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Adaptation Plans (NAP–Ag) Programme

*Safeguarding livelihoods and promoting
resilience through National Adaptation Plans*

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Gender and adaptation planning in the agricultural sectors: the case of Uganda

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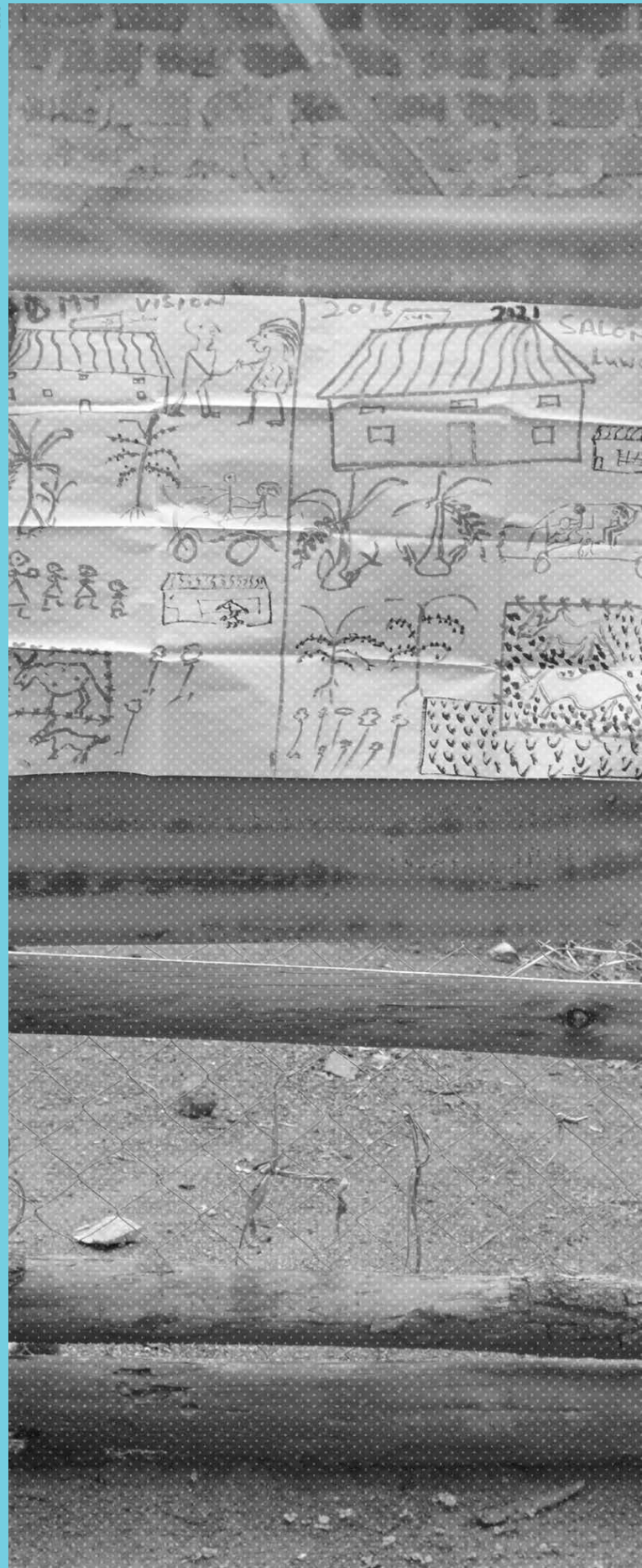
This case study chronicles Uganda's experiences developing a gender-responsive National Adaptation Plan for the Agricultural Sector (NAP-Ag) and related capacity development for gender-responsive planning, budgeting and policy formulation. Lessons learned from these endeavors can provide insights for other countries who are seeking, like Uganda, to align NAP or agricultural sector NAP efforts with national goals as well as the Paris Agreement (Article 7.5), which mandates gender-responsive adaptation actions and capacity-building activities.¹

Highlights

Uganda's experiences developing a gender-responsive NAP-Ag and related adaptation actions suggest the need to:

- ➔ Engage a deliberate gender lens at every level to identify and analyse gender gaps and build on qualitative and quantitative evidence of gender-based vulnerabilities and impacts.
- ➔ Recognize the important role of women, men and youth as change agents in agricultural adaptation, not only as vulnerable groups.
- ➔ Address structural gender challenges, unequal gender relations and power dynamics, including the lack of ownership of land and other production assets, unequal division of labour and inequitable decision-making, that inhibit adaptation technologies and practices by women.
- ➔ Align with national gender plans and other related policies, such as finance, planning and climate change, and global climate and development goals and agreements (e.g. Paris Agreement, Sustainable Development Goals).
- ➔ Stipulate clear gender-responsive actions with a costed gender-responsive budget and a gender-responsive performance monitoring framework.
- ➔ Strengthen stakeholder capacity, supported by gender experts, to address gender in adaptation planning processes.

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The challenge

Despite a recognition of the importance of promoting gender equality, as well as a commitment to address women's and men's different needs and constraints, actually putting this commitment into practice is not straightforward (Acosta *et al.*, 2015). Uganda overcame this challenge by analysing gender issues and incorporating lessons learned into the NAP–Ag process. The NAP–Ag process actively engaged a wide array of government and non-government stakeholders, who facilitated and supported gender mainstreaming in the process and the NAP–Ag document. Finally, the process of developing the NAP–Ag identified the need for strengthening the capacity of stakeholders to mainstream gender in their areas of work to support implementation of the NAP–Ag.

The context

Climate change impacts all members of Ugandan society. However, systemic gender discrimination at all levels (National Planning Authority (NPA), 2015) creates a situation where men and women experience climate risks differently as they are vulnerable in different ways. Discriminatory laws, policies and institutions, including inequitable family code and ownership of different assets such as land, limit women's opportunities, as do unequal intra-household power relations (The Organisation for Economic Co-operation and Development (OECD), 2015). Critically, gender-based violence (GBV) continues to be a threat to women and their families (OECD, 2015). Women also continue to face limited ownership, access and control over resources. For example, it is estimated that women own only about 4 percent of rural land. Women also face disproportionate access to technologies, knowledge, information and other extension services, including financial opportunities, credit and insurance (Acosta *et al.*, 2015). These gender-based inequalities can threaten women's access to the assets needed for adaptation.

The impacts of climate change and significant gender gaps in agriculture compound the challenges Uganda faces as it pursues the Sustainable Development Goals (SDGs) and development to "middle income" status (OECD, 2015). While the policy context for promoting gender equality in Uganda is favourable, there remain challenges to implementation, which are discussed later in this case study.

Box 1

Uganda's gender facts and figures in brief

- Out of 72 percent of the population employed in the agricultural sector in Uganda, 77 percent are women and 63 percent are young people (NPA, 2015).
- Uganda ranks 73rd out of 102 countries on the OECD's Social Institutions and Gender Index (SIGI), which measures discrimination against women in social institutions according to formal and informal laws, social norms, and practices (OECD, 2015).
- The gender gap - female farmers' lower access to productive resources and services in comparison to male farmers - in Uganda's agricultural productivity is 13 percent which equates to losses of 1.6 percent of agricultural gross domestic product (GDP), or about USD58 million, and to losses of 0.42 percent of the total GDP, or nearly USD67 million, including the multiplier effects of benefits to other sectors in the economy (UN Women and World Bank, 2016).

Gender in adaptation policy-making and governance

There are multiple policy commitments and institutional arrangements that facilitate addressing gender issues in adaptation planning (Acosta *et al.*, 2015). Uganda's constitution (1995) requires national agencies to promote gender balance and fair representation of marginalized groups. The Gender Equality Policy of Uganda (2007) stipulates that ministries and stakeholders should mainstream gender in their policies, programmes and projects. The Ministry of Gender, Labour and Social Development (MGLSD), which is the lead agency for gender issues, provides technical assistance on this front. Each ministry has its own gender strategy and a gender and climate change focal point. The Ministry of Finance, Planning and Economic Development (MoFPED) has a gender unit specialized in gender budgeting and is guided by an Equal Opportunities Commission to assess gender mainstreaming by different sector plans and budgets. In 2016, the Ministry issued a budget call circular (BCC) requiring the mandatory mainstreaming of gender and climate change into all sectoral budget framework papers and district local government plans starting with the 2017/18 fiscal year. This BCC is considered the most important policy instrument pushing ministries and local government agencies to mainstream gender and climate change into work-plans and activities. This also contributes to the implementation of Uganda's Nationally Determined Contribution (NDC) and the Paris Agreement (Government of Uganda, 2015).

Uganda's decentralized system of governance

Planning and implementation of plans and policies in Uganda are carried out by actors at different levels. Uganda's local governments implement climate change action while the central government takes a larger role in policy making. Actors at all levels play a role in gender mainstreaming, including local level. Since the introduction of the decentralization policy in 1997, the government has tried to strengthen the capacity of local level government officials through gender mainstreaming training and awareness-building (Kusambiza, 2013; Bashaasha *et al.*, 2011). Furthermore, district level governments typically generate agricultural sector plans and budgets, with inputs from non-state actors. Central government synthesizes the budgets and plans and consolidates interests from different sectors and priorities from different agro-ecological zones. The National Assembly approves consolidated budgets and plans, before submitting them to the MoFPED for financing, after they are evaluated for the level of gender mainstreaming.

Mainstreaming gender in the NAP–Ag process: Uganda’s experience

Uganda’s NAP–Ag infrastructure and process

In 2012, the Ministry of Agriculture, Animal Industries and Fisheries (MAAIF) established a Climate Change Task Force. This consisted of government representatives from crops, livestock, fisheries and planning sub-sectors, civil society, research institutions and academia. The Task Force considered adaptation of the agricultural sector to be a critical issue. With technical assistance from the Food and Agriculture Organisation of the United Nations (FAO) and the United Nations Development Programme (UNDP) and guidance from the Climate Change Department (CCD) of the Ministry of Water and Environment (MWE), the Task Force led the participatory process of developing a NAP–Ag.

A number of key stakeholders participated in the NAP–Ag formulation process (Figure 1) and continue to be involved in its implementation. This includes stakeholders who were responsible for ensuring gender was mainstreamed in the process and in the final NAP–Ag (Table 1).

Box 2

The Climate Change Department (CCD) of the MWE is the National Focal Point for the United Nations Framework Convention on Climate change (UNFCCC) and coordinates climate change activities in Uganda. It also works with climate change units and task forces in different Ministries, Departments and Agencies (MDAs) to guide and ensure that climate change is mainstreamed in different sectors. The CCD also collaborates with the NPA to ensure that climate change is integrated in the National Development Plan (NDP) and Sectoral Development Plans. Furthermore, it links with the Ministry of Local Government (MoLG) and NPA to ensure integration of climate change in District Development Plans (DDPs).

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Figure 1

Gender in Uganda’s NAP–Ag Process

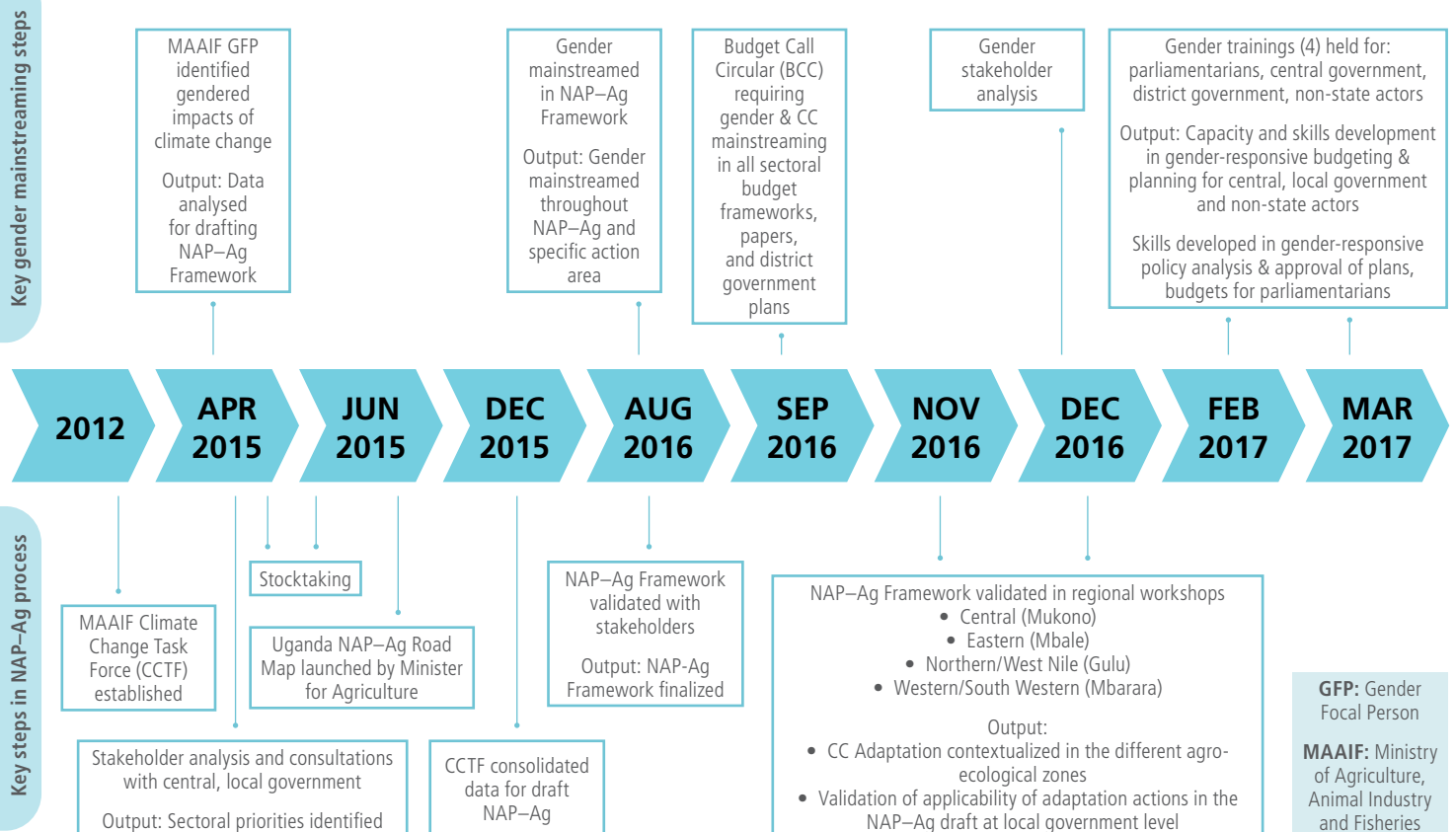


Table 1

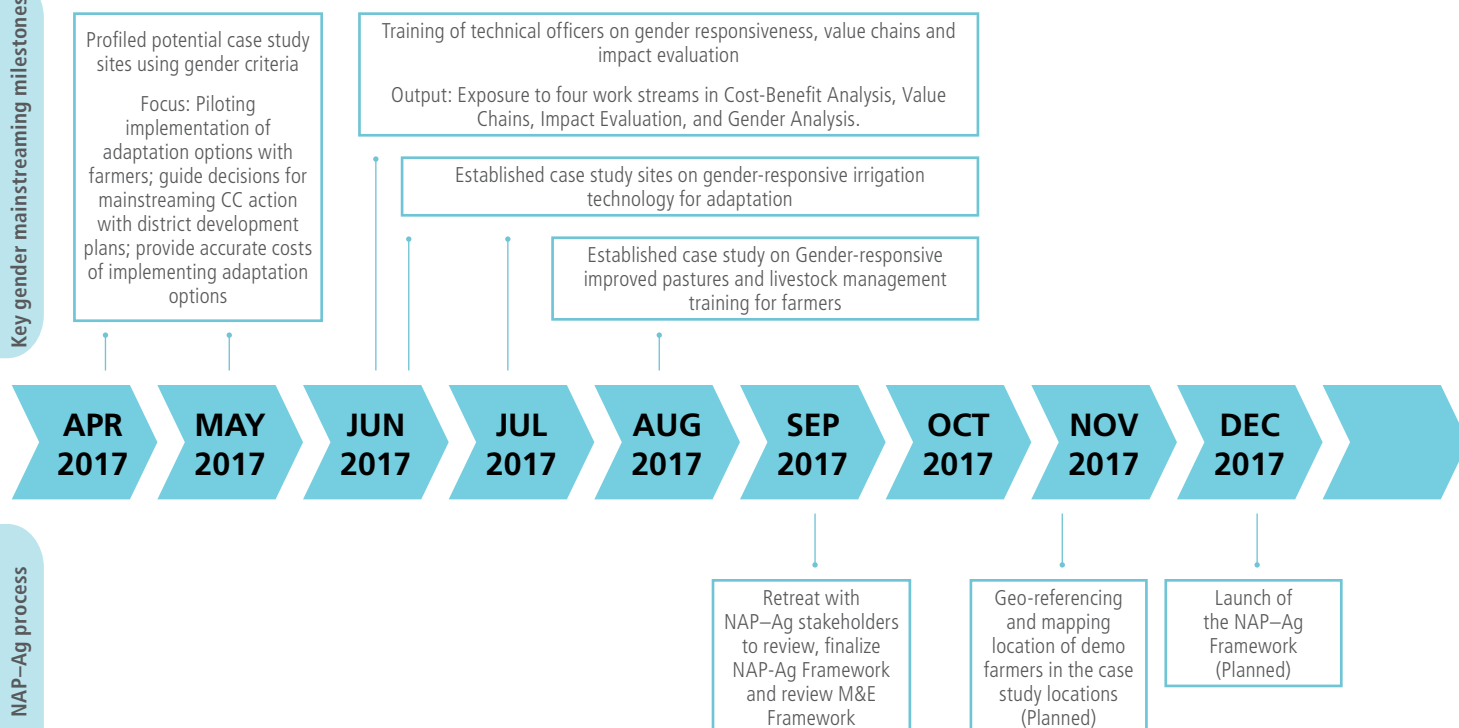
Stakeholders facilitating/supporting gender mainstreaming in NAP–Ag process

Stakeholder	Specific facilitation/support role(s)
Ministry of Gender, Labour, and Social Development (MGLSD)	Share experiences on gender mainstreaming from other ministries and sectors
Makerere University-School of Gender	Share expertise on training and capacity building on gender-responsive planning and budgeting
Ministry of Water and Environment (MWE)	Guide gender mainstreaming in the national Climate Change Policy and lessons for use by all sectors
Ministry of Agriculture, Animal Industries and Fisheries (MAAIF)	Mainstream gender in proposed climate change adaptation options and actions outlined in the NAP-Ag
National Agricultural Research Organization (NARO)	Mainstream gender in climate change technologies and adaptation option research and dissemination
Equal Opportunities Commission and National Planning Authority (NPA)	Guide assessment of gender and climate change mainstreaming as directed by the MoFPED; provide guidance on compliance
Gender Focal Persons (GFP) in Government	Ensure gender-responsive planning, budgeting in respective institutions and implementation of climate change adaptation actions
Non-state actors	Ensure gender-responsive planning, budgeting in respective institutions and implementation of climate change adaptation actions
FAO, UNDP	Provide technical assistance during consultations and capacity development for gender-responsive planning, budgeting and policy development and implementation

Complete list of stakeholders in the NAP–Ag process: MAAIF, MWE, MGLSD, MoFPED, NARO, Makerere University College of Agriculture and Environment Sciences and the Climate Change Innovations Centre, Uganda National Farmers Federation (UNFFE), Participatory Ecological Land Use Management (PELUM), Makerere University-School of Gender, Equal Opportunities Commission, GFPs in Government, FAO, UNDP and other non-state actors.

Key gender mainstreaming milestones

Key milestones in NAP–Ag process



Stocktaking clarifies thematic area on gender. In the first half of 2015, the Climate Change Task Force of MAAIF undertook a stocktaking for the agricultural sector, which included a situational analysis, a stakeholder analysis and consultations with central and local government stakeholders to identify climate change impacts and proposed ways of addressing them in the agricultural sector. The Task Force identified and formulated a thematic area to address the gender gaps and facilitate the development and implementation of a gender-responsive NAP–Ag. The GFP from MAAIF spearheaded this effort with the support of the FAO GFP.

Stakeholders identify gender-responsive actions needed in the NAP–Ag. Along with other key policy and planning documents, the stocktaking reviewed gender policies and legislation. It also identified the need for capacity development in gender-responsive analysis tools in areas such as cost-benefit analysis, impact evaluation and value chain analysis, to be used for adaptation planning purposes. Furthermore, the process identified the need for capacity development in gender-responsive planning, budgeting, and policy development, implementation and monitoring. Consultations with training and research institutions (e.g. NARO and Makerere University) highlighted the need to address gender in technology development with respect to existing and proposed adaptation actions. The Uganda National Meteorological Authority (UNMA) and the agricultural meteorology (AGROMET) units of MAAIF and NARO also indicated the need for a gender perspective in Early Warning Systems and related climate information systems.

Second stocktaking validates gender issues. In late 2015, the Task Force consolidated the data into a draft NAP–Ag which stakeholders then validated in August 2016. In September 2016, the Government released a BCC requiring mandatory mainstreaming of gender and climate change in sectoral budgets, framework papers and district government plans. As 2016 came to a close, four regional workshops were conducted, which validated the applicability of the NAP–Ag actions to Uganda’s different agro-ecological zones. A further stakeholder analysis specifically explored gender issues in adaptation planning in the agricultural sector. The NAP Technical Guidelines (United Nations Framework Convention on Climate Change (UNFCCC), 2012) and international and national commitments informed this analysis,ⁱⁱ while supporting facts and figuresⁱⁱⁱ helped validate the gender issues (see Box 3).

Box 3

Gender in climate change vulnerability and adaptation options: Issues identified in NAP–Ag stakeholder meetings

The different stakeholder meetings held throughout the NAP–Ag process, and supported by literature, identified the following gender issues with a view to defining climate change vulnerability and adaptation options and informing the NAP–Ag:

- Women and men may experience different climate change vulnerabilities, risk levels and impacts (Global Gender and Climate Alliance (GGCA), 2016).
- Women’s and men’s different roles and responsibilities, such as water and fuelwood collection and agricultural practices, and inequitable power/gender relations affect their different vulnerabilities and risk levels (GGCA, 2016; Hillenbrand *et al.*, 2015). An example was provided from Nakasongola District where women are responsible for grazing calves in the night, which puts them at risk of being attacked verbally or physically.
- Gender-differentiated perspectives, preferences and choices need to be included in the development and implementation of different adaptation technologies (Huyer, 2016).
- The sustainability of women’s and men’s resilience needs to be considered (Drolet *et al.*, 2015).
- The distribution of benefits accrued from different adaptation interventions needs to be equitable (Dazé and Dekens, 2017).

Training strengthens capacity to mainstream gender in adaptation planning. In early 2017, four training workshops were held to strengthen the gender mainstreaming capacity of parliamentarians, central government, district government and non-state actors. Three of these

focused on gender-responsive budgeting and planning for central government, local government and non-state actors while the parliamentarians' workshop focused on gender-responsive policy analysis, and approval of plans, budgets and policies. Later in the year, further training was held for technical officers to develop their skills in gender-responsive value chains (VC), impact evaluation (IE), and cost-benefit analysis (CBA), as part of adaptation planning. In August 2017, more training was carried out to support farmers in gender-responsive appropriate pasture and livestock management. Mid-2017 also saw the inception of case studies with the establishment of sites to explore gender-responsive irrigation technology. The case studies will help strengthen capacity through shared learning on gender-responsive adaptation actions.

Stakeholders review and launch the NAP–Ag. Stakeholders met in a workshop in September 2017 to review and finalize the gender-responsive NAP–Ag and the monitoring and evaluation (M&E) framework in advance of the NAP–Ag launch planned for the last quarter of 2017.

Challenges mainstreaming gender in Uganda's adaptation planning processes

A number of challenges came to light through the experience of mainstreaming gender in the NAP–Ag process. These included:

- **Entrenched discriminatory cultural/gender norms and attitudes.** Society continues to view men as powerful problem solvers and women as a weak, vulnerable target group for poverty interventions in policies.
- **Limited appreciation of the importance of addressing gender in adaptation.** The MGLSD has a mandate to support ministries, departments and agencies to address gender. However, evidence of limited requests from government stakeholders in other ministries for gender mainstreaming guidance and support shows that it is largely under-appreciated and/or accessed.
- **Limited staff and GFP capacity on gender and climate mainstreaming.** The Gender Secretariat of MAAIF, MGLSD and Climate Change Department (CCD) in MWE have conducted training for management and staff, but they still need further knowledge and skill-building (including access to tools, guidelines and checklists) to mainstream gender as they have limited capacity to screen programmes, plans and budgets with a gender and/or climate change angle.
- **Argument that there is no budget for gender mainstreaming.** The common argument of a lack of budget for gender mainstreaming is not justified as there is ample budget for climate and other research and projects implemented at the directorate levels.
- **Wide gap between technology development and users.** The technology development agenda suffers from a lack of rigorous engagement with rural users, especially women, to identify needs and priorities, which are comprehensively informed by user needs and priorities of rural users especially women.

Lessons

Uganda's experiences in mainstreaming gender in the NAP–Ag process led to the following lessons:

- In Uganda and other devolved systems, it is local government that implements climate change action while the central government plays a stronger role in policy making. This calls for different gender mainstreaming actions and support at different levels, both local and central, including designing and implementing gender-responsive policies as well as designing gender-responsive budgets to strengthen implementation.
- Strengthening gender-responsive planning and budgeting for adaptation in the agricultural sector requires recognizing and building on different stakeholders' mandates and capacities and tailoring capacity development. Uganda designed and conducted training based on the specific needs of parliamentarians, central government, local government, farmers and non-state actors.
- Uganda identified the need to gather evidence of gender-based vulnerabilities and the impacts of adaptation efforts. This included, importantly, the development of, and shared learning from, case studies undertaken in communities engaged in piloting climate change adaptation actions.

Conclusions and recommendations

The ultimate goal of a gender-responsive adaptation planning process for the agricultural sector is to reduce women's and men's climate vulnerability through developing and implementing adaptation policies and plans (NAP–Ag) that strengthen their resilience. Mainstreaming gender issues into the NAP–Ag process contributes to Uganda's efforts to address gender gaps. It highlights opportunities for the integration of women's empowerment and gender equality into national climate change actions. This supports Uganda's Nationally Determined Contribution (NDC) and other international and national commitments such as implementation, including achievement of the SDGs and the Paris Agreement.

It is still too early to know the impact of Uganda's NAP–Ag process on women and men. Ultimately the success of gender mainstreaming in the process will be indicated by how the NAP–Ag is implemented and whether women benefit from gender-responsive options and actions and strengthen their resilience.

With this in mind, Uganda's experiences point to the following recommended actions to support gender-responsive NAP processes and strengthen overall national adaptation planning efforts:

- Align with international and regional commitments (e.g. NDCs, SDGs) as well as with national gender and other related legislation, policies, planning and budgeting processes and climate change.
- Employ a participatory approach in adaptation planning processes to capture diverse perspectives from women and men across different socio-economic and regional backgrounds and from across levels of government, including community, local and central levels.
- Operationalize acts, regulations and guidelines that address gender issues, such as budget regulations.
- Develop institutional/staff capacity in gender analysis and mainstreaming for government and other non-state stakeholders.
- Strengthen partnerships with state and non-state actors, such as civil society or the private sector, to support gender mainstreaming and gender specific actions and cost leveraging.

i gender-responsive, participatory and fully transparent approach, taking into consideration vulnerable groups, communities and ecosystems, and should be based on and guided by the best available science and, as appropriate, traditional knowledge, knowledge of indigenous peoples and local knowledge systems, with a view to integrating adaptation into relevant socioeconomic and environmental policies and actions, where appropriate".

ii Republic of Uganda. Ministry of Water. (2015). National Climate Change Policy www.necoc-opm.go.ug/publications/5.%20National%20Climate%20Change%20Policy%202015.pdf ; Republic of Uganda. 2015. Second National Development Plan 2015/16 – 2019/20 <http://npa.ug/wp-content/uploads/NDPII-Final.pdf>; UNFCCC <http://newsroom.unfccc.int/>; Government of Uganda. 2015. Ministry of Water and Environment. Uganda's Intended Nationally Determined Contribution (INDC). Submitted 21 September 2016. <http://bit.ly/2fg2l89>

iii UNDP. Gender Development Index, UNDP. Gender Inequality Index; OECD. Social Institutions and Gender Index (SIGI); World Bank Data.

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