



# STRENGTHENING POLICY FOR YOUNG WOMEN IN THE CHANGING WORLD OF WORK

CASE STUDY: KAMPALA MUNICIPALITY, UGANDA

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HS Number:

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ACKNOWLEDGEMENTS

This publication was funded by UK aid from the UK government and is grateful to the Kampala City Capital Authority.

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# 1

## Acronyms

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



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## 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"<sup>1</sup>. 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 sustainable<sup>2</sup>. In addition, the study proposes interventions to progress the proposed recommendations and achieve the goals of inclusion and equality for women in the WoW.

<sup>1</sup> UNGA, *Draft Outcome Document of the United Nations Conference on Housing and Sustainable Urban Development* (Quito, 2016) 17-20.  
<sup>2</sup> UNDESA, *Partnerships for Sustainable Development Goals*. (New York, 2015)



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# 3

## 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 men<sup>3</sup>. Three-times more young women were classified as: "Neither in Education nor Employment nor Training" (NEET) as men in the same age bracket<sup>4</sup>. 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 work<sup>5</sup>; as well, low levels of education result in vulnerable employment and low wages<sup>6</sup>. Young men and women attribute their poverty to lack of employable skills, lack of productive resources, and

<sup>3</sup> *Ibid.*

<sup>4</sup> *Ibid.*

<sup>5</sup> UNDP, *African Human Development Report 2016 (New York, 2016)* 65.

<sup>6</sup> 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 discrimination<sup>7</sup>. Those urban youth participating in self-employment report limited financial resources, competition in the market, and a shortage of raw materials as their greatest challenges<sup>8</sup>. 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”<sup>9</sup>.

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 credit<sup>10</sup>. 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 potential<sup>11</sup>. In order to combat this, new policies focus on increasing entrepreneurship skills development for women and mentoring programmes for girls<sup>12</sup>.

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 development<sup>13</sup>.

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 others<sup>14</sup>. 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 UGX<sup>15</sup>. 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 process<sup>16</sup>. 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 country<sup>17</sup>. Furthermore, women councils have been established at all levels of government to provide leadership opportunities for women<sup>18</sup>. 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 technology<sup>19</sup>. Other national policies include affirmative action for access into technical, vocational, and tertiary education<sup>20</sup>.

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”<sup>21</sup>. The YLP provides support through funding for skills development projects and income generating activities initiated by youth groups<sup>22</sup>. Forty-four per cent of participants are female, reaching a total of 14,244 youth who are now engaged in self-employment through this programme<sup>23</sup>.

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 marketing<sup>24</sup>. The programme includes the use of interest-free credit to start or strengthen individual enterprises, which upon repayment is reinvested in other women<sup>25</sup>. 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”<sup>26</sup>.

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 forums<sup>27</sup>. 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.

<sup>7</sup> 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.

<sup>8</sup> Uganda Bureau of Statistics, *Labour Market Transition of Young People in Uganda: Highlights of the School-to-Work Transition Survey* (Kampala, 2015) 33.

<sup>9</sup> *Ibid.*, 56.

<sup>10</sup> *Ibid.*, 98.

<sup>11</sup> *Ibid.*, 74.

<sup>12</sup> *Ibid.*, 201.

<sup>13</sup> 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.

<sup>14</sup> *Ibid.*, 34.

<sup>15</sup> Republic of Uganda, “Second National Development Plan (NDP II) 2015/16-2019/20” (Kampala, 2015) 70.

<sup>16</sup> *Ibid.*, 74.

<sup>17</sup> *Ibid.*

<sup>18</sup> *Ibid.*

<sup>19</sup> *Ibid.*, 75.

<sup>20</sup> *Ibid.*, 94.

<sup>21</sup> *Ibid.*, 68.

<sup>22</sup> *Ibid.*

<sup>23</sup> *Ibid.*

<sup>24</sup> Ministry of Gender, Labour and Social Development, *Uganda Women Entrepreneurship Programme* (Uganda, 2016)

<sup>25</sup> *Ibid.*

<sup>26</sup> *Ibid.*

<sup>27</sup> *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 development<sup>28</sup> 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.

<sup>28</sup> 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 submit to labour inspection.

**PROMOTE** women's retention of decent jobs through flexible schedules and enable them to reintegrate in the labour market after career breaks by providing refresher courses.

**INVEST** in services and incentives that reduce domestic work and support better work/family balance. Public investments in childcare and social services can ease domestic burdens. Paternity and family care leave for men could be promoted and expanded. Education campaigns in schools can also help change the attitudes of future generations.

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 GOVERNMENTS IN THE WOW

#### GENDER RESPONSIVE LOCAL ECONOMIC DEVELOPMENT STRATEGIES

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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"<sup>29</sup>.*

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

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

excluded from secure tenure as a consequence of cultural norms as well as unequal rights in legislative and policy frameworks. In this regard, land or property becomes unrealized wealth—or Dead Capital—because women cannot use this as collateral for credit, contributing to economic inefficiencies.

There is a clear relationship between women's access to land, their legal and social status, and their access to credit and political space. Therefore, short of effective rights to land, property and shelter, women's equal integration into the urban economy remains unattainable, cementing their low status and economic dependence. Without these rights, women are only able to access resources through partners and family.

#### LOCAL GOVERNMENT AND VIOLENCE AGAINST WOMEN

Local authorities are often faced with various types of urban violence as they preserve the security of constituents, both male and female, as well as their properties. However, more and more municipal authorities are recognizing that in a just, safe and healthy city, violence against women cannot be tolerated. In their mission to represent and serve the well-being of all residents, it is impossible for local authorities to ignore violence against women, sometimes referred to as GBV.

There is an existing link between the private and public spheres and how these relations impact on social well-being in cities. In this regard, in order to tackle violence against women, local authorities need to build strategic links with women's groups and communities as well as health, education, business and cultural services of the city. Municipal governments play a key role as leaders in crime prevention and the provision of safe and secure urban settlements.

#### LOCAL GOVERNMENT AND WOMEN'S SAFETY AND INSECURITY

Women's safety and security is compromised when urban infrastructure and facilities feature inadequate lighting, unsafe building designs, poorly lit transportation points and lack of sanitation facilities. These are contributing factors to facilitating and discouraging young women to get involved in the WoW, especially for service providers and entrepreneurs. Making cities safer for women also makes them safer for children, men, elders, people with disabilities, youth and communities who fear racially, ethnically or religiously motivated assault.

Therefore, to make cities safer and address the issues of insecurity and violence against women, cities must engage women and girls in decision-making to bring gender analysis into governance. A gender analysis of any urban issue will reveal the different engagements and relationships of

women and men to the issue in question. Local governments have a vital role and responsibility in engaging women and men as equals in decision-making. Working with a gender and social equity perspective provides new opportunities for democratizing municipal governance and reducing poverty through provision of quality, relevant and effective services and opportunities for women as well as men.

Most policies related to gender are included through the WID approach which focuses on ways to specifically target women in economic production, while neglecting broader policies that would improve circumstances for both men and women.

At the National level, Uganda's Constitution guarantees equality between women and men before the law. Policies relating to this guarantee include addressing gender inequality in access to justice, socio-cultural discrimination against girls and women, GBV, limited awareness about rights among women and men, high maternal and child mortality and morbidity, low literacy especially among women, and high levels of fertility<sup>30</sup>.

Moreover, the Uganda Gender Policy (2007), Gender in Education Policy (2009), the National Development Plan (2010) and the Revised Education Sector Strategic Plan (2007-2015), all reflect Uganda's commitment to gender equality. The National Gender Policy and National Action Plan on Women (2007), in particular, were formulated to support the implementation of the Constitution's provisions regarding gender equality<sup>31</sup>. However, the review process outlined in the National Strategy for Girls' Education established that there remains a wide gap between policy and practice, which explains the inadequacies in the implementation of policy commitments<sup>32</sup>.

Uganda's Vision 2040 represents the country's goals and ambitions over the next 25 years. The document states: "Ugandans aspire for a future in which men, women, youth, children, and persons with disabilities are empowered to participate as equal partners in development"<sup>33</sup>. Furthermore, "It is important that young men and women as the country's most important resource are equipped and developed to play a meaningful role in the reconstruction and development of the country"<sup>34</sup>. In order to bring women more equitably into the workforce, the government lays out policies regarding inclusion in different sectors, affirmative action, gender mainstreaming in all government actions, and quotas in leadership positions<sup>35</sup>.

<sup>30</sup> Republic of Uganda, *The Uganda Gender Policy* (Kampala, 2007) 19.

<sup>31</sup> Republic of Uganda, *Uganda Vision 2040* (Kampala, 2007) 1-120.

<sup>32</sup> Josephine, Ahikire & Amon Ashaba, Mwiine, *National Strategy for Girls' Education in Uganda (2014-2019)* (Kampala, 2013) 9.

<sup>33</sup> Republic of Uganda, *Uganda Vision 2040* (Kampala, 2007) 3.

<sup>34</sup> *Ibid.*, 96.

<sup>35</sup> *Ibid.*

## GENDER LENS ON EXISTING LEGAL AND POLICY FRAMEWORKS

### INTERNATIONAL LEGAL AND POLICY FRAMEWORKS TOWARDS GEWE

The Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW)

The Beijing Declaration and Platform for Action

The Commonwealth Plan of Action on Gender and Development

The International Conference on Population and Development

The United Nations Declaration on Violence Against Women (DEVAW)

The Convention on the Rights of the Child (CRC)

Education for All (EFA) Goals

The 2030 Agenda and Sustainable Development Goals (SDGs)

The United Nations Girls' Education Initiative (UNGEI)

The New Urban Agenda (NUA)

### REGIONAL LEVEL COMMITMENTS TOWARDS GEWE

The East African Community (EAC) Treaty

The Common Market for Eastern and Southern Africa (COMESA) Gender Policy

The Protocol on the Rights of Women in Africa

The Intergovernmental Authority on Development (IGAD) Gender Policy and Strategy

The New Partnerships for African Development (NEPAD) <sup>1</sup>

<sup>1</sup> All agreements drawn from Republic of Uganda, *The Uganda Gender Policy* (Kampala, 2007) 3.

While many of these policies have resulted in impressive improvements, many of the conditions of gender inequality are still salient in Uganda, which include gender disparities in access and control over productive resources like land, limited share of women in wage employment in non-agricultural sectors, sexual and GBV, and limited participation in household, community and national decision-making<sup>36</sup>. Deliberate efforts are currently being made to allow women's equal participation in skills development, education, and industry, as well as their equal representation in political forums<sup>37</sup>. Other policies are being put in place to facilitate more flexible working conditions to enable families with young children to work from home

<sup>36</sup> *Ibid.*  
<sup>37</sup> *Ibid.*

or have versatile working hours<sup>38</sup>. Moreover, protections against such harmful practices as female genital mutilation (FGM), GBV, early marriage, child sacrifice, and the denial of the right to education and participation in employment are being implemented at the national level<sup>39</sup>.

<sup>38</sup> *Ibid.*  
<sup>39</sup> *Ibid.*, 97.

TABLE 1: GENDER POLICY MAP & ANALYSIS OF UGANDAN NATIONAL AND LOCAL LEVEL POLICIES

DOCUMENT	SUMMARY	LEGAL FRAMEWORK	POLICY	EXISTING KCCA INTERVENTIONS	EXISTING STAKEHOLDERS
The National Gender Policy (2007)	Provides an overall gender responsive development-planning framework at national level. The policy aims at achieving gender equality and women's empowerment as an integral part of Uganda's socio-economic development and poverty eradication.		X	Build capacity in gender analysis, planning and budgeting; make sure gender mainstreaming and gender targeted activities have visibility in budgets; gender mainstreaming in government policies; collaborate with GEWE organizations; enact affirmative action measures; development and implementation of Uganda Gender Policy programming; provide incentives and support to women entrepreneurs; promote positive coverage of women in the media.	Academic & Research organizations; National Curriculum Centre; Development Partners; Equal Opportunities Commission; CSOs; private sector; media organisations; political organisations/parties; autonomous government bodies and institutions; higher and lower local government, and administrative units; national level ministries and working groups; parliament.
The National Youth Policy (2001)	Developed as a step forward to invest in youth. It provides an operational framework to all the actors with a set of realistic guidelines from which action programmes and services can be developed to facilitate meaningful involvement of youth in national development efforts and to respond to their various needs and problems.		X	Provision of technical support and guidance in development of youth programmes, mobilization of resources for youth programmes, advocating for youth leadership in governance; working with youth councils, promoting research on youth and youth issues, support youth training, youth workers and overall skills development; initiate credit schemes.	National Ministries (primarily Youth Affairs); National Youth Council; Donor agencies; NGOs; parliament; private sector; international development partners and inter-government agencies.
The National Equal Opportunities Policy (2006)	Provides avenues where individuals and groups' potential are put to maximum use by availing equal opportunities quotas and affirmative action.		X	Mainstreams equal opportunities and affirmative action; focuses on capacity building of various stakeholders; research, documentation and dissemination of best practices on equal opportunities; lobbying and advocacy; networking and collaboration	Government Ministries (particularly the Ministry of Gender, Labour and Social Development (MGLSD); Equal Opportunities Commission; District Local Governments; Sub/County/Division/ Municipality/Town Councils; Private Sector; Development Partners; CSOs; Communities
National Strategy for Girls Education (2014)	Promotes girls' education as an integral part of efforts to create gender equity and equality in the education system in Uganda.		X	Dissemination of the strategy, monitoring and evaluation of strategy, harmonized action (joint planning) on equal access to education at all levels; support for dedicated budget funding towards NSGE; better research to improve implementation; capacity enhancement towards gender training.	National government ministries (particularly the Ministry of Education and Sports), departments and agencies, local governments, CSOs and development partners in the education sector.
The National Constitution (1995)	Provides for a national framework for the protection of human rights including women's rights. It prohibits discrimination against women and promotes women's rights as equal partners with men in national development.	X		Legal framework that outlines constitutional rights for all in Uganda.	National government (parliament); Uganda Human Rights Commission; etc.

TABLE 1: GENDER POLICY MAP & ANALYSIS OF UGANDAN NATIONAL AND LOCAL LEVEL POLICIES

DOCUMENT	SUMMARY	LEGAL FRAMEWORK	POLICY	EXISTING KCCA INTERVENTIONS	EXISTING STAKEHOLDERS
The Domestic Violence Act (2010)	Provides for the protection and relief of victims of domestic violence, provides for the punishment of perpetrators of domestic violence; provides for the procedure and guidelines to be followed by the court in relation to the protection and compensation of victims of domestic violence; provides for the jurisdiction of court; provides for the enforcement of orders made by the court; empowers the family and children court to handle cases of domestic violence and for related matters.	X		Legal framework to protect the rights of all to be free from domestic violence.	National government (parliament) and courts.
The Education Act 13 (Pre-primary, primary and post primary) (2008)	Supports to access to education for all and guarantees free primary and post-primary school education.	X		Creates a framework for the education system in Uganda; provides an outline for education provision for pre-primary, primary, and post-primary schooling.	Ministry of Education and Sports
The Land Act Cap 227 (2000)	Provides a basis for the nullification of all customary practices that undermine the rights of women, children and persons with disability on land. Creates equitable distribution of land as a resource and nullifies all those land transactions that are discriminatory against marginalized groups and violate Article 33, 34 and 35 of the Constitution of the Republic of Uganda 1995.	X		Protects land rights under the constitution, and equal access to land tenure and ownership.	Minister for Lands; National government
The Penal Code Act, Cap 120 (2007)	Prohibits sexual violence such as rape, defilement and assault.	X		Protects against criminal acts under the constitution.	Courts (legislative branch); Minister for internal security.
The National Women's Council Act (cap 318) (2010)	Provides for establishment of National Women Council mandated to unite women and position them for national development.	X		Establishes the women's council with the goal to inspire and promote a spirit of unity and national consciousness, organize the women of Uganda in order to communicate and coordinate their ideas and activities, and to encourage women to consolidate their role in national development in the political, economic, social, cultural and educational fields.	National Women's Executive Committee; Minister responsible for women and development.
The Employment Act (2006)	Protects workers against harassment and all forms of exploitation at the work place.	X		Protects the rights of those in employment.	Ministry for Labour

TABLE 1: GENDER POLICY MAP & ANALYSIS OF UGANDAN NATIONAL AND LOCAL LEVEL POLICIES

DOCUMENT	SUMMARY	LEGAL FRAMEWORK	POLICY	EXISTING KCCA INTERVENTIONS	EXISTING STAKEHOLDERS
National Employment Policy (2011)	Promotes gender equity and a role for youth in employment with particular methods to strengthen the capacity of these groups.		X	Employment creation through target setting, working with private, public partners, supporting existing labour-intensive enterprises, mainstreaming employment creation in NDP; Provides incentives for in-employment training programmes, mentorship and apprenticeship/internships; strengthens vocational training; promotes gender-responsive career guidance; development of a National Workplace Productivity Programme to provide support for employers, workers, entrepreneurs; strengthens capacity of small enterprise associations; promotes the collection of disaggregated data specific to gender, supporting the transition from informal to formal employment through access to training, business development services, and low interest micro-finance; establish one stop centre to offer technical advisory services including information on existing investment opportunities to youth entrepreneurs.	Central government (primarily Ministry of Labour); private sector, employers' and workers' organizations, development partners, NGOs, CBOs, communities & individuals.
Kampala Capital City Act (2010)	Provides for leadership positions in municipal government held by women and youth; includes budgetary allocations for numerous gender equity programmes including functional adult literacy and other educational services.	X		Gender balance in composition of authority in KCCA; composition of division urban councils, ward urban councils.	KCCA; Lower urban councils; ward councils; village urban councils and street committee.
Ministerial Policy Statement 2014/2015 Vote 122 (KCCA)	Proposed interventions and budget allocations regarding gender equity on education, functional adult literacy, skills training and equitable service delivery.		X	Upgrades on schools (infrastructure) and teacher trainings; improvements to public library system; budget allocations to support women, youth and disability councils, functional adult literacy, library services and general goods and supplies; community mobilization, sensitization, start-up costs for National Agricultural Advisory Services (NAADs), community driven development (CDD), public library expenses, women and youth events.	KCCA; national level ministries; development partners; NGOs, CSOs

TABLE 2: UGANDA FOCUSED REPORTS, FRAMEWORKS AND ACTION PLANS

DOCUMENT	SUMMARY	TYPE
The National Action Plan on Women (2007)	Supports implementation of the National Gender Policy (2007). Its strategic objectives include elimination of socio cultural practices that endanger the health of women and girls, sensitization of communities about the importance of girls' education and initiation of educational programmes on positive and negative social cultural practices.	Action Plan
Vision 2040 (2013)	Identifies the promotion of gender and human rights as important dimensions of equity. It commits to mainstreaming gender and human rights as a core part of the planning process.	Framework
Poverty Status Report (2014)	Reports on the status of vulnerable populations and presents programming options for improved inclusion in economic enterprises.	Report
KCCA Strategic Plan (2014/15-2018/19)	Empowers and facilitates women's potential in sustainable development; plans for a city gender policy and mainstreaming through advocacy and collaboration, programming on GBV and women's economic activities.	Strategic Plan
The National Development Plan (NDP) II (2015)	The NDP II recognizes gender equality and women empowerment as a pre-requisite for National development and proposes mainstreaming gender across sectors of development.	Development Plan

TABLE 3: INTERNATIONAL FRAMEWORKS FOR GENDER EQUALITY

DOCUMENT	SUMMARY
Convention on Elimination of All Forms of Discrimination Against Women (CEDAW)	Condemns discrimination against women in all its forms and agrees to undertake policies to adopt legislation, legal protection, and all appropriate measures to achieve this end. Includes strong legislative and policy frameworks towards achieving gender equity.
The United Nations Declaration on Violence Against Women (DEVAV)	Strengthens and compliments CEDAW by advising states to condemn violence against women and to pursue all appropriate means and policies to eliminate violence, including through the development of penal sanctions, national plans to promote the protection of women, and promoting research and data collection on domestic violence.
The Beijing Declaration and Platform for Action	Advances the equity, development and peace for all women, and commits to the equal rights and human dignity of men and women. Ensures the success of the Platform for Action and outlines its framework.
ILO Declaration on Fundamental Principles and Rights at Work	Declares that all members have an obligation towards the elimination of discrimination in respect of employment and occupation.
East African Community Treaty	The East African Community (Uganda, Tanzania, Kenya) agrees to promote the socio-economic transformation of women through a variety of policy commitments and to increase the participation of women in business.
Common Market for East and Southern Africa (COMESA) Gender Policy	COMESA recognizes the need for the full and equal participation of women and youth, and commits to women's economic and social empowerment and the integration of gendered perspectives to solve existing disparities in the economic market.
Protocol on Rights of Women in Africa	Enshrines the principle of non-discrimination, calls for the elimination of discrimination against women, and ensures the protection of the rights of women.
Intergovernmental Authority on Development (IGAD) Gender Policy and Strategy	Created commitments to gender mainstreaming in priority programmes and projects of IGAD, established the Women's Desk which carries out gender focused activities at the Secretariat level as well as in member states.

## DOCUMENT

The Commonwealth Plan of Action for Gender Equality

New Partnership for African Development (NEPAD) Strategic Plan

2030 Agenda & the Sustainable Development Goals

Africa Human Development Report

## SUMMARY

The Plan of Action provides a framework to address its commitment to gender equality and equity, reflecting the differential impacts of global changes on women and men and addressing new and emerging challenges. Two priority areas for gender and equality interventions are: human rights, peace and political participation; and macroeconomics and social development.

NEPAD sets out an aspiration for more equity by mapping out the inclusion of women and other marginalized groups in economic development. They include a strong cross-cutting focus on capacity building and empowerment.

A universal set of goals created in participation with the UN, for the years 2015-2030. The SDGs establish outcomes and indicators for a set of 17 target goals applicable to all countries on issues ranging from the environment to the economy to peace building and health.

Establishes background on gender inequality across Africa with indicators of inequality and makes broad based recommendations for policy for government, private sector and international NGO actors.



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The KCCA Strategic Plan 2014/2015-2018/2019 advocates for the interests of women in public policy works to increase women's participation in public policy discussions, and supports women's economic activities<sup>40</sup>. KCCA's gender mainstreaming goal is stated as analysing, "departmental work plans, to identify gender gaps, orient staff and stakeholders on gender budgeting and development of a Gender Action Plan"<sup>41</sup>. The KCCA, in particular, focuses on increasing access to affordable credit, capacity building and skills development, ICT training, support to youth councils, collaboration and partnerships for youth<sup>42</sup>. The KCCA mandates that its own council must include two councillors representing the youth, one of whom shall be female, and that other groups representing specific populations also have female representatives<sup>43</sup>.

The KCCA Youth Fund disburses small loans at low interest for youth, having disbursed UGX 4 billion (approximately 1,115,000 USD) thus far<sup>44</sup>. The KCCA also provides practical skills, leadership and group dynamics training, and ICT skills while the Youth 'I-serve' volunteer programme allows young people to acquire experience to help improve their employability<sup>45</sup>. KCCA has partnered with a variety of organizations to implement projects ranging from equipping young school drop-outs and sexually exploited youth with social and vocational skills to offering training in tailoring skills for young people in the garment industry<sup>46</sup>.

While many of these policies and programmes are beginning to have the desired effect, improvements can be accelerated through a variety of changes. The fiscal policy

and public expenditure commitment to gender equality is first and foremost the test of the government's dedication, regardless of gender mainstreaming in laws, policies, programmes and institutions<sup>47</sup>. Moreover, the advancement of gender equality requires the promotion of two approaches: "The Gender and Development (GAD) approach is based on the understanding of gender roles and social relations of women and men, with emphasis on the disadvantaged, while the Women in Development (WID) approach focuses specifically on improving the conditions of women"<sup>48</sup>. Most policies related to gender are included through the WID approach which focuses on ways to specifically target women in economic production, while neglecting broader policies that would improve circumstances for both men and women.

<sup>40</sup> KCCA, *Strategic Plan 2014/15-2018/19 (Municipal Strategy, Kampala, 2013)* 1-121.

<sup>41</sup> KCCA, *Gender Mainstreaming (Kampala, 2016)* <https://www.kcca.go.ug/Gender%20Mainstreaming>.

<sup>42</sup> KCCA, *Investing in youths can be one of the most effective pro-growth strategies (Kampala 2015)*.

<sup>43</sup> KCCA, *KCCA Bill, 2015 Amendment (Municipal Bill, Kampala, 2015)* 1-24.

<sup>44</sup> KCCA, *Investing in youths can be one of the most effective pro-growth strategies (Kampala, 2015)*.

<sup>45</sup> *Ibid.*

<sup>46</sup> *Ibid.*

<sup>47</sup> UNDP, *African Human Development Report 2016: Accelerating Gender Equality and Women's Empowerment in Africa (New York, 2017)* 129.

<sup>48</sup> Republic of Uganda, *The Uganda Gender Policy (National Policy, Kampala, 2007)* 16.

## KCCA AND UN-HABITAT COLLABORATION TO EMPOWER YOUTH IN THE WOW

### ONE STOP YOUTH CENTRES

The success over the past 15 years of the One Stop Youth Centres model has generated a sustainable youth development framework. UN-Habitat supports six One Stop Youth Centres across Africa, including one in Kampala City. In the context of Kampala, the One Stop Youth Centre is part of KCCA's collaborative work in partnership with UN-Habitat to help engage young women in the WoW. The One Stop Model aims to provide a safe space for young people, especially from marginalised communities, where they can interact with one another and with youth serving agencies<sup>49</sup>. The One Stop Youth Centres are developed as partnerships between UN-Habitat, local governments, youth serving organizations and youth, using an integrated approach to youth development by providing youth with spaces in urban settings to meet and access information, resources and training critical to their development<sup>50</sup>. In addition, the One Stop Centres provide mentorship, information, training and counselling services, tailored to the needs and demands of the local youth, allowing youth a safe space where they can express themselves and participate in policy development<sup>51</sup>.

The One Stops provide skills training to help youth access sustainable employment. This includes programming in arts and sports, employment generation, entrepreneurship, health services, and ICT<sup>52</sup>. In particular, One Stop Centres work to support and address the needs of young women and girls<sup>53</sup>. The five youth-led development principles outlined below are a core component of UN-Habitat's Youth programming and the concept upon which One Stop Centres are run and organized<sup>54</sup>.

### KAMPALA PRINCIPLES FOR YOUTH-LED DEVELOPMENT: A DRIVER FOR YOUNG WOMEN'S EMPOWERMENT AND PARTICIPATION IN THE WOW<sup>55</sup>

In 2007, representatives from the UN-Habitat's One Stop Youth Resource Centres, from four capital cities in East Africa convened in Kampala, Uganda with the goal of determining the core working principles of the One Stop Centres. The working principles aim to ensure youth have the best experience possible, sustainable over the long term, recognizing youth as leaders today.

The Kampala Principles on Youth-led Development are referenced not only by the established One Stop Centres but also youth programmes globally. The principles guide inclusion of youth and young women in strengthening, influencing and implementation of programmes and policy at the local, national and global level. The principles also recognize youth, like all other stakeholders in society, as key development partners and as asset and right-holders in their own right.



<sup>49</sup> Emmanuel, Bigenimana, *Giving Youth their space: A Case study of the Kimisagara One Stop Youth Employment and Productive Centre (UN-Habitat)* 2-16.

<sup>50</sup> UN-Habitat, *One Stop Youth Centre Model (Nairobi)* 1-16.

<sup>51</sup> Emmanuel, Bigenimana, *Giving Youth their space (UN-Habitat)* 2-16.

<sup>52</sup> UN-Habitat, *One Stop Youth Centre Model (Nairobi)* 1-16.

<sup>53</sup> Ibid.

<sup>54</sup> Ibid.

<sup>55</sup> UN-Habitat Youth, *The Kampala Principles for Youth-Led Development, (2015)* <https://unhabitatyab.com/2015/03/25/the-kampala-principles-for-youth-led-development/>

### YOUTH DEFINE THEIR OWN DEVELOPMENT GOALS AND OBJECTIVES<sup>1</sup>

Critical to empowering youth is their ability to define their own development goals, both individually and at a collective level through youth civil society, as well as being engaged in governance. The initial basis of Principle 1 is Art.12 of the CRC that states that children have a right to have their say in decisions that affect them. Principle 1 goes further, in that it recognizes that youth have not only a right but they have, *inter alia*, the capacity to have their say in decision-making. This speaks to the inherent and more advanced capacity of youth versus children to make decisions on their own without necessarily partnering or being led by adults. Youth are assets in their communities, and should be recognized as such and be given full opportunities to take part in all decisions affecting their lives.

The role of youth is widely recognized in the SDGs, the NUA, as well as Security Council Resolution 2250 on youth, peace and security. The SDGs recognize the role of youth as a marginalised group that must be empowered and the importance of promoting youth employment and women's economic empowerment<sup>2</sup>. The NUA recognizes the role of youth and the need for their active participation and collaboration in identifying opportunities for urban economic development and in improving employment opportunities<sup>3</sup>. Moreover, the Security Council Resolution 2250 on youth, peace and security recognizes the role that youth play in efforts to maintain and promote peace and security<sup>4</sup>. In each of these domains, youth play a significant role in making decisions that impact their lives and participating in activity implementation towards these global goals.

### YOUTH HAVE A SAFE AND GENERATIVE PHYSICAL SPACE<sup>5</sup>

Research has shown that there is less and less physical space for youth in their communities, especially in urban areas. There is less public space for youth for recreation, interpersonal relationships, or for generating income. In the latter case, the most poignant example is that of Mohamed Bouazizi, a Tunisian street vendor who immolated himself on 17 December 2010, due to being unable to get a permit and space to sell his wares on the streets of Tunis. His actions went on to spark the Arab Spring.

Generative space is defined as, "a place—both physical and social—where the experience of the participants in that place is one that both fulfils the functional requirements of that place and also materially improves the health, healthcare, and/or quality of life for those participating in that experience in a manner that they can each articulate in their own terms"<sup>6</sup>. A generative space is also a place that progressively improves over time. The creation of this type of space for youth creates opportunities for other social and economic benefits than simply physical space alone.

Access to space is even more limited for young women, who face greater barriers due to cultural norms and safety issues. This is a challenge both in rural and urban areas. However, research by UN-Habitat indicates that access to safe public space for young women might be an even greater challenge in urban areas. Much is now being learned about how youth use physical space as well as how to create it through the advent of mobile and geospatial technologies.

<sup>1</sup> UN-Habitat Youth, *The Kampala Principles for Youth-Led Development*, (2015) <https://unhabitat.org/2015/03/25/the-kampala-principles-for-youth-led-development/>

<sup>2</sup> UNGA, *Transforming our World: The 2030 Agenda for Sustainable Development*, 25 September 2015.

<sup>3</sup> UNGA, *Draft Outcome Document of the United Nations Conference on Housing and Sustainable Urban Development* (Quito, 2016) 17-20.

<sup>4</sup> UNSC, *Resolution 2250 – Annotated and Explained*, (9 December 2015)

<sup>5</sup> UN-Habitat Youth, *The Kampala Principles for Youth-Led Development* (2015) <https://unhabitat.org/2015/03/25/the-kampala-principles-for-youth-led-development/>

<sup>6</sup> The Caritas Project, *A Place to Flourish - What is Generative Space?* (2011) <http://www.thecaritasproject.info/laplacetoflourish/video.html>.

### ADULT AND PEER-TO-PEER MENTORSHIP<sup>7</sup>

Though the Kampala Principles refer to "youth-led", this does not mean that adults do not have a role to play. Adult mentors who respect the capacities and leadership of youth can play a strong role in advancing the personal development of youth and the role they play in their communities. Peer-to-peer support, as another form of mentorship that is especially important in the developing world, allows youth the opportunity to learn first-hand from others who have recently experienced challenges similar to their own. Both forms of mentorship build and extend a network, and provide an intergenerational exchange of values, which is critical to any endeavour a young person undertakes.

### YOUTH ACT AS ROLE MODELS FOR OTHER YOUTH<sup>8</sup>

Studies have shown that youth are often portrayed negatively within the media. Youth, especially young men, are often seen as violent, whereas young women can be portrayed as passive and incapable. One way to combat this is to have youth act as role models for other youth. Similar to peer-to-peer mentorship, youth often look to others who are similar to them for inspiration and guidance. Through programmes such as the UN-Habitat Urban Youth Fund<sup>9</sup>, youth demonstrate that they have assets and are truly leaders of today, not only tomorrow, and need to be profiled as such.

### YOUTH ARE INTEGRATED INTO LOCAL, NATIONAL AND INTERNATIONAL DEVELOPMENT PROGRAMMES AND POLICIES<sup>9</sup>

For youth to be sustainably engaged, they must be engaged in policies and programmes, which relate to their lives at the local and national levels, from the design and planning phase to implementation. Youth engage first and foremost with issues, which are closest to them, their family, their friends and their community. Thus, the engagement of youth in local programmes and policies is a critical first step to them becoming positive contributors to their society.

<sup>7</sup> UN-Habitat Youth, *The Kampala Principles for Youth-Led Development* (2015) <https://unhabitat.org/2015/03/25/the-kampala-principles-for-youth-led-development/>

<sup>8</sup> *Ibid.*

<sup>9</sup> UN-Habitat Youth, *Urban Youth Fund - UN-Habitat* <https://unhabitat.org/urban-initiatives/initiatives-programmes/urban-youth-fund/>

Data from the UN-Habitat Urban Youth Fund shows that youth-led groups have a complex and multi-faceted approach to development. They neither have a single focus in their projects nor do they focus on the situation only from a youth perspective. To the contrary, most youth-led groups acknowledge that they are part of a larger society and their desire is to improve society for everyone. At the national and international level, youth need to be recognized as having knowledge and expertise that is valuable. This is especially the case in the developing world in which youth make up a large percentage of the population.

The Kampala Principles help to define the ways in which youth must be integrated into planning and project implementation in all societies. Particularly in sub-Saharan Africa, where the demographic dividend presents an enormous opportunity to take advantage of the comparative advantage that young people provide, it is more important than ever that youth be included in the decisions that affect them. In particular, including young women in discussions gives them a platform to share their opinions, and diversifies the types of decisions that get made. In order to improve women's position in the WoW, it is necessary that they be involved in decision-making, planning, and mentorship.



# 5 Findings

Notably, as seen in the literature review, Uganda has impressive gender policies that should encourage the gender mainstreaming, gender equality and equity, both socially and economically at the community level. However, this is not the case. There is a gap between the existing policies and the situation at the community level.

As the One Stop Model has had considerable success in recent years and it has a focus on empowering women and girls through economic and youth-led development, the KCCA can use these lessons to bridge the gap between existing policies and the situation at the community level. Providing similar models that identify young people as a major source of development and focus on gender mainstreaming will surely empower women and girls to find their way into the economy in Uganda.

UN-Habitat conducted a Key Informant Discussion with the KCCA, to identify existing policy gaps as well as to discuss possible avenues to strengthen existing policies. The Key Informant Questionnaire was administered to the Director and Deputy Director of Gender and Community Services (KCCA)<sup>56</sup>.

## ANALYSIS OF KEY INFORMANT DISCUSSION

The economic case for gender equality was raised throughout the Key Informant Discussion. The discussion considered gender equality contributions to economic development in a variety of ways and that female participation was essential to build healthy and sustainable economies. Also, considered of importance was addressing discrimination against young women who were being paid less than males and who continued to suffer because of gender wage gaps. To remedy this situation, it was suggested that governments had a role to play, although social norms play a large role.

Furthermore, in an effort to address shortcomings, participants discussed improving education and training for women; how to overcome lack of confidence, which it was suggested stemmed from their socialization and upbringing; the economic status of families and impact on female family members; the role of women in leadership positions, for instance as elected representatives; unfair working conditions for women; and, collective action in raising awareness and achieving positive outcomes. Clearly, there are many factors to be considered in working towards achieving a more positive outcome for young women and creating a more equal playing field in the WoW.

As previously mentioned, there are various factors that contribute to the position of powerlessness for young women. This is the case despite existing policies, frameworks, municipal programmes and legislation that protect and empower young women in Kampala municipality and at the national level. The policies and

<sup>56</sup> Refer to Annex 3.

legislation, as mapped earlier, provide a clear directive and specifically reference women and youth, yet there are clear concerns and challenges that communities face in the gendered aspects of the WoW.

Social norms are still a prevalent factor that influences the mind-set of not only community members, but also societal gatekeepers including policy makers, community leaders and officials in governance structures. These norms are factors that also inhibit the implementation of gender policies if not accompanied by strategic interventions that aim to ensure behavioural and mind set change.

The National Constitution of Uganda provides for a national framework for the protection of human rights including women's rights. It also prohibits discrimination against women and promotes women's rights as equal partners with men in national development. Subsequent legislation has engraved the principles of the Constitution and acknowledges the national Constitution as a stronghold. Strategically, the existing legislation recognizes existing cultural and social norms, which is important in order to avoid contentious situations that may result due to non-acceptance of the legislation or even violence in extreme circumstances. This is important to consider during implementation, engagement and enforcement. To constrain these cultural norms, legislation not only takes a step further to specifically protect the interests of women, children, youth and the disabled but also provides support through the use of various judicial bodies (courts) which deal with cases in conflict with the cultural norms.

In this regard, some of cultural and social norms key to the position of powerlessness for young women are portrayed as gender specific as they protect the interests and encourage the empowerment of young women.



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TABLE 4: SPECIFIC LEGISLATION THAT ADDRESS CULTURAL NORMS

LEGISLATION	DESCRIPTION	INTERVENTION
The National Constitution (1995)	Provides for a national framework for the protection of human rights including women's rights. It prohibits discrimination against women and promotes women's rights as equal partners with men in national development.	Legal framework that outlines constitutional rights for all in Uganda.
Penal Code Act Cap 120	Prohibits sexual violence such as rape, defilement and assault.	Protects against criminal acts under the Constitution.
The Land Act Cap 227 (2000)	Provides a basis for nullification of all customary practices that undermine the rights of women, children and persons with disability on land.	Protects land rights under the Constitution, and equal access to land tenure and ownership.
The Domestic Violence Act (2010)	Provides for the protection and relief of victims of domestic violence, provides for the punishment of perpetrators of domestic violence; provides for the procedure and guidelines to be followed by the court in relation to the protection and compensation of victims of domestic violence; provides for the jurisdiction of court; provides for the enforcement of orders made by the court; empowers the family and children court to handle cases of domestic violence and for related	Legal framework to protect the rights of all to be free from domestic violence.

TABLE 5: SPECIFIC LEGISLATION AND POLICIES THAT ADDRESS SOCIAL NORMS ON ECONOMIC, SOCIAL AND GOVERNANCE ROLES FOR WOMEN IN THE WOW

LEGISLATION	DESCRIPTION	INTERVENTION
The National Women's Council Act Cap 318 (2010)	Provides for establishment of National Women's Council mandated to unite women and position them for national development.	Establishes the women's council with the goal to inspire and promote a spirit of unity and national consciousness, organize the women of Uganda in order to communicate and coordinate their ideas and activities, and to encourage women to consolidate their role in national development in the political, economic, social, cultural and educational fields.
The Employment Act (2006)	Protects workers against harassment and all forms of exploitation at the work place.	Protects the rights of those in employment.
National Employment Policy (2011)	Promotes gender equity and a role for youth in employment with particular methods to strengthen the capacity of these groups.	Employment creation through target setting, working with private, public partners, supporting existing labour-intensive enterprises, mainstreaming employment creation in NDP; Provides incentives for in-employment training programmes, mentorship and apprenticeship/internships; strengthens vocational training; promotes gender-responsive career guidance; development of a National Workplace Productivity Programme to provide support for employers, workers, entrepreneurs; strengthens capacity of small enterprise associations; promotes the collection of disaggregated data specific to gender, supporting the transition from informal to formal employment through access to training, business development services, and low interest micro-finance; establishes one stop centre to offer technical advisory services including information on existing investment opportunities to youth entrepreneurs.

## BEST PRACTICES BY KCCA TOWARDS CHALLENGING SOCIAL AND CULTURAL NORMS FOR YOUNG WOMEN IN THE WOW



### ENCOURAGING YOUNG WOMEN IN RECRUITMENT

KCCA recognizes that they receive a low number of female applicants when it comes to recruitment, which is mainly due to lack of confidence, religious and social customs and lack of men's support in hiring and decision making panels. Therefore, KCCA saw it best to increase the number of female applicants by including a clause specifically encouraging young women to apply. This has considerably increased the number of young women applying to KCCA and in turn is influencing decisions made in the recruitment and decision making panels.

### INSTITUTIONAL GENDER ROLE MODELS

To boost the confidence of young women hired at KCCA, a gender role model mechanism has been put in place. This includes a 'ladies club' within the institution to mentor young ladies as a mind-set change tool.

In addition, KCCA have competitively hired female executives as the Executive and the Deputy Director, who are female. This has encouraged other departments such as the Gender, Community Services and Production Department and the Engineering Department to consider women as department heads and improve the institutional gender parity. However, this requires tremendous efforts in lobbying and advocacy, which in turn creates mind-set change.

### INSTITUTIONALIZING GENDER POLICIES

Referencing KCCA practices, it is important to institutionalize gender policies since this influences decisions made institutionally and also helps in challenging social norms. This would assist in gender inclusion at various levels including budgeting. This also involves conducting a gender analysis of the entire institution. It is worth noting that the Equal Opportunities Commission is working to implement certain gender indicators within government institutions by creating a list of requirements that need to be achieved for grants approval.

### POTENTIAL ROLES OF YOUNG WOMEN'S PARTICIPATION IN POLITICS

Each of the urban councils in Kampala's five divisions has one young woman elected through affirmative action. However, it is debatable how much influence these individuals have considering the current social norms regarding their youth and gender. There is a need for social spaces for actual participation of young women that transcends cultural norms.

### KCCA EMPLOYMENT SERVICE BUREAU

The Employment Service Bureau is a service under KCCA that works to build the confidence of young women by providing skills necessary for job finding and creation, mind-set change and a space for young people to share and exercise peer to peer mentorship. However, this is a resource that needs sustainable financial support and multiple partnerships.<sup>1</sup>

<sup>1</sup> Best practices were drawn from the Key Informant Discussions with KCCA.

### BUILDING THE CAPACITY OF SAVINGS AND CREDIT COOPERATIVES (SACCOS)

KCCA works towards promoting SACCO formation and management, as they are able to pool resources and receive money for investment from the national government. To achieve this, KCCA conducts village rounds to active SACCOs that in turn empower the community financially. Young women can access funds from these SACCOs as they have minimal requirements towards borrowing and lending money. A CDC grant from the government provides start-up capital to young women in the established women's groups. Through KCCA's engagement, SACCOs are able to tap into government resources but the SACCOs need to be registered and well organized. In this regard, KCCA supports formation of SACCO administration, trainings and audits. In addition, KCCA works to find markets in Uganda for the entrepreneurship activities of SACCOs/SACCO members. This benefits the local economy as it boosts economic activity by encouraging entrepreneurship and increases employment.

### ESTABLISHING MARKETS

KCCA establishes markets for informal groups and especially those managed through SACCOs. KCCA emphasizes the importance of informal groups to work together towards a common goal by forming associations for bulk marketing. This helps the groups to meet production quotas and demands as most cannot be met by individuals. If this is achieved, KCCA leads them to markets. It is important to note that KCCA is currently working to develop an export facility that will act as a market intervention for goods produced through the SACCOs.

## ENTRY LEVELS FOR LOBBYING AND ADVOCACY

### INCORPORATION OF INSTITUTIONALIZED GENDER POLICES

It is important for institutions to consider gender policies that will provide a clear directive on gender inclusion in the various institutional operations. Among other factors, this will include recruitment, maternity leave, training, gender discrimination and gender balance in various departments. The national gender policy is a key reference for these policies as it provides the background from which gender related policies can be drawn. For example, institutional requirements regarding employment and maternity leave are enshrined within this legislation. Established gender policies will also be an advantage to institutions in acquiring grants from the Equal Opportunities Commission as an incentive from the national government.

### PRIVATE SECTOR ENGAGEMENT

The private sector plays an iconic role in the economic and social development of a city and country. It is important to ensure private sector participation by providing a business case for gender inclusion that would build on their return on investment. It is also important to show how the private sector could interlace the various issues that the community needs while also incorporating gender issues.

### ACTIVE AND VOCAL SPACES FOR ACTUAL PARTICIPATION OF YOUNG WOMEN

It is important for stakeholders to consider creating active and vocal spaces for the participation of young women in politics. It is also important for stakeholders to create an enabling environment, which should transcend to community level. This includes creating other spaces for young leaders to meet, share and influence as a group (collective action). This also requires skills building such as public speaking, negotiating, and conflict resolution.

At the community level, there is a need to create networks where young women can learn, share, and empower themselves and acquire mentorship similar to the UN-Habitat One Stop Model that has been adopted by KCCA.

### WORKING WITH MUNICIPAL LEADERS (MAYORS, COUNCILLORS)

It is important to note that Mayors chair sessions at KCCA level while Councillors represent the community and their grievances at municipal level. It is imperative that these leaders are gender aware and sensitive in their representation. In turn, they will be sensitive to elected young women in leadership as well as women at the community level and hence, their presented suggestions and decisions will be taken seriously.

### COMMUNITY CUMULATIVE BARGAINING POWER

It has been said that there is power in numbers and it is important for young people to work together. This creates a cumulative bargaining power in business development and creates synergies hence producing a competitive edge in participation and engagement. This has been proven in the formation and management of SACCOs that propels financial inclusion especially for the vulnerable, including young women, and addresses issues regarding collateral<sup>1</sup>.

<sup>1</sup> All drawn from analysis of the Key Informant Discussions with KCCA.

## ANALYTICAL FINDINGS FROM STUDY

### PARTNERSHIPS AND NETWORKS IN STRENGTHENING AND IMPLEMENTATION OF POLICY TOWARDS WOMEN IN THE WOW

One of the main features of a network-based form of governance consists of a conception of democratic legitimacy that puts stakeholders at the centre of an interactive decision-making process. Stakeholder gaps exist in the various implementation strategies led by the national GoU and KCCA. In this regard, it will be important to involve stakeholders such as the private sector, NGOs, CSOs, media, and communities to strengthen the implementation of policy at community level and, hence, challenge the existing social norms through mind-set change.

One example of this type of multi-stakeholder programming is the One Stop Youth Centre in Kampala, run in partnership with UN-Habitat, the KCCA, and the local community. This One Stop provides services for marginalised youth in the community, allowing individual beneficiaries to make their needs known, while creating an opportunity for the municipality to get involved at the local level in a tangible way. Thus, there are linkages created from the policy level all the way to the grassroots and communication between all stakeholders from both the top-down and bottom-up.

While some partnerships exist, there is an opportunity to fill these gaps, to better disseminate information on gender policies, and implement programmes and activities towards improved gender mainstreaming. An issue of communication silos exists whereby these diverse stakeholders lack the effective communication required to work together towards these shared policy goals.

### PRIVATE SECTOR TO PLAY A KEY ROLE IN GENDER INCLUSION IN THE WOW

The private sector plays a key role in creating economic growth, employment and improved living conditions. It acts as an incentive to invest in education and skills acquisition; enables governments in developing countries to generate increased tax revenues, thereby contributing to the funding of wider development strategies; and, encourages entrepreneurship and diversification of the economy.

In the Ugandan context, the private sector is an important stakeholder; this is a partnership that has not yet been explored and could help to challenge social norms and the position of powerlessness for young women in the WoW. The private sector has been silent so far in relation to efforts of institutional gender mainstreaming despite existing incentives provided by the government.

### Existing Gaps and Incentives on Programmes Providing Opportunities for Young Women and Youth in the WoW

The local government of Kampala has invested in programmes that provide opportunities around entrepreneurship and innovation. This is done by providing credit to youth and women's organizations. However, the existing gap includes a lack of training and skills building around entrepreneurship and financial management and inclusion. Hence, the funded units and programmes have a higher chance of failing.

Despite the existing opportunities presented, local governments with limited resources face multiple challenges and demands to respond to competing needs. Measures aimed at improving the quality and effectiveness of local programmes may need to be accompanied by an incentive system within the public sector that rewards such efforts. Gender-responsive accountability systems require that gender equality is one of the standards against which the performance of decision-makers is assessed. In Uganda, local government performance assessments use gender equity as criteria. According to this mechanism, if a district achieves a high score on the gender equity section of the assessment, it qualifies for additional financial allocation through unconditional grants<sup>57</sup>.

### ALIGNING FINANCIAL RESOURCES WITH GENDER POLICY COMMITMENTS

Gender mainstreaming requires financial resources. In the context of Uganda, gender structures, programmes and interventions are under-resourced and thus, less effective. Specific budgetary allocations for gender mainstreaming are essential to fund innovative catalytic work. At the same time, it is vital to analyse the impact of mainstream budget allocations, including national budget allocations, on the lives of both men and women. Gender budget analysis can serve as a powerful tool in advocating for changes or shifts in public expenditure to match policy goals.

### EXISTING GAPS BETWEEN LEGISLATION AND THE COMMUNITY

There is an existing gap between parliamentarians, councillors (as elected community representatives) and the community. Frequently, communities within Kampala display a lack of awareness of the existing policies and the authorities responsible for them. On the other hand, through community representatives (local councillors), they address community grievances and have potential to focus on young women. Simply, if the community representatives are not conversant on gender needs and the need to address them, this creates a bigger gap contrary to their stipulated role of bridging the gap between government and the community.

<sup>57</sup> UNCDF, *Global Forum on Local Development Report: Pursuing the MDGs through Local Government (2011)* 32-36.





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# 6 Recommendations

## IMPROVED STAKEHOLDER RELATIONS AND NETWORKS - JOINT STAKEHOLDER PROGRAMMING

Partnerships and networks can assist in closing the policy/practice gap while also strengthening gender mainstreaming work. Discussions on gender equality goals and strategies need to be incorporated into dialogue with government, especially ministries not dealing directly with gender issues; with external actors, such as women's advocacy organizations; private sector and research institutions; and with other donors. Meaningful dialogue can strengthen ownership, be a forum for review and monitoring, co-ordination, learning and sharing new ideas, new analysis and good practice. It also enhances transparency and accountability.

### Benefits for central and Local Government

- Higher quality decision-making;
- Increased efficiency in and effectiveness of service delivery;
- Improved risk management practices – allowing risks to be identified and considered earlier, and reducing future costs;
- Streamlined policy and program development processes;
- Greater engagement with stakeholder interests – ensuring services are delivered in collaboration with stakeholders and provide outcomes which meet community needs;
- Enhanced community confidence in projects undertaken; and
- Enhanced capacity to innovate.

### Benefits for Stakeholders

- Greater opportunity to contribute directly to policy and programme development;
- More open and transparent lines of communication;
- Increased accountability of government;
- Drives innovation;
- Improved access to decision-making processes, resulting in more efficient and responsive services; and
- Early identification of synergies between stakeholder and government work, encouraging integrated and comprehensive solutions to complex policy issues.

## PRIVATE SECTOR INVOLVEMENT

Private sector effectiveness requires an understanding of the different constraints often faced by women and men. Gender considerations should thus be incorporated

into five key private sector development areas: disparities in asset ownership; labour market imbalances; access to finance; access to markets; and business-enabling environment<sup>58</sup>.

In this regard, it will be important for the government and other stakeholders to creatively engage the private sector. In the context of Uganda, gender mainstreaming and inclusion is still a challenge, due to lack of awareness of the existing unconditional grant as an incentive, and a lack of institutional social policies, among other factors.

It is important to achieve private sector buy-in. Since the private sector is profit driven, it is important to develop an economic case for gender inclusion and mainstreaming into various institutions. In addition, raising awareness of the economic and social benefits of gender mainstreaming, the need for developing institutionalized social policies while also encouraging avenues of partnership around this area is an opportunity to embrace.

## INSTITUTIONAL CAPACITY BUILDING ON GENDER

In addition to institutionalized social policies, ongoing and relevant gender training is another key to closing the gap between policy and practice. Training needs to go beyond 'awareness raising' to enable staff to apply gender analysis to their area of work. Training is most effective when it is part of a broader strategy for influencing people and promoting gender equality. Gender training tools, resources and materials have to be relevant, sector specific and user-friendly.

## ADVOCACY AND LOBBYING

### Policy Targets

- *High-level commitment for gender at national and local government is secured:* Awareness raising on gender among senior management is secured for appropriate gender mainstreaming.
- *On-going commitments from cooperation partners on gender:* The allocation of special resources for gender-sensitive initiatives at the local, national and international levels is prioritized and options for a women's fund to implement activities are explored
- *Systems in place for gender-screening:* To establish a set of institutional procedures to allow for an effective gender screening of policies, projects, initiatives, training proposals and information, education and communication materials.
- *Active involvement of women in decision-making and research:* Equal participation of women within

the roster of experts, as well as in the representation of experts in relevant disciplines.

### Institutional Targets

- *Establishment of structures within institutions to support gender and youth mainstreaming:* Strengthening of the gender and youth Focal Point (GFP) with a Gender and Youth Task Force with responsibilities of management, policy development, awareness raising and training, reviewing documents, disseminating data, guiding and supporting focal points and stakeholders, monitoring and periodic reporting.
- *Institutional recruitments advance on gender and youth balance:* The recruitment and appointment of staff members leads to the consideration of mechanisms to achieve gender balance in staffing within institutions.
- *Managers and staff members held accountable for gender and youth mainstreaming:* Gender and youth mainstreaming in policy is the responsibility and right of all staff and stakeholders.
- *Institutional staff have the competency to mainstream Gender and youth effectively:* The periodic assessment of implementation of strategic and responsive gender training programmes constitutes the development of core capacity building.

### Community Targets

- *Enable continuous, coordinated and effective input from women and youth in decision-making:* Gender and youth forums/caucus should enable the continuous, effective and coordinated involvement of women and women's groups in decision-making processes. Participation in the forums should be gender balanced.
- *Build partnerships and establish networks to foster gender mainstreaming within the city/ community:* Explore opportunities for strengthening partners at city level, to improve information sharing, knowledge management and to develop capacities of relevant organizations.
- *Increase women's and youth's representation in coordinating and decision making bodies:* It is important to foster gender equality in coordinating and decision making bodies.
- *Stakeholders effectively mainstream gender and youth in city and national implementation of interventions:* Capacity-building activities, and "Training of Trainers" are planned and implemented, supporting efforts of stakeholders at the National and city level on gender and youth mainstreaming within community level actions.

## ENTREPRENEURSHIP TRAINING AND AWARENESS PROGRAMMES

Entrepreneurship Trainings and Awareness Programmes are important in strengthening the existing government programmes such as the Youth Fund and the Uganda Women Entrepreneurship Programmes. These respond to the identified gaps in financial literacy and awareness of the existing programmes in the different socio-economic cadres. The training and awareness programmes should aim to break any barriers in accessing opportunities while also changing the attitude and mind-set among young women and youth towards youth-led innovation and entrepreneurship.

## BRIDGING THE GAP BETWEEN LEGISLATION AND THE COMMUNITY

It is important to strengthen the capacity of parliamentarians and councillors as duty-bearers, to protect and promote human rights, including women's human rights, so that they empower women and promote gender equality when they review national legislation, make decisions, and present community issues and challenges on development priorities and resource allocations.

At local level, the duty bearers should ensure that citizens and their organizations, as rights-holders, have the necessary skills to understand gender-based discrimination and to hold parliament accountable for resolving inequalities and working towards gender equality and women's empowerment.

<sup>58</sup> The World Bank, *Private Sector Development & Gender* (Washington D.C., 2007) [http://siteresources.worldbank.org/INTGENDER/Resources/Gender\\_PSD\\_Feb07.pdf](http://siteresources.worldbank.org/INTGENDER/Resources/Gender_PSD_Feb07.pdf)



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# 7 Conclusion

Though Uganda's central and local policies on gender equity are compelling and comprehensive, the reality for women in the country varies significantly. Municipal policy helps to point different stakeholders in the right direction, creating normative directives towards improvements in Ugandan society. However, gaps in stakeholder involvement, capacity and information all combine to prevent the comprehensive implementation of these policies. In order to close the gaps between policy and their implementation, UN-Habitat has provided recommendations to be implemented by numerous stakeholders in different localities, informed by policy analysis and key informant interviews with representatives of the KCCA.

A singular solution will not work to improve women's engagement in the WoW, but rather, a multi-pronged approach will allow stakeholders to address various vulnerabilities at different levels and provide a set of tools that will help to both change mind-sets and social norms while also improving the capacity of young women to engage more fully in society. These recommendations include improving stakeholder relations, involving the private sector in gender training and mainstreaming, awareness raising, advocacy, lobbying, entrepreneurship training and more. With the implementation of such activities and programming, the gaps between the ideal as identified in policy and the reality on the streets can be lessened. Overall, the changing of social norms and practices will help include more women in employment and society overall.

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. All policies in Uganda are derived from the national constitution, which safeguards the shared values of unity, peace, equality, democracy, freedom, social justice and progress. As mentioned above, policies regarding gender exist and protect the equal rights of men and women, boys and girls. Yet it is the varying social and cultural norms in different localities that often prevent gender equality from being implemented in practice. These norms, in conjunction with a lack of information and capacity, contribute to the position of powerlessness in which many women and young girls find themselves.



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# 8 Annexes

## ANNEX 1: GLOSSARY

**EMPOWERMENT:** The process and end-result of improvement in autonomy through various means such as access to knowledge, skills and training. It is the inner will and ability to change a given situation positively. The acquired improvement is then applied to change the social, political, economic, or cultural status of the individual. The process and result of empowerment is a major objective of most capacity-building efforts. Poor women and men cannot be ‘empowered’, only they can empower themselves.

**GENDER:** The culturally specific set of characteristics that identify the social behaviour of women, men and non-binary identifying genders and the relationship between them. Therefore, gender refers not simply to women and men, but to the relationship between them, and the way it is socially constructed. Because it is a relational term, gender must include women and men. Like the concepts of class, race and ethnicity, gender is an analytical tool for understanding social processes.

**GENDER ANALYSIS:** A systematic way of looking at the different roles of women and men in any activity, institution or policy and at the different impacts of these on women and men. Essentially, gender analysis asks the ‘who’ question: who does what, has access to and control over what, benefits from what, for both sexes in different age groups, classes, religions, ethnic groups, races and castes. Gender analysis also means that in every major demographic, socio-economic and cultural group, data are separated by sex and analysed separately by sex. Gender analysis requires understanding the way labour is divided and valued. A gender focus—that is, looking men and women separately—is needed in every stage of the analysis. One must always ask how a particular activity, decision or plan will affect men differently from women, and some women or men differently from other women and men.

**GENDER BALANCE:** Efforts to promote gender balance include achieving equal representation of women and men on municipal councils, companies, utilities and committees, including numerical equality in activities such as the following:

- Attending meetings and expert groups
- Participating in training events
- Being listed as beneficiaries of project activities
- Participating in community meetings or decision-making bodies
- Being employed as staff in development organizations or in partner organizations

Although gender balance initiatives are a good first step towards promoting gender equality, it should be stressed that achieving gender balance is not the same as achieving gender equality. Gender balance refers to quantitative participation of women and men, but does not necessarily imply qualitative participation of women and men. For example, quantitative participation of women or men in a meeting may be limited in its impact if they do not actively participate in discussions, and having equal numbers of women and men employed in an organization may have little impact on gender equality if they are employed at different levels in the organizational hierarchy.

**GENDER EQUALITY:** Ensuring that similar opportunities are available to all genders. Gender equality means that everyone enjoys equal conditions for realizing their full human rights and potential to contribute to national, political, economic, social and cultural development, and to benefit from the results. Gender equality is about the equal valuing by society of both the similarities and differences between women and men and their work in social production, as well as in the production of goods and services.

**GENDER EQUITY:** The process of being fair to everyone, regardless of gender. The goal of gender equity moves beyond equality of opportunity by requiring transformative change. It recognizes that different measures might be needed for women and men where: (a) they express different needs and priorities; or (b) where their existing situation means that some groups of women or men need to be supported by special or additional measures to ensure that they are on a ‘level playing field’. This may require specific actions to enable equality of outcomes for women between them, or men between them, or between women and men.

**GENDER MAINSTREAMING:** The process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality [by transforming the mainstream]. It can be seen

from this definition that gender mainstreaming as a strategy looks to ensure that the needs and priorities of women and men are reflected in all sectors and at all levels (from grassroots up to macro-policy development). Therefore, this implies approaching gender equality as a cross-cutting issue or transversal theme in policy and operational activities, rather than only addressing gender equality in certain sectors.

**GENDER RELATIONS:** Constitute, and are constructed by, a range of institutions such as the family, legal systems, or the market. Gender relations are hierarchical relations of power predominately between women and men and tend to disadvantage women. These hierarchies are often accepted as “natural” but are socially determined, culturally-based relations, and as such are subject to change over time.

**GENDER-RESPONSIVE:** This term refers to ideas, initiatives or actions that consider the particularities pertaining to the lives of both women and men, while aiming at eliminating inequalities and promoting an equal distribution of resources, benefits, burdens, rights and obligations to everyone, regardless of gender.

**KCCA:** Kampala Capital City Authority is the corporate governing body of the Capital City and is mandated to empower and facilitate communities, particularly women, vulnerable groups and people with special needs to realize and harness their potential for purposeful and sustainable development. Over the five-year planning period efforts shall be directed at the development of the total potential of women and operationalisation of the city gender policy and mainstreaming in order to uplift their well-being in all aspects of their lives.

- To advocate and collaborate for the interests of Kampala City Women in public policy decisions that affect their lives.
- To increase women’s participation in public policy discussions on economic, political and social issues.
- To support member organizations in their individual efforts
- To support women’s economic activities
- To support programmes that address GBV

**LOCAL ECONOMIC DEVELOPMENT:** Builds up the economic capacity of a local area to improve its economic future and the quality of life for all. It is a process by which the public organisations, local businesses and non-governmental organisations work collectively to create better conditions for economic growth and employment generation<sup>73</sup>.

**ONE STOP YOUTH RESOURCE CENTRES:** A neutral space for young people, especially from marginalised communities, where they can interact with one another and with youth serving agencies. These centres are managed in a manner that enables young people to constructively explore their own potential, where mentorship and information, training and counselling are easily accessed. This is a space where young people can express themselves, hear and be heard as well as engage in policy development in a constructive manner.

**PATRIARCHY:** In its wider definition, refers to social relations that manifest and institutionalize male dominance over women and children in the family, and the extension of male dominance over women in society in general. This implies that men, generally speaking, hold power in all the important institutions of society and that women are deprived of access to such power. Patriarchy is culturally specific and also influenced by changing socio-economic relations in societies. It does not imply that women are totally deprived of power, rights, influence or resources, but it does recognise that there are sometimes certain limitations.

**UN-HABITAT URBAN YOUTH FUND:** Provides grants and capacity building to selected organizations in developing countries with the primary goal of empowering global youth. The Fund supports new and innovative ideas and solutions for job creation, good governance, adequate shelter and secure tenure planned and implemented by youth-led groups globally. The fund also creates greater awareness of youth-led development and the urgency to ensure that youth perspectives are integrated into local, national and international development policies and strategies.

**YOUTH-LED DEVELOPMENT:** Development that is driven by the voices and decision-making of youth themselves. There are five principles of Youth Led Development including: youth define their own development goals and objectives; youth have a social and physical space to participate in development and to be regularly consulted; adult mentorship and peer-to-peer mentorship are encouraged; youth act as role models to help other youth engage in development; youth are integrated into all local and national development programmes and frameworks.



## ANNEX 2: KEY INFORMANT INTERVIEW TRANSCRIPT

### PARTICIPANTS OF KEY INFORMANT DISCUSSION

- Josephine Mukasa – Deputy Director, Gender, Labour and Social Development at KCCA – **KCCA - JM**
- Judith Mulwa – UN-Habitat – **UN-Habitat - JM**
- Rebecca Bell – UN-Habitat – **UN-Habitat - RB**
- Patrick Ssebbowa – Plan International Uganda – **Plan International - PS**

### LEARNING OBJECTIVE: TO CHALLENGE SOCIAL NORMS AND PRACTICES THAT KEEP GIRLS AND YOUNG WOMEN IN POSITIONS OF POWERLESSNESS IN THE WOW.

Gender equality contributes to economic development in a number of ways and the full participation of women as economic actors is essential to build healthy and sustainable economies. Gender-based discrimination in the WOW is due to prevailing social norms and gender roles that are often slow to change. Despite substantial progress made in promoting gender equality in employment during the last half a century, a high percentage of women still remain in sex-stereotype occupations, that are often more precarious, vulnerable and with lower remuneration than men's.

Gender wage gaps also persist across countries, for work of equal value. Therefore, compared to men, women are disproportionately affected by decent work deficits and hence, are more vulnerable to poverty. This fact is not only detrimental to women and their families, but also poses a heavy burden for the economy. More high quality jobs for both women and men can boost local productivity and enhance the demand for goods and services in the local economy through increased consumption.

**UN-Habitat - JM:** Thank you for meeting with us. We are happy to be building on our partnership by piloting a project with Plan International on challenging social norms and women's lack of power in the WOW, looking at it from an economic perspective and building an economic case for gender. KCCA is the authority that is mandated at local level, so we would like to have an important discussion with you and discuss the first-hand experience at KCCA. What we have realized so far is that Uganda has very good policies. But we feel that there is a gap between the policies and what is happening on the ground (implementation). So this questionnaire is a tool designed for us to try to understand how we can strengthen policies in terms of implementation, where the different stakeholders come in, and where the different partners come in—not only KCCA, but KCCA working with different development partners like UN-Habitat, existing local partners like media, the private sector, etc.-- to see what already exists but also what can be recommended so we can try to come up with interventions with Plan International, UN-Habitat, and jointly with all the different actors.

**Plan International - PS:** One other aspect is that through this relationship (the Innovation Hub), we have brought a couple partners on board, Plan being one of them, but we are also working with others like PSFU, UWEAL, Kibo, and FOWODE. And it was all from a broad perspective that yes, when you're talking about women and girls and economic empowerment, you can't do it alone. Each of these CSOs, and the private sector has a role to play. Government has a role to play, but again social norms are a big issue. No one can easily work alone. So that's part of our rationale.

#### 1. How is gender inequality manifested?

- Statement: Young women/girl representation in highest decision-making levels in higher and at lower levels of the job market is low.
- Question: In your opinion, referencing the existing policies and frameworks in Uganda, what can be done at the local level, institutional level and at the municipal level to increase the representation of women at highest decision-making levels?

**KCCA - JM:** Lack of confidence. If we started from the level of education, how many women get to complete tertiary and beyond tertiary education? Now they need a Master's degree to get anywhere. So how many people can afford to enrol for a Master's programme? Those who don't go through that system and manage to get a Master's degree, very few have confidence. "Can I take on that position? No I can't. Come for the interview? I fear it. Can I compete?" We have that fright because there are low levels of confidence, which stem from our socialization process.

Right from the community, there are low levels of education. Fortunately, the parity has increased at the lower levels: primary, secondary, and tertiary. The biggest challenge now is acquiring a Master's degree, which is a requirement for employment for jobs at the highest decisions making levels.

**KCCA - JM:** In reference to education, economic empowerment of young girls to families is important because if a family is able to pay for a young girl up to tertiary level, they are not obliged to keep supporting her. So where do you expect this girl to get the resources required to keep going in school?

At the institutional level, we need to do a lot of training, changing attitudes and mind-sets of young people and girls to show that they can make it. Then, we have to tackle the men as well. If we find that there is a man on the board or on a panel and they see a woman coming in, what attitude do they have towards this woman at this point? Is it positive or is it negative?

So we need to also work on the attitudes of men. There are men who think women cannot do anything, even within here [KCCA]. They look at you and think, "oh what can that one say?" so if someone has that attitude, then it will be difficult for women to break through. It will influence their attitude at the interview level, and women will not come through.

**UN-Habitat - JM:** What are your recommended actions as KCCA and also what have you done to tackle such issues?

**KCCA - JM:** We always emphasize, encourage women to apply. Our job adverts encourage women to apply; they know they'll be given consideration. This encourages an increase in the number of young women and women who apply. Institutionally, we act as gender role models since our executive director and the deputy director at KCCA's Gender, Community Services and Production directorate is female. This is replicated through the various department levels, that actually women can and always challenge directorates that have big gender parities. We always challenge them as a directorate, to ensure gender balance. In some cases, you realize that directorates that didn't have any females like engineering that now have several young ladies—at least it's improving. But it's a lot of lobbying, a lot of advocacy, it's also mind-set changing, the fact that the women who are up there doing well influences the men and the women at the lower levels. Then we also have a ladies' club within the institution to mentor young ladies to see opportunities up there and take them on. This has acted as an effective tool to tackle mind-set change. Notably, affirmative action is not in place at recruitment. Therefore, women have to compete with men for any position [at the KCCA] so you have to prove that you're the best for the position.

**UN-Habitat - JM:** Do you recommend affirmative action?

**KCCA - JM:** I wouldn't. Because in a way it also keeps us back. This requires us to push, whereas affirmative action prevents us from pushing through. We stand a better chance of negotiating at any level if we've had to push through. It still looks like a favour, so even when you get into that position, they look at you like you haven't earned it.

**UN-Habitat - JM:** When we're looking at other institutions [not just KCCA] do you have any other recommended actions? They must face the same challenges with recruitment, or the board, or panels. Do you have any suggestions or recommended actions for them?

**KCCA - JM:** Of course KCCA has a gender policy. This has influenced a lot of decisions that are made. Changes stem from doing a whole gender analysis of the institution, so they need to start from that level. Then there also needs to be a lot of awareness about gender, about gender issues. And even what is going to help more, because gender budgeting has been really a big issue. Currently, the equal opportunities commission has implemented budgeting of government institutions by implementing certain indicators that need to be achieved for your budget to be approved. That also increases awareness about gender in the institution. Because you'll not get your budget approved unless you've considered the various indicators. So I'm not sure that other institutions are aware of that, that they can use this as a tool to influence their own institutions.

#### 2. What is the level of engagement between KCCA and other stakeholders in Kampala, Uganda?

**KCCA - JM:** I think we've worked mainly with NGOs, several NGOs: Plan, World Vision, local NGOs, where we look at different gender issues. We've developed programmes. At the community level, not so much, because of the dynamism and migration of the community. The private sector, not so much.

**UN-Habitat - JM:** Is that something you'd like to pursue?

**KCCA - JM:** Yes.

Plan International - PS: Knowing that the majority of women and girls find themselves in the informal sector, and either from an income perspective or from a gender perspective, do you have any interface with the business community (in the informal sector)?

**KCCA - JM:** No, that's what I'm saying. There's a gap. We don't work with the business community on this issue. On other issues, yes, but not on gender issues.

### 3. Potential roles of young women and men in the local economy

#### a) As citizens

- Statement: In a democracy, citizens influence the development agenda through their electoral choices and through engaging in public debate on decisions by the government they have elected. However, the ability to defend one's rights effectively and lobby for one's interests with the local government often requires collective action.
- Question: Please highlight what mechanisms or efforts are in place to encourage participation of young women.

**KCCA - JM:** First, I'll focus on women in leadership and particularly in the political domain. [KCCA] have the authority, this is the lead structure, KCCA has one young woman elected through affirmative action to each of the five urban councils. Now, when you go to the lower levels, you'll still find, we have 5 divisions, and in each division, in the urban council you'll find one young woman elected. So how much influence would she have? How will she get a breakthrough? When I look at the authority and the female representative is young and she wants to push issues of young people, especially from a woman's perspective, and there are all these men (mostly men actually) and a few women, and she's here. They might not share the same interests on certain issues. So what support is there? What sort of environment is provided? When she gets to that council, she is looked at like any other person. There are no regulations in the way business is conducted to say, 'you need to give space to this young woman to air out her views'- she'll put up her hand and she may be seen or not so it really depends on how confident this young lady is to get a breakthrough. Even when she is so vocal, they may say, 'ah what can she say after all?' and sometimes they may say, 'OK let her say something' but they'll just leave it there, just give her the opportunity to say something because she's young and whatever, but will anyone listen to her? So at implementation level, I see a challenge because of the number—the spaces are not there for actual participation of young women. But of course that transcends down to the lowest level (community level) –how many young people can come out to speak?

**UN-Habitat - JM:** what are some of the recommendations? You say there is a quota there but what is the supportive environment? What are your recommendations about this that will help the quota be more effective?

**KCCA - JM:** I think beyond the quota, can they create other spaces for young women leaders to meet and share and be able to influence as a group. It is important to understand too to what extent we are supporting. Young women are not given any sort of induction to help train them, on public speaking, on how to breakthrough tough discussions, what to say, when to say it, how to negotiate. They're elected, yes! And they're assumed as members they know what to do, but they don't! Sometimes they hit a wall, they conflict with other councillors and it becomes hell. In turn, young people are there challenging them that their issues are not coming through, despite the existing challenging environment that needs them to engage strongly. At the community level, we also need to create networks where young women can go and learn, share and empower themselves. This also creates a mentorship environment. It is important to work with mayors and councillors too. This is because the mayors chair the sessions at KCCA but it is questionable how sensitive they are to young women elected to represent the community and their grievances. In turn, they will make sure in every sitting they give space to a young person to say something, and their decisions are taken seriously. There must be awareness-raising sessions for everyone in leadership. To learn and understand this programming and youth issues. And then I'd look at resources actually for young people, for youth activities. Because that will influence what activities you do at the community level. If it's not at the budgeting level, then it will not go through.

Then we have our employment services bureau, the reason it's there is to work with the same issues: issues around confidence building, mind-set change, as a space for young people to share and mentor each other. But it needs support. We don't have a lot of resources now to reach out to many young people. But when you look at the girls who have gone through that programme, you find they are more empowered, more confident, they feel that they can take on positions of power, and they are sure that when they get there they will not keep quiet.

#### b) As employees

- Question: In your opinion, what are the primary reasons why it is increasingly hard for young people to find a job that matches their qualifications and expectations?



**UN-Habitat - JM:** You mentioned level of education, but we also want to hear other reasons why young people can't find jobs.

**KCCA - JM:** There are few jobs and both males and females compete for these.

**UN-Habitat - JM:** OK, in the event that there are few jobs, what are further recommendations can you give?

**KCCA - JM:** Increasing opportunities, both in the formal and informal sector, is important. I think that's where the private sector now comes in. If we expand the private sector, then it will bring in a lot of jobs. Government is kind of getting filled up, it's not expanding anymore. These are the ministries, these are the positions, there is no space to bring in more people. So where are the options? The options are in the NGO world, which is also reducing, because of funding. So the private sector now needs to come in. For me, that's where I see the opportunities now.

**Plan International - PS:** When we did this project, we wanted to do an employment project in Tororo, but again the key question was 'where are the jobs?' Before we knew it, when we did further research and we realized, actually there are no jobs to talk about. Because when you go to a district, there's a curb. You don't have the MTNs (telecommunication companies), the corporates, or even the numbers there. So the option increasingly becomes exploring agriculture or the informal sector.

**KCCA - JM:** It is increasingly hard for young people to find a job so if we increase job opportunities, the next thing is to work on the young people, so they know what to say if they go for an interview, do they know how to express themselves, the whole issue that we have at our employment services bureau. That's what the Employment Services Bureau does on a daily basis. We teach them how to write CVs, then the first question is how do you market yourself? And people assume that they know, so they get into an interview, and they don't get through, and that's when they realize they need some coaching. The opportunities for coaching are also very limited. In Kampala, we have an employment services bureau that can only accommodate a few people at a time. The demand is so huge, but we can't meet the demand. I think we need to educate that beyond the qualification, to get into the job market, there are more skills and social skills that you require. Absence of those social skills, you might even get the job, but then so many young people lose jobs shortly after being employed. This is associated with lack of the required skills. In addition, their work ethic is below standards for young people.

So then another aspect we need to look at is skilling. If I leave a tertiary institution, and I can't get into a formal job, what else can I do? People need to have some skills that they can use to create an income for themselves. It is important to teach business and financial oriented courses. In my previous visit to Kenya, it is evident that young people have business acumen. They don't think about formal jobs as much as Ugandans do. From my enquiry, I learnt that education and skill is acquired from school. Do they teach how to do business or think business? Many young people that we spoke to had acquired a degree in pharmacy and are thinking of setting up a pharmacy and employing themselves. If they're doctors, they think about setting up a clinic and starting their own thing. I found that very common. In addition, they think of getting together and doing some business together. In Uganda, one may sit for four years and trudge from job to job, interview to interview, and get so frustrated and so depressed and get into alcohol and prostitution because they don't see any other opportunity. It is therefore important to push for business mentoring and training. As we are saying, in the private sector, who will get them to there if they don't think business?

**UN-Habitat - JM:** Referencing opportunities in the youth fund and also women's enterprises, what are the mechanisms of applying for that? Is it individual? Do you encourage them to be a group before they apply for the youth fund? How does it work?

**KCCA - JM:** We have three types of funds. There's what we call the youth fund that is within the bank. That is accessible to individuals and groups and it's a bank managing it. Then when it gets to the youth livelihoods programme (YLP) and the UWEP, those are group based only.

**UN-Habitat - JM:** Is there an opportunity for these three funds to be linked to the private sector, to enhance the sustainability of your idea, for example business acumen? Maybe that's a next step for the youth fund?

**KCCA - JM:** Yes. And we need to think about who is accessing this money? The YLP helps mostly those individuals with very minimal education. It is geared towards young people, women, who are not doing anything. Yet they don't access these funds because they don't want to do anything, or they don't see business as an option for them.

**UN-Habitat - JM:** what are some of the programmes or ideas generated from the funds?

**KCCA - JM:** You can generate any business idea. As long as it can be profitable and it can pay back the loan, it doesn't matter. When you look at groups that have made it in this, especially in the YLP, they are groups that have an individual with education at the college or university level within the group. I believe that if we have more educated people applying, they could add more meaning to the programmes.

**UN-Habitat - JM:** How bureaucratic is the process to acquire these funds. How long does it take from the time of me applying to receive the funds?

**KCCA - JM:** It depends on the demand, on the resources that we have. Because if you came in today and there are resources available, it wouldn't take more than 3 months. The issue is when you get a lot of applications and the money is exhausted, then you need to wait until the next financial year. But those who come in, usually it takes about 3 months.

Plan International - PS: Whenever we talk about this kind of thing, our gender specialist has this assumption that these programmes tend to look at young women or girls as one uniform group. But women or girls have unique circumstances. There are those such as teenage mothers, different categories. But do you think that any of those (vulnerable populations) people can access that fund?

**KCCA - JM:** Yes, I was telling Plan that those young people that they train through the project, connect them and talk to them about forming small groups and then link them to us and we can talk about including them in these programmes and getting them money. When we get to know such a group that has been trained, then I think we are more concerned about them than any other group. This programme looks at all those categories of minority groups as a major target group. It has those groupings as part of the targeting.

**UN-Habitat - JM:** Do you offer trainings before granting the fund, or do you require that before you apply for this fund? For example, training on the management of funds?

**KCCA - JM:** We do offer training but it's minimal. That's one challenge. We don't have a lot of resources for training. But we need to because for some of the beneficiaries, it's the first time they're doing a business. So you give them two days training on doing that same business they want to do. So we need to offer more support.

### c) Recruitment

- Question: How should stakeholders eliminate gender discrimination (during recruitment) in their fields?

**UN-Habitat - JM:** We talked about policies and training, what about recruitment? Maybe awareness? Working with media associations about awareness? Maybe advocacy—what stakeholders would you include in your advocacy strategy or what would that strategy look like?

**KCCA - JM:** Advocacy, we start with the media and some of the institutions we'd target would probably be public service commission, then the NGOs and the private sector. There's a lot of gender discrimination in the private sector too.

**KCCA - JM:** Private sector is profit driven. Since girls have a lot of challenges when it comes to work (pregnancies, care for the sick, care for children), absenteeism is unavoidable. In this regard, the private sector would rather employ young men who will spend most of the time at work. In that regard, there is need for social policies that include gender and youth or specific gender and youth policy to safeguard employment and recruitment of youth and young women and hence drive attitude change. This also safeguards attitudes such as: There's also that feeling that there's work that women can't do. If women do it, it will be slow and will impact on the profit levels. So there's a lot of awareness to be done, especially in the private sector.

**UN-Habitat - JM:** So maybe we'll propose to meet to do a business case showing what is the profitability of having women.

**KCCA - JM:** And then that way they'll understand you because for them they are profit driven. It's the same with the media by the way. The media also has issues regarding discrimination in recruitment. Point in case, most of those news anchors are male. They think that the female employees are better in the studio while reporter positions are men's jobs since it needs aggressiveness on the ground.

In terms of recruitment, let's do awareness, let's get organizations to commit through their policies that there will be no discrimination in recruitment, that they can balance numbers.

#### **d) As entrepreneurs or own account workers**

- **Statement:** Despite the constraints that women face in gaining control over resources, a significant proportion of women-led enterprises have evolved from production within the household (home workers) and small trading activities for subsistence, towards more competitive enterprises producing goods and services for local, regional, national and international markets.
- **Question:** To enable women-led enterprises to expand and diversify their offered goods and services, please explain what strategic support KCCA offers to appropriate/support their needs and any partnership linkages with other stakeholders on the same. For example, SMEs, employers' associations, member based business organizations (access to business development services, finance opportunities, human resource development, and decision making structure).

#### **e) As unpaid producers and service providers (informal economy)**

**UN-Habitat - JM:** A lot has been referenced by our previous conversation on the youth fund, other funds, and maybe the challenges such as the need for training, but also linkages to stakeholders. But what other thing can we do, for example in terms of entrepreneurs?

**KCCA - JM:** We are also promoting a lot of SACCO (Savings and Credit Cooperative Organization) formation and management because they are able to pull their resources and get money for investment. They are able to save and get money for investment.

**UN-Habitat - JM:** How do they do this? Is it through the merry-go-rounds or what kind of collateral is needed?

**KCCA - JM:** Through those village rounds to active SACCOs empowers the community. SACCOs start from 35 people, so they're able to raise money and use that to borrow.

**KCCA - JM:** Through our engagement, SACCOs are able to tap into government resources because government is giving a lot of money to SACCOs, but it needs to be registered and well organized, that's when we come in to build the capacity of these SACCOs effectively.

**UN-Habitat - JM:** Have you done that? Have you had trainings?

**KCCA - JM:** We even have staff who go around doing that, supporting formation, administration, training, auditing. Then we are also trying to find markets. We are trying to get informal groups that are doing the same thing to work together and form associations for bulk marketing and also trying to lead them to markets and we're trying to create an export facility. The biggest issue now is markets outside Kampala. So as women are producing, if we can't market it out, then they get frustrated. We encourage individuals to work together as groups so as to meet the production quotas and demand as most cannot be met as individuals.

It is important to change attitudes from subsistence to commercial; not just how to sustain their family, they're not thinking commercial size. We also do a lot of capacity building in that area.

Then we have a grant, called the CDC grant from government. We look at it as start-up capital so if a women's group gets together and starts some initiative, we expect that now they can upgrade and go to the bank and maybe expand that business. It's a lot about building their capacity, rather than getting stagnant. They fear borrowing, getting credit, so you have to keep mentoring them, to say you need to upgrade, you need to move.

**UN-Habitat - JM:** The other question is on land. We understand that women and ownership of land is a big challenge. In terms of getting collateral, and start-up capital and growing. Banks often look for something that is risk free, and appreciates. Do you look at this factor and see if anyone in the group owns land?

**KCCA - JM:** Even if there's a man in the group with land, he won't put it up for collateral. A woman would share this option but a man won't. It's a big issue. Currently, there are these smaller banks giving money, so that's where we link them to for now. So the members guarantee themselves and they give them a loan, though it's small. They can grow and get a bigger and bigger loan, then they can think about buying land. They graduate.

#### **f) Working conditions**

- **Statement:** Discrimination persists in the form of unequal pay for equal work, dismissal due to pregnancy, lack of maternity benefits, absence of social security and difficulties in returning to work after interruptions devoted to child-bearing and rearing.
- **Question:** In your work, what KCCA driven best practice can be documented that challenges the different forms of discrimination?

**KCCA - JM:** It is important to reference the national gender policy that provides for most of the rules on maternity leave; the employment act, it provides for this. The biggest challenge is that we don't have facilities for child care here, for breastfeeding mothers (at KCCA).

- **Question:** Have you worked with institutions to develop or advocate for social policies that also look into these issues?

**KCCA - JM:** Most of the advocacy is being laid by international NGOs, we also have trainings for employers to advocate the employment act and these issues around discrimination and ensuring that employers can put in place policies around maternity leave.

#### **g) Representation and Voice**

**Statement:** Good governance at the local level implies the existence of effective channels of communication for different interest groups to get their needs and priorities addressed by the local government or development authority

- **Question:** What effective channels of communication does KCCA encourage in addressing needs and priorities of the community (Maybe through separate women and men groups?) How often do they meet them?
- **Question:** What channels of communication could KCCA improve upon or introduce to better address the needs and priorities of the community?

**KCCA - JM:** It's yes and no. Yes, there are some structures that get down to the community, because we have political leaders right from parish level, and the reason those leaders are there is because they are supposed to represent the community voice. So people within a parish are supposed to report issues to their councillors. It is unfortunate that the community doesn't know that councillors are a part of the KCCA structure. Our councillors are supposed to represent their issues at the urban council and at KCCA, which is the key communication mechanism. When a councillor is pushing for an issue, it's better than KCCA - JM (a KCCA staff) since a KCCA staff is not present at the decision making table. Councillors also hold Barazas to discuss community issues.

**UN-Habitat - JM:** How often are these held?

**KCCA - JM:** They reduced them because we are getting so many approvals now here and there to have Barazas. It is also challenging, as Barazas have turned political. KCCA also hold sensitization meetings with the communities, which is a platform for the community to ask questions. However, Kampala is very mobile and transient. If you've talked to people here today in this community, tomorrow you will meet other people in the same location. So if you go back after a month, they will say, 'we've never seen you.' So that is another challenge. We have a group that keeps moving, and that's where the majority of the people are.

**UN-Habitat - JM:** Do you have meetings with the councillors? So that you can understand the kinds of issues the communities are raising?

**KCCA - JM:** Yes, we have meetings every quarter. If councillors have an issue, they'll go to the town clerk, they'll come in and out, they know they have a direct link with the staff on any issue.

**UN-Habitat - JM:** So if they come and say these are the issues and we think it's gender related, then you (KCCA) would come in with interventions to help?

**KCCA - JM:** Yes. But you know, the issues that come through are not gender issues. They talk about this road, this water source, this drainage, this garbage, etc. The schools, they need this and this. And then maybe they'll talk about disability or remember they need to do something. We never see gender issues coming through.

**UN-Habitat - JM:** So maybe there's an opportunity there doing some sort of sensitization, calling all councillors together and showing them what indicators we need to explore.

**KCCA - JM:** Exactly.

## CONCLUSION

**UN-Habitat - JM:** Looking at the discussion we've had, we've identified three areas that KCCA might want to indulge in. That is, the existing gap on financial literacy and the trainings of community which also links to the commitment of the private sector; making sure the social policies are in place but also building a business case for gender for the private sector and the other thing will be working with councillors (or calling up a workshop or symposium where all these councillors can come in and we can explain and train them and come up with indicators).

**KCCA - JM:** And that translates to the community level. So maybe we have some campaigns to talk about those indicators that we've generated.

**Plan International - PS:** Through the different partners we work with, two issues have been coming out automatically: the issues around exploitation, and the issues around sexual harassment, especially the latter. In our organization, we've done our gender safe assessment. Some of those issues happen consciously or unconsciously, but in this setting with the gender perspective at KCCA, do you also see those as big issues?

**KCCA - JM:** Yes, they are there. But in most cases it goes unreported. Since I joined the institution I've heard one or two reports where ladies have gone to report, which is an indicator that it happens, but it's mainly unreported. So we must raise awareness on gender and the need to report. Yet we have a very huge number of young girls especially at the lower level. So the risk is there.

**UN-Habitat - JM:** Thank you for your time.

**Plan International - PS:** I think Plan and KCCA have a long relationship given the kind of work we do, and we know that you're around for whatever work that we're doing.

**KCCA - JM:** We do love the support from Plan and UN-Habitat.



## ANNEX 3: KEY INFORMANT DISCUSSION TEMPLATE KCCA

### LEARNING OBJECTIVE: TO CHALLENGE SOCIAL NORMS AND PRACTICES THAT KEEP GIRLS AND YOUNG WOMEN IN POSITIONS OF POWERLESSNESS IN THE WOW.

The economic case for gender equality:

Gender equality contributes to economic development in a number of ways and that the full participation of women as economic actors is essential to build healthy and sustainable economies. Gender-based discrimination in the WOW is due to prevailing social norms and gender roles that are often slow to change. Despite substantial progress made in promoting gender equality in employment during the last half a century, a high percentage of women still remain in sex-stereotype occupations, that are often more precarious, vulnerable and with lower remuneration than men's.

Gender wage gaps also persist across countries, for work of equal value. As a consequence, compared to men, women are disproportionately more affected by decent work deficits, and hence poverty. This fact is not only detrimental to women and their families, but also poses a heavy burden for the economy. More and better jobs for both women and men can boost local productivity and enhance the demand for goods and services in the local economy through increased consumption.

#### 1. How is gender inequality manifested?

- Statement: Young women/girl representation in highest decision-making levels in higher and at lower level of the job market is low.
- Question: In your opinion, referencing the existing policies and frameworks in Uganda, what can be done at the local level, institutional level and at the municipal level to increase the representation of women at highest decision making levels?

#### 3. What is the level of engagement between KCCA and other stakeholders in Kampala, Uganda?

- Question: What is the level of engagement between KCCA and other stakeholders in Kampala, Uganda?
- Statement: Discrimination against women in recruitment is a contributing factor and challenge to the participation of women in the WOW.
- Question: How is KCCA instrumental in mitigating the challenge?

#### 3. Potential roles of young women and men in the local economy

##### a) As citizens

- Statement: In a democracy, citizens influence the development agenda through their electoral choices and through engaging in public debate on decisions by the government they have elected. However, the ability to defend one's rights effectively and lobby for one's interests with the local government often requires collective action.
- Question: Please highlight what mechanisms or efforts are in place to encourage participation of young women.

##### b) As elected representatives

- Statement: Uganda is named as one of the countries in the world that has reserved a certain proportion of seats for women in representative bodies\*\*\*\* congratulations!!\*\*\*\*. However, gender balance in elected bodies does not ensure by itself promotion of gender equality as some women feel unable to challenge patriarchal structures or may not necessarily represent the interests of women.
- Question: What strategic actions has KCCA implemented to challenge patriarchal structures and representation in the interest of women?

##### c) As employees

- Question: In your opinion, what are the primary reasons why it is increasingly hard for young people to find a job that matches their qualifications and expectations?

##### d) Recruitment

- Question: How should stakeholders eliminate gender discrimination (recruitment) in their fields?

##### e) As entrepreneurs or own account workers

- Statement: Despite the constraints that women face in gaining control over resources, a significant proportion of women-led enterprises have evolved from production within the household (home workers) and small trading activities for subsistence, towards more competitive enterprises producing goods and services for local, regional, national and international markets.

- Question: To enable women-led enterprises to expand and diversify their offered goods and services, please explain what strategic support KCCA offers to appropriate/support their needs and any partnership linkages with other stakeholders on the same. For example, SMEs, employers' associations, member based business organizations (access to business development services, finance opportunities, human resource development, and decision making structure), unpaid producers and service providers (Informal economy).

- Question: Is it necessary for the municipality to identify and work with the informal economy? What is KCCA's involvement with informal workers/in the informal economy?

- Question: What strategies are in place to strengthen social enterprises and their provision of services to the community to contribute to advance gender equality?

#### f) Working conditions

- Discrimination persists in the form of unequal pay for equal work, dismissal due to pregnancy, lack of maternity benefits, absence of social security and difficulties in returning to work after interruptions devoted to child bearing and raising.
- Question: In your work, what KCCA driven best practice can be documented that challenges the different forms of discrimination?
- Question: Have you worked with institutions to develop or advocate for social policies that also look into these issues?

#### g) Representation and Voice

- Statement: Good governance at the local level implies the existence of effective channels of communication for different interest groups to get their needs and priorities addressed by the local government or development authority.
- Question: What effective channels of communication does KCCA encourage in addressing needs and priorities of the community (Maybe through separate women and men groups?) How often do they meet them?
- Question: What channels of communication could KCCA improve upon or introduce to better address the needs and priorities of the community?

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