



STRENGTHENING POLICY FOR YOUNG WOMEN IN THE CHANGING WORLD OF WORK

CASE STUDY: KAMPALA MUNICIPALITY, UGANDA

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Acronyms

CEDAW	Convention on the Elimination of Discrimination Against Women
DEVAW	Declaration on the Elimination of Violence Against Women
FORWODE	Forum for Women in Democracy
GBV	Gender-based Violence
GEWE	Gender equality and women's empowerment
GoU	Government of Uganda
ICT	Information and Communications Technology
KCCA	Kampala City Capital Authority
LED	Local Economic Development
NGO	Non-governmental organization
NUA	New Urban Agenda
PSFU	Private Sector Foundation Uganda
SACCO	Savings and Credit Cooperative
SDGs	Sustainable Development Goals
UGX	Ugandan Shilling (1.00 USD ≈ 3,582.00 UGX)
UN-Habitat	United Nations Human Settlement Programme
UNGA	United Nations General Assembly
UNSC	United Nations Security Council
UWEAL	Uganda Women Entrepreneurs Association Limited
UWEP	Uganda Women Entrepreneurship Programme
WoW	World of Work
YLP	Youth Livelihood Programme



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2 Preamble

Kampala is the capital city of the Republic of Uganda, located in Eastern Africa, with an approximate population of 34.6 million, 51 per cent of which are female. Over the past 20 years, the Government of Uganda (GoU) has taken positive steps toward gender equality and women's empowerment (GEWE). The 1995 Constitution, of which most of the country's legislation is based, opposes laws and practices against women's dignity and is the framework upon which the 1997 National Gender Policy (NGP) was formulated. In 2007, the National Gender Policy was revised to focus on: (1) expanding women's participation in decision-making; (2) gender mainstreaming and macro-economic management; (3) gender responsive livelihood enhancement; and (4) elimination of all forms of discrimination against women. Despite the positive steps that have been taken in Uganda to promote GEWE, women and girls across the country continue to face many challenges.

The position for women in Ugandan society could be considered one of powerlessness: influenced by a range of factors including social norms and practices that prevent their full participation in the world of work (WoW), inequitable gender pay-gaps, and a variety of barriers in women's professional and personal lives. In order to better understand how to change these social norms and facilitate women's equitable inclusion in the WoW, UN-Habitat undertook a policy analysis at the municipal level in Uganda on existing national and municipal policies, laws and frameworks. A Key Informant Interview was conducted with the Director and Deputy Director of Gender, Labour and Social Development, Kampala City Capital Authority (KCCA), and its representatives. This interview provided the background to existing policy as well as recommendations towards improving women's economic, social, and political status. These recommendations include working with a variety of stakeholders to help strengthen partnerships, involving the private sector in gender mainstreaming and awareness raising, advocacy and lobbying, entrepreneurship training, and bridging the gaps between legislation and communities at the KCCA.

The study also resonates with the gender-responsive nature of the recently adopted New Urban Agenda (NUA), which has been adopted to guide urban centres. This is to occur, "by ensuring women's full and effective participation and equal rights in all fields and in leadership at all levels of decision-making; by ensuring decent work and equal pay for equal work, or work of equal value, for all women; and by preventing and eliminating all forms of discrimination, violence and harassment against women and girls in private and public spaces"¹. These objectives are addressed in this study. In addition, the United Nations Sustainable Development Goals (SDGs), adopted in 2015, in particular Goal 5, to achieve gender equality and empower all women and girls and Goal 11, to make cities inclusive, safe, resilient and sustainable². In addition, the study proposes interventions to progress the proposed recommendations and achieve the goals of inclusion and equality for women in the WoW.

¹ UNGA, Draft Outcome Document of the United Nations Conference on Housing and Sustainable Urban Development (Quito, 2016) 17-20.

² UNDESA, Partnerships for Sustainable Development Goals. (New York, 2015)



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Introduction

Both women and men contribute to local economy in various capacities, and possess distinct knowledge. These are the building blocks for realizing the potential of a locality. In this regard, there is growing consensus on the importance of women as essential economic actors. Discrimination against women is considered economically inefficient as it marginalizes those that can potentially be more productive and contribute to the local economy. Moreover, around the world, women's growing participation in the WoW is offering an important contribution to national growth rates and economic viability. Yet, gender gaps in the WoW continue to adversely impact productivity and competitiveness. Local governments are the key vehicles for formulating interventions, both to eliminate barriers to achieve equitable outcomes in community contexts, and to ensure equity and effectiveness in planning, budgeting, service provision, and government oversight. This is relevant in addressing social and cultural practices that keep young women in positions of powerlessness in the WoW.

Furthermore, social and cultural norms differ across Uganda, but in aggregate these often limit the opportunities of both women and girls, denying them equal rights and participation. Women's limited access to education and productive resources constrains their ability to participate in local economic development (LED). In addition, the gendered division of labour results in women spending a larger portion of their time in unpaid care work especially when public services related to health, infrastructure, water provision and childcare are not available. These gaps and biases impact women's ability to generate income and contribute to economic growth as agents of development. Subsequently, local government, in the effort to achieve equity and LED, should ensure adequate investment to address these limitations. It is not women alone that feel the negative effects of a failure to invest in women, but also, their children's welfare and efforts to combat poverty and achieve economic growth are similarly affected.

CONTEXTUALIZING GENDER IN UGANDA: SUPPORTING NON-DISCRIMINATION AGAINST GIRLS AND WOMEN IN THE UGANDAN LABOUR MARKET

Young women in particular have higher unemployment rates than young men³. Three-times more young women were classified as: "Neither in Education nor Employment nor Training" (NEET) as men in the same age bracket"⁴. This is partly due to unequal access to education and skills training, early marriage rates among female youth, and responsibilities for unpaid care and domestic work⁵; as well, low levels of education result in vulnerable employment and low wages⁶. Young men and women attribute their poverty to lack of employable skills, lack of productive resources, and

³ *Ibid.*

⁴ *Ibid.*

⁵ UNDP, *African Human Development Report 2016* (New York, 2016) 65.

⁶ Uganda Bureau of Statistics, *Labour Market Transition of Young People in Uganda: Highlights of the School-to-Work Transition Survey* (Kampala, 2015) 34.

lack of apprenticeship and internship schemes as well as gender discrimination⁷. Those urban youth participating in self-employment report limited financial resources, competition in the market, and a shortage of raw materials as their greatest challenges⁸. The Uganda Bureau of Statistics states, “The country is not creating enough quality jobs to meet the employment needs of the large cohorts of young people entering the labour market”⁹.

Despite substantial progress in promoting gender equality in employment during the last half century, a high percentage of women still remain in sex-stereotype occupations that are often more precarious, vulnerable, and of lower remuneration than men. In addition, gender wage gaps also persist for work of equal value. Consequently, compared to men, women are disproportionately affected by decent work deficits, and hence poverty. This is not only detrimental to women and their families, but also poses a heavy burden on the economy. An increase in better jobs for both women and men boosts local productivity, increases disposable incomes, and enhances the demand for goods and services in the local economy through increased consumption.

Women also continue to face constraints on ownership of businesses and productive resources such as land and credit¹⁰. This can result in Dead Capital, potential but unrealized wealth that occurs because many women cannot use property as collateral due to a lack of property rights. This not only contributes to women’s unequal economic rights, but also results in inefficiencies within the economy. Women are marginalized in skills development, access to financial resources, employment in non-agriculture sectors and inheritance rights, constraining their employability and income potential¹¹. In order to combat this, new policies focus on increasing entrepreneurship skills development for women and mentoring programmes for girls¹².

In recognition of the importance of employing vulnerable groups and promoting gender equity, GoU has created policies and legislation to promote the collection of disaggregated data. This helps to implement the National Gender Policy provisions in education and training, recruitment and promotion; and to design programmes to benefit disadvantaged groups, to involve women and youth in the decision-making processes, as well as include methodologies and tools for gender analysis training and skills development¹³.

Another way to increase employment for vulnerable and marginalized groups is through LED strategies. These strategies focus on the building up of a local area in order to improve the local economy. It is a process in which the public sector, local businesses, and non-governmental organisations work together to create strategies to produce better conditions for economic growth and better living conditions for the local community.

A focus on youth employment has also resulted in policies to provide support to young people to transition from informal to formal employment, strengthen career guidance to youth, provide support to young entrepreneurs, and promote job-placement, volunteer schemes and internships to improve job training and experience, among others¹⁴. Youth represent an enormous opportunity in the context of the demographic dividend present across sub-Saharan Africa. The large number of youth in urban areas, across the region, constitutes a reservoir of labour to nurture economies, human capital, and opportunities for productive employment.

Uganda’s Expanding Social Protection Programme now boasts 63 per cent female direct beneficiaries, receiving monthly grants of 25,000 UGX¹⁵. Over 5,600 technical staff, in local governments, has been trained in gender planning, analysis and budgeting to improve gender-equitable participation in the development process¹⁶. Gender and equity budgeting are now requirements for local governments, while the Equal Opportunities Commission was established to operationalise Uganda’s Constitutional provision on equal opportunities across the country¹⁷. Furthermore, women councils have been established at all levels of government to provide leadership opportunities for women¹⁸. Government is also in the midst of creating a framework to eliminate gender-based violence (GBV) and to strengthen the capacity of women in entrepreneurship and access to technology¹⁹. Other national policies include affirmative action for access into technical, vocational, and tertiary education²⁰.

While high rates of informality and unemployment exist in Uganda’s urban centres, the national and municipal governments are creating policies to help include youth, in particular young women, in sustainable livelihoods. Two current programmes stand out for their emphasis on young women. The first, the Youth Livelihood Programme (YLP) works to “empower the youth to harness their socio-economic potential and increase self-employment

opportunities and income levels”²¹. The YLP provides support through funding for skills development projects and income generating activities initiated by youth groups²². Forty-four per cent of participants are female, reaching a total of 14,244 youth who are now engaged in self-employment through this programme²³.

The second project is the Uganda Women Entrepreneurship Programme (UWEP), which seeks to improve women’s access to financial services while equipping them with skills for enterprise growth, value addition and marketing²⁴. The programme includes the use of interest-free credit to start or strengthen individual enterprises, which upon repayment is reinvested in other women²⁵. The goal is to, “promote women’s economic empowerment through entrepreneurship skills, provision of incentives and enhancing their participation in decision making at all levels”²⁶.

In addition, reforms to give women equal rights to economic resources, enhance the use of enabling technologies such as Information and Communications Technology (ICT), and the creation of enforceable legislation for the promotion of gender equality are also being raised in national policy forums²⁷. In relation to governance through quotas, women have been elected to local government and women have had the opportunity to change local government policies by bringing different perspectives and priorities into decision making. In 1997, a Parliamentary Act earmarked 30 per cent of local council seats for female contests. However, these were additional seats and not part of the existing council seats.

Furthermore, as part of this affirmative action, new wards were created for women to represent. These combined three existing wards into one electoral seat, expanding women’s constituencies and areas compared to other contenders. This meant that their costs for running a campaign were much higher than those for other smaller wards, despite women having fewer resources to begin their campaigns. The elections for women’s seats were held after the regular ward elections. The result was that the mandatory female quotas undermined the legitimacy of women as politicians, ultimately failing to enable women in local politics to be viewed as legitimate contenders and decision makers.

Moreover, Uganda has been successful in creating national commitments to achieve gender equality. Commitments are made at the central government level through national plans for the advancement of women. However,

implementation requires that necessary mechanisms are established at local level to bring about transformational change and hence, sustainable livelihoods. This has been achieved in the decentralization of development policies, plans and frameworks at various governance levels, strategically addressing gender gaps and inequalities. National commitments also act as a guide to stakeholders in implementing and enforcing policies focused on addressing the gender gaps through strategic interventions. It is however important to note that policy is created to be a normative standard, a directive for how different sectors of society should work. Yet, in reality, varying social and cultural norms in different localities often prevent gender equality from being achieved. These norms, in conjunction with a lack of information and capacity, contribute to the position in which many women and young girls find themselves.

Based on the understanding of women’s role in the WoW and the contextual barriers preventing their involvement, social norms take a prevalent role in contributing to the position of powerlessness for women. It is evident that Uganda has policies and legislation that is gender-aware and in some cases gender-responsive. However, there is an existing gap between written policies and the situation on the ground. Therefore, UN-Habitat undertook an analysis of Ugandan policies and legal frameworks at municipal level (KCCA), as well as a Key Informant Interview to determine how best to strengthen policy in Uganda for young women in positions of powerlessness in the WoW.

LEARNING OBJECTIVE:

To challenge social norms and practices that keeps girls and young women in positions of powerlessness in the WoW.

RELEVANT OUTCOME OF THE STUDY:

Enabling the policy environment and/or enforce legislation that enhances gender equality for girls and young women in the WoW.

⁷ Uganda Ministry of Gender, Labour and Social Development, *The National Employment Policy for Uganda: Increasing Decent Employment Opportunities and Labour Productivity for Socio-Economic Transformation* (Kampala, 2011) 17.
⁸ Uganda Bureau of Statistics, *Labour Market Transition of Young People in Uganda: Highlights of the School-to-Work Transition Survey* (Kampala, 2015) 33.
⁹ *Ibid.*, 56.
¹⁰ *Ibid.*, 98.
¹¹ *Ibid.*, 74.
¹² *Ibid.*, 201.
¹³ Uganda Ministry of Gender, Labour and Social Development, *The National Employment Policy for Uganda: Increasing Decent Employment Opportunities and Labour Productivity for Socio-Economic Transformation* (Kampala, 2011) 1-40.

¹⁴ *Ibid.*, 34.
¹⁵ Republic of Uganda, “*Second National Development Plan (NDP II) 2015/16-2019/20*.” (Kampala, 2015) 70.
¹⁶ *Ibid.*, 74.
¹⁷ *Ibid.*
¹⁸ *Ibid.*
¹⁹ *Ibid.*, 75.
²⁰ *Ibid.*, 94.

²¹ *Ibid.*, 68.
²² *Ibid.*
²³ *Ibid.*
²⁴ Ministry of Gender, Labour and Social Development, *Uganda Women Entrepreneurship Programme* (Uganda, 2016)
²⁵ *Ibid.*
²⁶ *Ibid.*
²⁷ *Ibid.*, 273.



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Review of Themes in Empowerment and Effective Strategies

The net effect of prolonged discrimination and the psychological consequences of GBV, gender stereotypes, unequal patriarchal structures and institutions, entrench powerlessness for young women in the WoW. This section discusses various themes wherein the local government has a competitive advantage in creating an enabling environment towards behavioural change. It then highlights specific strategies and policies implemented by KCCA and the effectiveness of partnership with UN-Habitat.

POTENTIAL OF LOCAL GOVERNMENT IN GENDER-RESPONSIVE LOCAL ECONOMIC DEVELOPMENT STRATEGIES

Cities represent economic engines. In this regard, local governments must act as economic enablers, which support young women in the WoW. Since productive economies necessitate the inclusion of all constituents, LED policies need to use strategies in order to empower women. Economic development²⁸ is a strategy that makes use of local resources and competitive advantages to create decent employment and sustainable economic growth. Its design and implementation create space for dialogue between different groups within communities and enables them to actively participate in decision-making processes. Target groups at various levels are involved, including the local government, employers' organizations, trade unions, the local business community, and other social partners representing women and youth.

The local government is a key partner in the implementation of a LED strategy. In this regard, the local government works hand in hand with other stakeholders in contextualizing gender gaps and addressing gender imbalances.

28 A local participatory development process undertaken with a given territory or local administrative area in partnership with both public and private stakeholders.

POLICIES AND ACTIVITIES TO ADDRESS GENDER GAPS

ASSESS local economic resources and industries to identify potential and linkages to regional and national economic resources.

Support entrepreneurship in sectors that have potential for growth with a view to improving competitiveness.

ADOPT policies and build capacity of micro finance institutions and providers of Business Development Support (BDS) to adapt and respond to specific needs of women. This may require the establishment of a special agency targeting women's needs, where segregation between women and men is high, or an analysis of how existing agencies are responding to women's specific needs, with a view to improving their targeting and services.

SUPPORT better access for disadvantaged women to decision making bodies and structures through awareness raising campaigns, trainings and other activities aimed at increasing their representation.

Promote the employability of women, youth and other disadvantaged groups through skills training and upgrading, raising their awareness of sources of information on job offers as well as coaching for approaching prospective employers.

SUPPORT the training of women, men and youth, in a wide diversity of occupations. Special attention must be on avoiding the perpetuation of gender stereotypes.

PROVIDE incentives to employers to recruit qualified persons from these groups into a variety of occupations and not only the low-end ones.

ENSURE decent working conditions via obligations to use written contracts, register workers with social security agencies, provide adequate leave, childcare and family services, guarantee freedom of association and

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GENDER PARTICIPATION IN GOVERNANCE

Evidence on how women are affected by decentralized or local policies and the extent to which they have been involved in shaping the implementation and results of those policies indicates that women still face significant challenges at the local level. However, it is clear that unless decentralization policies include specific measures to mainstream gender, women's participation in local development processes will remain minimal. Similarly, without such provisions, local plans, budgets and monitoring systems will not adequately reflect women's interests or priorities. Women's access to the services that allow them to fulfil their reproductive and productive roles will also remain constrained.

GENDER RESPONSIVE LOCAL PLANNING AND BUDGETING

Decentralization policies set the regulatory frameworks that assign powers to local government tiers and govern central-local relations in decentralized contexts. Local government operationalises implementation of these powers through local planning and budgeting.

Local planning and budgeting processes need to pay close attention to persistent gender inequalities, gender biases and the different needs of men and women, boys and girls. For example, in the area of health, while men and women have similar needs with respect to influenza and malaria, women have different and greater needs than men in terms of reproductive health. In the area of agricultural services, women's lack of access to land, and the insecurity of their property rights significantly hinders their access to the agricultural services (including credit) that require formalized ownership of land. Inadequate water provision can impose larger burdens on women than men, since water collection is a task mainly performed by women.

Local level gender-responsive budget initiatives attempt to ensure that gender-based inequalities are addressed and integrated into Local Development Plans (LDPs). Gender-responsive budgeting requires government officials to analyse the dynamics of finance and consider the manner in which budgets address the needs of male and female residents. This also requires strengthening the capacity of local authorities to work on gender equality issues.

GENDER AND LAND RIGHTS

Land ownership in any one town or city can be informed by customary laws and tenure systems and non-tenured land with varying degrees of legality and illegality of use and occupation. For example, Section 27 of the Uganda Land Act specifies that:

"Any decision taken in respect of land held under customary tenure, whether in respect of land held individually or communally, shall be in accordance with the customs, traditions and practices of the community concerned, except that a decision which denies women or children or persons with a disability access to ownership, occupation or use of any land or imposes conditions which violate articles 33, 34 and 35 of the Constitution on any ownership, occupation or use of any land shall be null and void"²⁹.

Thus, this legal framework prevents discrimination based on gender regardless of the existence of customary land tenure or other customs and traditions. Despite this, there is often a large gap between women's lived realities and formal laws on land ownership, use and inheritance. While in urban centres economically poor women and men alike face insecurity of land tenure and shelter, women are at a particular disadvantage because they are often

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²⁹ Republic of Uganda, Land Act 1998, Chapter 227 (Uganda, 1998) 1-70.