



AN ASSESSMENT OF THE ROLE AND LEVEL OF WOMEN'S PARTICIPATION IN THE ALLOCATION OF EXTRACTIVES REVENUES IN KARAMOJA REGION

TERMS OF REFERENCE (TORs)

1.0. Introduction and Background

The government of Uganda is striving to develop its extractives sector, by putting in mechanisms to ensure transparency and accountability. However, the country is still going through a number revenue resource management challenges. Reports¹ from oversight agencies and several conversations held recently indicate that Uganda is losing in the excess of Shillings 2 trillion annually. The Auditor General's Report (2016/2017), highlights that Uganda lost up to 5.9 billion Uganda Shillings, in revenue in form of uncollected royalties from Gold exports.

A study sanctioned by Ministry of Energy and Mineral Development and ACP-EU/UNDP Development Minerals² revealed that the ASM sector contributes about 3.5% to GDP. The study further estimated that unlicensed artisanal gold miners alone are responsible for over 2.8 tonnes of gold every year. According to data from the Uganda Revenue Authority (URA) Uganda exported gold worth Shs.1.16 trillion in 2016. On the other hand, data from the Directorate of Geological Surveys and Mines shows that over Shs.2.13 trillion worth of gold was exported between July 2016 and June 2017 from Uganda. During the same period the Customs and Excise Department of URA indicated that 5,316 Kilograms of gold has been exported out of the country, all valued at Shs. 698 billion³. These discrepancies not only shed light about the level of under reporting and smuggling but also present a risk to the revenue from the resources⁴. The study also noted that government of Uganda benefits from the Legal fees/taxes and Non Tax Revenues (NTRs) from the ASGMS. Direct and indirect tax collected from miners and business persons who get licenses to trade in minerals contributes to all levels of government revenues to the Central and Local Governments from exploration and Location licenses fees and other non-tax revenues like royalties. While taxes and fees are retained in the Consolidated Fund, as per the Mining Act (2004), royalties are currently divided according to a formula i.e. 80% of royalties retained by Central Government, 17% to Local Government and 3% to the Land Owner.

¹ The Auditor General's Report (2016/2017).

² Levin Sources: Market Study and Value Chain Analysis of selected Development Minerals in Uganda, 2017.

³ Haggai Matsiko, Uganda: Museveni Defends 'Fake' Gold Dealer, 8th January 2018

⁴ Isabella Acomai (2018) Government should sort out uncollected fees and Royalties. The Daily Monitor 15th October 2018.

Publish What You Pay – Uganda (PWYP-U) with support from the Finish Government is implementing a project on “Promoting the equitable and transparent generation and allocation of extractives revenues for sustainable development” in Uganda. The project aims at promoting the equitable and transparent generation and allocation of extractives revenues for sustainable development through;- (a) promotion of information disclosure on the fiscal framework and management of tax revenues in Uganda’s Extractive sector (b) support the use of information to influence decision making and ensure fiscal reforms in Uganda’s Extractives sector, (c) Increase women’s effective participation in budgeting, decision making processes and allocation of extractive revenues, (d) strengthening coordination and information sharing on the extractives tax justice agenda among civil society at regional and global levels.

The research will contribute to equitable and transparent generation, utilization and allocation of extractives revenues for sustainable development in Uganda, improved service delivery and ensure that gender equity is achieved in revenue allocation so that women, men, girls and boys benefit equally from programs and services.

1.2 Rationale for the study

Global evidence suggests that while the benefits of extractive industry projects are captured primarily by men, women often bear a disproportionate share of social, economic, and environmental risks (Scott, 2013). For example, there is less involvement of women in Land Acquisition processes for extractive industry projects. Women are less consulted during implementation of Resettlement Action Plans (RAPs), and their interests in land are less considered during negotiation or land compensation processes for extractive industry projects. The patriarchal principles of male dominance still regard land as a property of men and compensation fees tend to be paid directly to men, regardless of interests of women in the land.

Also, when a forced eviction takes place, women are at heightened risk of sexual and gender based violence. During the eviction their work load is increased due to a loss of livelihoods; and scarcity of water might force them trek long distances. Even then, it is important to consider the intersectional nature of discrimination against women, for example indigenous women, single women, including single mothers, and women living with a disability may experience discrimination in multiple and varied ways.

There is no official census that has ever been carried out to establish the actual number of ASMs in Uganda. A study done by UNEP⁵ estimated that ASM provided a livelihood to almost 200,000 women and men of which at least 20,000 of these miners were engaged in gold mining through ASGM.

In 2019, the National Environment Management Authority (NEMA) carried out a study “The National Overview of the Artisanal and Small-scale Gold Mining (AGSM) Sector, Including, Baseline Estimates of Mercury Use and Practices. The baseline study established that at least 45% of the miners engaged in ASGM in Uganda are women. The study also indicated that the numbers of women in ASGM are higher in the Karamoja Region where the gold is mainly alluvial and the mining takes place in shallow pits and along river banks. In other areas like in

⁵UNEP, 2012: Analysis of formalization approaches in the artisanal and Small-scale gold mining sector based on experiences in Ecuador, Mongolia, Peru, Tanzania and Uganda.

Ankole, Central and Eastern Region, the number of women engaged in ASGM is lower because the mining operations are largely underground and highly physical. According to NEMA (2019), in all the three geographical Regions⁶, women are prohibited from entering a mining shaft because of a long-standing belief that they will “chase the gold away.” As such, women are restricted to the less physical roles like panning, haulage, and mineral selection and processing. This inevitably relegates them to ‘employees’ of their male counterparts who do the actual extraction of the ore. The Study also discovered disparities in wages paid to women compared to those paid to men involved in similar work. Women reported earning less than their male counterparts. Compared to men, women are at the high risk of mercury exposure because they make the bulk of workers in the panning process, and do not use any protective gear. Mining sites are associated with child labor⁷ with some of the women stating that they are forced to move with their under age children to mining sites because it is easier to feed their families while at site using the hard earned cash. Most women also indicated that they moved with their children to the mine sites due to absence of a care giver at home.

There is therefore sufficient evidence that even in the extractive sector women continue to fulfill their traditional house hold gender roles such provision of food, nurturing of children, and health care. It is also clear that women contribute significantly to generation of revenue in the Extractives sector. There is however limited information on women’s role in the allocation of this extractive revenues and lack of clarity on how they participate in allocation of this revenue.

In light of both the challenges and opportunities faced by women in extractives, Publish What You Pay Uganda would like to carry out a study to ascertain the role and level of women’s participation in the allocation of extractives revenues in Karamoja Region. It is envisaged that generation of such information would lead to equal resource benefits among women and men, including increased employment opportunities, access to revenues, and expanded investment in the local community. Women-led businesses can flourish in the extractives supply chain. Working with and investing in women also makes good business sense - for example, many companies are recruiting women to drive trucks and operate machinery, as they have often found women employees to have an impressive safety record and reduced maintenance of equipment.

2.0 Research Goal

The goal of the research is to analyze, identify and monitor the flow of extractives revenues in order to ensure that gender equity is achieved in the allocation of these revenues. This will help ensure that women, men, girls and boys, benefit equally from resource revenues as well as from programmes and services funded by such revenues.

2.2 Specific objectives

The specific objectives of the study are;

⁶ Ankole, Central and Eastern Region

⁷ About 98% of the mining sites have under age children actively engaged in mining activities

1. Identify and explore the hidden, less documented aspects of the gendered impacts of the extractives on women in Karamoja region
2. To ascertain the different tax and non-tax revenues generated from mining activities in Karamoja region
3. To ascertain the role of women and their level of participation in the allocation of mining revenues
4. To determine the extent to which local mining revenues benefit women in Karamoja

3.1 Specific Tasks of the consultant

As part of the assignment, the consultant shall carry out the following:-

- a. A literature review on the gendered impacts of extractives on livelihoods
- b. Semi-structured interviews with key internal and external informants.
- c. Illustrate key trends/impacts with 2 case studies from Karamoja
- d. Map key stakeholders and conduct meetings, interviews, and focus group discussions with selected practitioners, technical officers from government line departments, civil society, private sector and women groups with a view of generating adequate information
- e. Generate a report of findings of the study on the role and participation of women in the generation and allocation of mining revenues in Karamoja.
- f. Attend meetings organized by PWYP-Uganda for validation, dissemination of findings as need may arise from time to time during the duration of the assignment.

3.2 Consultancy Approach/Methodology

The consultant will provide a detailed methodology for the study taking into account the requisite ethical standards and guidelines, the available budget and time constraints. The methodology to be suggested should incorporate the following approaches, to the extent possible:-

Review of literature highlighting sources of information and relevant documentation related to the subject. The consultant is expected to carry out a literature review on the subject while taking into account the international, regional and national contexts.

Incorporation of mixed methods (qualitative and quantitative) of primary data collection such as data collection via key informant (KI) interviews and/or focus group discussions (FGDs) with different Government and non-government institutions, women's groups and other relevant stakeholders. In general basic activities will be: developing the study/research tools, piloting the tools, reviewing the tools and adjusting them where necessary, field work for data collection, data analysis and reports generation.

During this study, Publish What You Pay – Uganda will seek input and work with selected Local women led organizations. These include; - Karamoja Women Group (A regional convener

Publish What You Pay Uganda for Kalamoja) and Global Rights Alert. The women led organizations work with Publish What You pay and the consultant to arrange stakeholder meetings, key informant interviews, focus group discussions, and providing input at different stages of the assignment. They shall be co-opted on the PWYP core team to review the tools of the study, and all the deliverables such as the inception report, draft report, final report, and Policy brief.

The consultant will be expected to employ participatory research and facilitation tools for data collection and analysis and to consider an approach that promotes partner learning and capability.

4.0 Deliverables

- a) The consultant shall produce the following deliverables;
- b) An inception report Submitted in electronic form – within 5 days after, contract signing outlining the proposed methodology tools and approaches to be used during the assignment, comments on the Terms of Reference, work plan, list of potential sources of information (Source documents, CV (s) of the consultant (s) indicating experience and key competences in line with the assignment and a detailed budget
- c) A draft report with key components in line with the Terms of Reference
- d) A final report
- e) Presentations of Research findings and Cases study findings: Presentation of findings to the project team and key stakeholders.
- f) Policy Brief.

5.1 Duration and Timing

The study is expected to last 45 working days.

5.2 Management

The consultant will be responsible for the entire study, maintaining the highest level standards, quality and for producing the final research reports. The consultant(s) will be responsible for administering and supervising the Research study, including designing data collection tools, collecting data, drafting the final report etc. Project partners will be responsible for organizing logistics in -country, liaising with the consultant(s) prior and during the process and facilitating staff and logistical support required by the consultant(s) for the study, where appropriate.

The PWYP-U Coordinator will be responsible for overseeing the consultant(s) by managing the consultancy contract; providing relevant project documents (proposal, logical framework, etc.); monitoring adherence to specified deadlines; facilitating access to required information, resources and contacts; providing feedback on drafts of the data, collection tools and final report; and sharing the final report with all relevant stakeholders.

6.1 Consultant(s) Qualifications, Experience and Desirable Skills

An advanced degree(s) in social sciences or development studies, Gender, Economics, statistics, political Science or any other related course in international development, Extractives, research methods (A masters in Gender is an added advantage). Strong experience with and knowledge of qualitative and quantitative research methods and sampling strategies

7.1 Statistical/Data analysis skills

At least 5 years proven experience in undertaking similar studies
Knowledge and expertise in extractives revenues and taxation management and expenditure policy.
Excellent communication and written skills in English.
Knowledge of Taxation Regimes on revenue generation, management and transparency.
Strong knowledge of the extractive sector
Research experience working with extractive sector communities.

8.0 How to Apply

Interested applicants should submit a technical and financial proposal covering the following:
A brief explanation describing why you are an appropriate consultant for this assignment – drawing on but not limited to the consultant/s specifications above
CVs of the consultant(s) who will undertake the assignment
A brief proposed approach and brief methodology (no more than 10 A4 pages)
Statement of your availability to be physically available to deliver the services required over the activity lifespan
Financial proposal which should clearly break down consultancy fees and reimbursable costs.

Applications should be addressed to the Chairperson, Publish What You Pay-Uganda and should be submitted electronically in a single email to publishwhatyoupayuganda@gmail.com no later than 14th July 2020

While an award is anticipated as a result of this call, PWYP-U reserves the right to accept any proposal or reject all proposals. Technical evaluation will precede financial considerations and official financial terms negotiations with any applicant who might come up with the most suitable technical proposal may be considered in order to arrive at the final decision. Any forms of canvassing will lead to automatic cancellation of the Expression of Interest in question. Only shortlisted consultants will be contacted for further consideration

Contact Details

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