the use of the national gender statistics assessment to monitor the implementation of the Gender and equity certificate.
- Develop policy recommendations on the use of the gender statistics assessment to monitor implementation of the SDGs and the NDP II.
- Validation Workshop to discuss key recommendations of the national gender report.
- Finalize the national gender report integrating the outcome of the validation workshops and comments from relevant stakeholders.

## Annex 3: Assessment Tool

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### Semi-Structured Data Collection Tool

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#### 1. Introduction:

Uganda is making effort to mainstream gender statistics in the production and dissemination of statistics in response to the ratification of declarations on gender equality on the international scene such as the Convention on the Elimination of All forms of Discrimination Against Women (CEDAW), the Beijing Platform of Action (BPfA) and the Millennium Development Goals (MDGs) which have been advanced into the Sustainable Development Goals (SDGs). In line with the Plan for National Statistics Development, UBOS is tasked to produce gender disaggregated statistics to inform policies and programmes for informed decision making, programme implementation and monitoring because there is general lack of gender disaggregated data. A set of National Priority Gender Equality Indicators (NPGEIs) was recently launched Government of Uganda. The NPGEIs indicators are of critical importance in determining whether policy efforts are consolidated, goals and targets are achieved or missed.

Despite the tremendous improvement in production and demand for gender statistics over the past ten years, crucial concerns remain in the conditions governing the sustained production of gender statistics. UN Women in collaboration with the national statistical office is conducting a national gender statistics assessment which is expected to provide recommendations for with gender responsive policy environment for the development of gender statistics. The overall objective of the assessment is to support the establishment of a policy environment supportive to the

sustained production of gender statistics in Uganda and provide recommendations for specific technical support to UBOS to compile produce and analyze indicators of NPGEIs. The assessment will inform ongoing processes to review and update the gender statistics strategy and operational plan of UBOS and the sectors.

We would be grateful if you could answer the few questions below in order to contribute to this process. This semi-structured tool is organized in four (4) sections, namely, an assessment of the generation of gender statistics; capacity building for data management; funding of data generation; and sustainability of gender statistics production.

#### 2. Identification:

- 2.1 Name of the Organisation:
- 2.2 Major role in the National Statistical System (Data User -1, Data Producer - 2, Data Intermediary -3, Researcher - 4, Data Supplier - 5, Development Partner - 6):
- 2.3 Name of the Respondent:
- 2.4 Title/ Position of the Respondent:
- 2.5 Contact address of the Respondent (email and Phone number):
- 2.6 Date of the Interview:

#### 3. Questions:

##### **PART A: ASSESSMENT OF THE GENERATION OF GENDER STATISTICS**

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- A1- What is the main source of data for this institution? (Censuses -1, Surveys -2, Administrative records -3, Other (specify) - 4):

- A2 - Does your organization collect and report evidence by sex? (Yes -1, No -2):
- A3 - Does your organization include quantitative and qualitative indicators to monitor women's and men's participation? (Yes -1, No -2):
- A4 - Do you consider it important to include gender mainstreaming outcomes in your programme or project reporting procedures? (Very important -1, Important -2, Not very important -3, Unimportant -4):
- A5 - How often do you integrate gender explicitly in your work? (Always -1, Usually -2, Seldom -3, Never -4):
- A6 - How complete are the gender statistics? (Complete -1, Incomplete -2, Not applicable -3):
- A7 - Do the data correspond with user needs? (To a greater extent -1, Moderate -2, Does not -3, Don't know -4)
- A8 - Are there procedures in place to track user needs and uses of the statistics? (Yes -1, No -2):
- A9 - Is the gender data which you generate satisfy the user needs? (Yes -1, To a greater extent -2, No -3, Don't know -4, Not a data producer 5):
- A10 - Do you make regular follow-ups with users to ensure user satisfaction? -Periodic consultations with users to check for their feedback (Yes -1, No -2):
- A11 - How quickly are the data released for dissemination or further processing? (Timely -1, some delays -2, Not a data producer -3):
- A12 - How easily are the data accessible for use? (Easily accessible -1, It depends -2, Not easily accessible -3):
- A13 - How are the gender statistics data disseminated? (Electronically -1, reports -2, workshops/ seminars -3, users visiting the institution to make formal requests -4, Other (specify) -5)
- A14 - How consistent are the data internally or crosssectorally?
- A15 - How comparably are the data over time?
- The statistics vary depending on the situations and circumstances on ground;
  - Extent to which statistics derived from different sources or different periodicities are comparable;
  - Clear explanation and reconciliation provided for any methodological changes or differences;
  - Comparison provided with other statistical sources that contain the same or similar information (including identification of divergences with explanations)
- A16 - Are the data produced using common standards with respect to scope, definitions, classifications and units?
- What is the source of the common standards?
  - Are the common standards periodically assessed for compliance with international and national standards for statistical production?
- A17 - What are the specific needs and challenges relating to the production or dissemination of gender statistics?
- A18 - What plans are in place to revolutionise the generation of data through use of modern technologies?
- A19 - Who are the users of the gender statistics generated by your institution?

## **PART B: CAPACITY BUILDING FOR DATA GENERATION**

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- B1 - Is your institution organizing staff training and development programmes for data management and report preparation? (Yes - 1, No - 2):
- B2 - If yes, on average, how many staff benefit from the statistical capacity development programme every year? :
- B3 - How many statisticians are employed in this institution? :
- B4 - Are there guidelines in place to guide data management-- documentation on concepts, scope, classifications, data sources, basis of recording, compilation methods, etc?
- B5 - What procedures are in place to ensure metadata are documented according to standardised metadata systems?
- B6 - What capacity is in place to ensure that metadata are updated regularly; the presented statistics facilitate proper interpretation and meaningful comparisons?
- B7 - Is there capacity for regular production of up-to-date methodological documents and quality statistical reports?
- B8 - Do you organize training in the field of gender statistics?
- If yes, what are the titles of courses and modules?
  - If yes, are they optional or mandatory?
- B9 - Does your institution provide capacity building support to other MDAs in the production, dissemination, analysis and use of gender statistics?
- If yes, could you provide examples?

- B10 - Does your institution organise in service training in the field of gender statistics?
- B11 - What are your capacity needs to contribute to the regular generation of the NPGEIs?
- B12 - How will the capacity of the National Statistical System to produce gender-related indicators improve as a result of your intervention?

## **PART C: FUNDING FOR GENERATION OF GENDER STATISTICS**

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- C1 - Do you have funding for generation of gender statistics?
- If yes, what is the source of funding?
- If Yes, are the funds adequate?
- Is the frequency of data collection affected by the availability of funds?
- C2 - Consider the gender representation and allocation of resources in particular. You may find it worthwhile to think about formal and informal power. What are the structures?
- C3 - What are the major gaps both in process and content - and what resources are needed to bridge those gaps annually?
- C4 - What plans are in place to mobilise resources to sustain the generation of gender statistics?

## **PART D: SUSTAINABILITY OF GENDER STATISTICS PRODUCTION**

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- D1 - What are the socio-economic and cultural challenges or barriers in different contexts that could stop the regular production of gender statistics?
- how can these be overcome?

D2 - What measures are in place to revise the data?

D3 - What plans are in place to partner with other organisations to sustain the generation of gender statistics?

D4 - What plans are in place to ensure regular production of gender statistics?

D5 - What plans do you have to promote increased utilization of gender statistics; Compilation of user feedback to assess the relevance of the gender statistics; and systematic comparison of data and results with data and results from other existing sources to ensure validity?



