



## **CENTRE FOR WOMEN IN GOVERNANCE (CEWIGO)**

### **BRIEF REPORT ON IMPLEMENTATION OF THE UGANDA ACTION PLAN (NAP) ON UNSCR 1325&1820 AND THE GOMA DECLARATION**

**A CIVIL SOCIETY REPORT  
2015**

This report is a result of a concerted monitoring and documentation process launched by the Centre for Women in Governance (CEWIGO) in partnership with the Uganda UNSCR 1325 Coalition in June 2015 on the implementation of the Uganda Action Plan on the UNSCR 1325 & 1820 and the Goma Declaration (NAP). The report covers the period of July 2014 to June 2015 with an aim to;

- a) Establish and document the progress made by the government of Uganda on each priority area in implementing the Uganda (National) Action Plan (NAP) on UNSCR 1325 & and the Goma Declaration.
- b) Identify existing gaps and challenges in the implementation of the Uganda (National) Action Plan (NAP) on UNSCRs 1325 & 1820 and the Goma Declaration in 2014/2015.

- c) Identify lessons learnt and provide recommendations and strategies for guiding the full implementation of the Uganda (National) Action Plan (NAP) on UNSCR 1325 & 1820 and the Goma Declaration.

**UN Security Council Resolution (UNSCR) 1325**, Unanimously passed on October 31<sup>st</sup>, 2000, the UN Security Council Resolution 1325 explicitly stresses the role that women play in preventing and resolving conflict and in efforts to build peace by ensuring the increased representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, management, and resolution of conflict.

**UN Security Council Resolution (UNSCR) 1820**, Adopted on June 19<sup>th</sup>, 2008, the UNSCR 1820 re-emphasizes the UN commitment in the Beijing Platform for Action, whereby rape and other forms of sexual violence in the conduct of armed conflict are considered as war crimes, constituting into crimes against humanity and acts of genocide.

**The Goma Declaration on Eradicating Sexual Violence and Ending Impunity in the Great Lakes Region** Endorsed on June 18<sup>th</sup>, 2008 by the Heads of State for the Member States of the International Conference on the Great Lakes Region (ICGLR), the Goma Declaration came as a build-up to the work of the ICGLR Protocol on the Prevention and Suppression of Sexual Violence against Women and Children and the ICGLR Project on Prevention and Fight Against Sexual Exploitation, Abuse and Gender-Based Violence and Assistance to the Victims

### **Priority Area 1: Legal and Policy Framework**

**Conclusion 1: Apart from the Marriage and Divorce Bill, all the other laws and policies aimed at addressing GBV that were planned under NAP are in place and have been rolled out. Having failed to pass through when it was last debated, it is anticipated that the Marriage and Divorce Bill is not likely to come back to the floor of Parliament until after 2016 elections due to the prevailing political climate.**

- Research into the issues raised on the floor of parliament when this bill was last debated, consult experts on ways around these issues
- Amend the bill on the basis of the findings generated and develop programs for the education of the different critical 'publics' on the new bill
- Lobby for the withdrawal of the old version of the bill and tabling of the amended bill as early as possible after the elections.
- There is still a possibility that this parliament can pass the bill before their term expires only that this would be a hurried process and therefore being well prepared for this is a good strategy

**Conclusion 2: While good capacity has been developed at national and district levels in terms of applying the legal framework in place, the lower levels below the district seem not to be considered. Awareness of GBV related laws at lower Local Government and community levels**

**is low yet awareness creation is a critical factor for addressing GBV since it determines levels of reporting, service seeking behavior and attitudes towards the vice. Percentage of cases convicted out of total number reported is also still low.**

- More attention for GBV programming should focus on root causes as identified through participatory processes of community engagement.
- Translate Female Genital Mutilation (FGM) and International Criminal Court (ICC) Acts into local languages to make it easy for communities to understand on their own
- Shift a significant share of resources available to Ministry of Gender, Labor and Social Development (MGLSD) from national and district level to focus on awareness raising and building capacity for GBV management at community level.

### **Priority Area 2: Improved Access to Health Facilities, Medical Treatment and Psychosocial Services for GBV Survivors**

**Conclusion 3: There is sufficient technical capacity to address Gender Based Violence (GBV) at national and district levels. This is however not matched with resource allocation and staffing, making it difficult for duty bearers to play their roles effectively. Some HCs have no Post Exposure Prophylaxis and are understaffed; most GBV survivors are not aware of the need to report GBV cases within 72 hours.**

It is also important to note that the MDG target of reducing maternal mortality to 131 deaths per 100,000 live births by 2015 has not been met. The MDG target of reducing under-five mortality to 56 deaths per 1,000 live births by 2015 has also not been met too. And gains registered in the late nineties and early 2000s with respect to HIV prevalence and infection rates have reversed!

- Advocate for integration of GBV management training into Health and Social Workers' training programs and curricula. This will guarantee the country a constant supply of health workers and social workers who are already equipped with the minimum skills for GBV management.

### **Priority Area 3: Women in Leadership and Decision Making**

Currently, women representatives constitute approximately 35 per cent of the membership in Parliament; 23% of members of Cabinet; 27% of ministers of state; 19% of the civil servants in scale U1 – U3; 43% of members of District Local Government Councils; 11% of members of the Police Advisory Council; 0% of the members of the top management team of the Uganda Prisons Service; 12.9% of members of boards of directors in Uganda's private for profit corporate sector; 29% of top organs and Senior Management Teams of Government statutory agencies; 40% of women in the judiciary at or above the rank of Magistrate grade 1 even though women make up 51 percent of the national population. According to Women's Manifesto 2016-2021, 'the issue of inclusive and active participation of women in the different political parties remains problematic

because there are very few women holding positions in party executive decision-making organs and structures at all levels. Political party leadership in Uganda is male-dominated. Although the major political parties commit to specific indices of women at each level in the structure, (NRM 30%, FDC 40%) the reality is different. The NRM for example has only 5 (25%) women out of a total of 20 members at the national executive committee (NEC), the highest organ of the party'. The security sector presents the worst case performance scenario with regard to women participation in Uganda.

**Conclusion 4: The number or percentage of women in political and administrative positions has been increasing over the past twenty five years although financial year 2014/15 in particular brought some reverse trend in some areas (Cabinet, other presidential appointments and security). The Women's Task Force used all manner of strategies to raise awareness of communities about Peace Recovery and Development Plan. Using this experience and the issues it generated, the Women's Task Force lobbied local government at district level to ensure that women's issues are included in the budgets and addressed.**

**However, significant gender gaps still exist in leadership and decision making. Women have not yet broken through the barriers of competing with men especially for political positions and their participation in political party decision making remains low. This is mainly due to the patriarchal framework within which we operate but is also closely associated with the notion that the 30% threshold is ideal. In addition, gender issues cut across a wide spectrum and are not district or even regional context-specific**

- Advocate for the revision of the constitutional affirmative action threshold of women in political leadership at all levels to at least 50% representation in line with the Africa Charter on Democracy, Elections and Governance. Make this applicable to leadership within political parties and organizations as well.
- Resolve the confusion over the **woman** as opposed to **women's** representative and whether they represent women or everybody in the district
- Increase funding to women MPs to make it proportionate to their area of representation – usually three to four times larger than that of the non affirmative seats largely dominated by men – thereby reducing the burden of constituency servicing on them
- Research into and design special strategies for enhancing competition for seats beyond the affirmative action seats and making elections less burdensome (at least financially). One such strategy, proposed by the women movement as part of their preferred constitutional amendments, is adopting a proportional system of representation as opposed to Uganda's current electoral system of First Past the Post (FPTP) where the candidate with the majority valid votes wins the election. The women movement believes the proportional system of representation ensures that every vote cast is not wasted, enhances fairness and gender equality in an election.

- Increase awareness of electoral processes and laws and target the increase of self esteem among women

**Conclusion 5: Women are more committed to political parties than their manifesto. They are less conversant with the women's agenda because the duty bearers have not handled this issue with the attention it deserves.**

- A deliberate effort should be made to popularize the women's manifesto/agenda and harmonize it with the manifestoes of all political parties. It is also important that they are inducted in the necessary legal frameworks that govern the operations of their institutions and how to navigate these to their advantage.
- Lobby and support political parties to adopt women friendly policies and manifestos. This will assure women MPs and Councilors of authentic support from their political parties when pushing for the women priorities/agenda in their forums.
- CSOs should target and train women leaders during the primaries of their political parties and immediately after coming into office, with a view of mobilizing them into the women movement agenda. They should be sensitized on the Women's Manifesto, sign onto and identify with it.

**Conclusion 6: Despite the crucial role of the security sector, GBV programming has not received enough attention in this sector.**

- Special focus should be given to the security sector which is apparently scoring below the average compared to other sectors in women's participation indices. Key capacity areas to consider for strengthening include: continuous sensitization of the leadership and officers and men in these forces; tailor- made gender and GBV capacity-building training should be organized for key actors in these institutions; all training policies, curricula and guidelines (whether for lower cadres or officers) should mainstream gender. In addition, GBV as a subject should be made compulsory, complemented by establishment of structures, procedures and forums that enhance institutionalization of Gender and GBV work in these institutions

**Conclusion 7: The effectiveness of the Equal Opportunities Commission (EOC) is not felt among the various actors especially the private sector and their mandate is not yet fully appreciated.**

- Strengthen the EOC and popularize its mandate among the GBV actors. There is need to support the EOC to undertake studies, receive reports and recommendations and take appropriate actions to improve women's access to opportunities not only in government but also in the private sector as stipulated in their mandate

#### 4 Priority Area 4: Elimination of GBV in Society

**Conclusion 8: A significant 80+% of sub-counties investigated have referral systems in place. A significant number of CDOs, ACDOs, Probation Officers, Family and Child Protection Units have been trained to handle GBV cases. However, GBV data is still very scanty and sporadic, both at national and local levels. Capacity for GBV data collection is still limited and resources for this crucial element of GBV programming are not readily available.**

- Institutionalize GBV data collection within government Ministries, Departments and Agencies (MDAs) and CSOs and ensure accountability through designing appropriate reward systems for compliance.
- Develop a research agenda for GBV to ensure regular information flow, relevance and timeliness of GBV data for programming. Focus on action-oriented research.
- Harmonize the GBV indicators within the M/E systems of various MDAs to enable the monitoring and assessment of the GBV National Action Plan (NAP).

#### Priority Area 5: Budget Allocation for Implementation

The theme for the FY2014/15 budget for instance was: “Maintaining the Momentum: Infrastructure Investment for Growth and Socio-Economic Transformation.”

With this in mind, an increment in budgetary allocation to GBV sectors focusing on GBV interventions wasn't expected/ would be marginal. Rather, the NAP adopted a mainstreaming strategy hoping that any increases towards GBV related interventions would be achieved through budget reallocations within sectors as a result of GBV advocacy work. Unfortunately, this situation is very difficult to monitor at budget level. This is why budgets allocated to GBV interventions in some Government departments never get translated into actual releases.

**Table 1: Percentage Budget Allocation to GBV Sectors**

Sector	2011/12	2012/13	2013/14	2014/15
Health	8.30%	7.80%	8.60%	8.90%
JLOS	5.50%	4.80%	4.80%	5.70%
Social Development	0.50%	0.50%	0.30%	0.40%

**Source:** Background to Budget 2014-15 and Price Waterhouse Coopers Uganda 2012 Budget Bulletin

**Conclusion 9: Ministerial Policy Statements of the key GBV Ministries already incorporate GBV activities but resource allocation for GBV is still limited. Even where funds have been allocated,**

**this is not specific for ease of tracking. There is no accountability mechanism in place to ensure that GBV receives the attention it deserves. In addition, there is an overlap between gender and GBV, and the actors get lost between the two concepts**

- Continue, and if possible step up, awareness raising, sensitization and popularizing the laws and policies related to GBV and related social challenges. Use these opportunities to clarify the difference between gender and GBV
- Create a special national-level fund for combating GBV out of the resources already available at the MGLSD, Donors and CSOs involved with GBV. This can be administered through a system that encourages competition between Local Governments and CSOs. If the guidelines for utilization of this fund are well designed, this process could lead to more innovative ideas, implementation of more work with fewer resources while at the same time guaranteeing a more comprehensive and effective monitoring mechanism for GBV work countrywide.

**Conclusion 10: Local Governments continue to depend on conditional grants from the central Government.**

- Innovative methods of resource mobilization should be encouraged at LG level. It is necessary that support is given to Local Governments to help them build capacity for and undertake fundraising for GBV and other NAP related work. Such fundraising would target both donors in and out of the country, private sector actors and even individual citizens.

**Conclusion 11: Both Ministries and District LGs are not operating at full capacity with the latter underperforming to the 43% level while the former underperformed to approximately 25%.**

- Generate ideas and advocate for policies that reduce inequality in the country
- Advocate for continuous process improvement initiatives within especially the finance management area to help with reduction of time spent in processing funds for project implementation
- Advocate for strict implementation of result oriented staff performance management strategies that are already endorsed by Government. Some of these include:
  - a. Holding Accounting Officers, including Chief Administrative Officers personally responsible for the delivery of performance targets, once funding has been made available to them.
  - b. Implementing performance contracts for top civil servants up to the level of Heads of Departments to strengthen performance management and enhance transparency and accountability;
- Explore opportunities offered by public private partnerships (e.g. subcontracting, management contracting, authentic partnerships etc) to improve resource utilization and reporting on results

- Advocate for increased staffing of social services sector departments of local governments
- Crosscutting Priority:**

**Conclusion 12: Government plans and reports do not fully integrate CSO contributions, and not all CSOs doing NAP related work are known or reached during monitoring work.**

- A focused study should be undertaken to identify all CSOs doing work on GBV management and concretely establish the contribution these actors have made towards NAP realization.



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