



**STATUS OF GENDER
BALANCE & HINDRANCES
FACED BY WOMEN IN
PUBLIC ADMINISTRATION IN
UGANDA**



Ministry of Foreign Affairs of the
Netherlands



Breaking Through, Building Up and Binding



diakonia

PEOPLE CHANGING THE WORLD

The information in the report on the status of Gender Balance and Hindrances Faced by Women in Public Administration in selected Ministries & Public Service Positions in Uganda is published under a project by Action for Development (ACFODE) on: *“Building and Amplifying Women’s Voices in Economic and Political Development”*.

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INTRODUCTION

The extensive literature seeking to explain the persistent forms of gender inequality in executive and legislative office has focused attention on three sets of factors, emphasizing the impact of political culture, including the persistence of traditional attitudes towards women in decision-making leadership roles and the impact of the media; the role of structural barriers, such as gender inequalities in the home and family, education achievements, employment tracks, and social networks, all of which can affect the routes which typically lead towards elected office or public service and the importance of political institutions, exemplified by the use of proportional representation electoral systems as well as 'fast-track' gender quotas in candidate recruitment (Pippa Norris, 2008).

In Uganda women still occupy fewer positions of leadership in the political sphere and public service due different factors that the report reveals. This study reviews the numbers of women in public administration in Uganda in selected Government Ministries and other public service positions including the hindrances and challenges they encounter in their positions of leadership. The study focuses on key challenges and hindrances women in public administration face in the work place including the glass ceiling and sexual harassment. It also reviews the numbers of women compared to men in Public Administration in the positions of Chief Administrative Officer (CAO), Assistant CAOs, Resident District Commissioners (RDCs), Permanent Secretaries, Undersecretaries, Directors and Heads of Department in the ministries of: Finance Planning and Economic Development; Ministry of Local Government; Gender Labour and Social Development; Internal Affairs; Public Service; Education and Sports and Health.

Methodology: In order to collect data on the current status of gender balance in senior management positions in the selected ministries and public service positions of RDC and CAO, a literature review was conducted. Reference was made to the websites of the selected ministries, reports and newsletters of the ministries. In addition, personal communication of contacts in the selected ministries was made to collect the data. Literature was reviewed on studies that have been undertaken, interviews done with women in public service, and papers presented on the current challenges and hindrances to women in public service from various national and international sources.

The report is divided into four parts. Part One explores the legal framework on the rights of women to be treated equally with men and to have access to leadership positions in public service. Part Two discusses the importance of involving women at all levels of decision making in public administration. Part Three reviews the ratio of men in comparison to women in management positions in selected government ministries and other public service positions. Part Four discusses the Challenges and Hindrances faced by women in Public Administration. Part Five makes recommendations and Part six is the conclusion of the report.

Part One:

Legal framework on the rights of women to be treated equally with men and to have access to leadership positions in public service.

The rights of women to be treated equally with men and to have equal access to leadership positions in public service are enshrined in international, regional and national instruments and laws respectively to which Uganda is a signatory.

International instruments that provide for the equal treatment of men and women in public service include:

Article 25 of the International Covenant on Civil and Political Rights (ICCPR) which inter-alia states that: "Every citizen shall have the right and the opportunity without any of the distinctions mentioned in Article 2 and without reasonable restrictions to have access on general terms of equality to public service in his country.

Similar provisions are reiterated in Article 7 and Article 11 (1)(b) respectively of the Convention on Elimination of all Forms of Discrimination against Women (CEDAW) which inter-alia:

"Places an obligation on States to take appropriate measures to eliminate discrimination against women in political and public life and to ensure that they enjoy equality with men in political and public life"

CEDAW's definition of political and public life is broad. As General

Recommendation 23 (1997) states:

The obligation specified in article 7 extends to all areas of public and political life and is not limited to those areas specified in subparagraphs (a), (b) and (c). The political and public life of a country is a broad concept. It refers to the exercise of political power, in particular the exercise of legislative, judicial, executive and administrative powers. The term covers all aspects of public administration and the formulation and implementation of policy at the international, national, regional and local levels. The concept also includes many aspects of civil society, including public boards and local councils and the activities of organizations such as political parties, trade unions, professional or industry associations, women's organizations, community-based organizations and other organizations concerned with public and political life.

“State parties shall take all appropriate measures to eliminate discrimination against women in the field of employment in order to ensure, on a basis of equality of men and women, the same rights in particular: the right to the same employment opportunities including application of the same criteria for selection in matters of employment”.

At its sixteenth session (1997), the Committee on the Elimination of Discrimination against Women adopted general recommendation 23 regarding the participation of women in political and public life. It emphasized that States parties should ensure that their constitutions and legislation complied with the principles of the Convention and that they were under obligation to take all necessary measures, including temporary special measures, to achieve the equal representation of women in political and public life.

The Beijing Platform for Action 5 raises the issue of the gap between the right and as against the reality of women's participation in politics and public life and underscores the importance of involving women in decision making for their empowerment and the advancement of society as a whole.

The Beijing Declaration and Platform of Action (BPfA, 1995) reaffirms the commitments contained within CEDAW and provides guidance on how its provisions can be implemented. Strategic Objective G on 'women in power and decision making' commits signatories to: 1) take measures to ensure women's equal access to and full participation in power structures and decision making; and 2) increase women's capacity to participate in decision making and leadership.

The outcome of the September 2005, World Summit reaffirmed commitment to the equal participation of women and men in decision-making. Member States resolved to promote the increased representation of women in Government decision-making bodies, including through ensuring their equal opportunity to participate fully in the political process.

Uganda domesticated the international legal frameworks that advance women's equal participation with men in politics and public life in its Constitution of 1995. Article 21 of the Constitution of Uganda provides for equality of men and women. It also prohibits discrimination of a person on grounds of sex. In addition, the government has adopted policies like the Uganda Gender Policy (2007) and the National Action Plan on Women (1999) to enhance gender equality between men and women. The steps are in line with the government's obligations to domesticate international covenants on equality between men and women in public life. It is the duty of all parties to seek to promote equal opportunity, with a view to eliminating discrimination in employment (Section 6(1) Employment Act, 2006).

The 1995 Constitution of Uganda also creates an overall framework for the pursuance of women's rights through affirmative action in Article 33, supplemented by the promulgation of the Equal Opportunities legislation which advances gender equality.

Part Two: Why Involve Women at all Levels of Decision Making in Public Administration?

The government of Uganda is a state party to various international and regional instruments that advance gender equality like the CEDAW which it ratified in 1985. In addition, government of Uganda has domesticated the international and regional instruments that it is party to in the Constitution and other subsidiary laws of Uganda. It has also instituted Commissions like the Uganda Human Rights Commission and Equal Opportunities Commission to monitor its adherence to international, regional and national treaties and legislation and for these institutions to report to Parliament on a regular basis to enable government and other actors to assess progress on gender equality in various sectors of political, economic and social life. Government of Uganda also has a duty to report to international Committees like CEDAW on the progress its making to end discrimination in various spheres of life including public service. It is mandated to report to the CEDAW committee every four years. Non-governmental Organizations (NGOs) like Action for Development have a responsibility to among others monitor government's progress on the implementation of international instruments that it has ratified on ensuring equality of men and women in public service; identify existing gaps and propose recommendations to address them. Research on progress being made by government in implementing international and regional instruments on equality between men and women in public service should inform and enable government and other stakeholders to address existing gaps. It is important for all stakeholders in government and civil society to understand the importance of involving women at all levels of decision making in public administration to enable them to take the necessary action to enhance gender equality. Below are some of the reasons why it is important to involve women in decision making in public administration:

1. It facilitates the mainstreaming of gender issues and contributes a gender perspective to public policy making;
2. It contributes to making government policies comprehensive and effective.
3. It is an obligation of States once they ratify international instruments to ensure that women have equal opportunities like men to occupy all positions of decision making in public life.
4. According to a paper on the Millennium Development Goals by

- Lisa Horner & Rachael Stokes (2012) women's participation in public administration is crucial to poverty reduction.
5. Women's representation in leadership roles can help to shift discriminatory attitudes and perceptions of women at household and community levels (Horner & Stokes, 2012).
 6. The UN Beijing Platform for Action expressed commitment to the empowerment of women based on the conviction that: "Women's empowerment and their full participation on the basis of equality in all spheres of society, including participation in the decision-making process and access to power, are fundamental for the achievement of equality, development and peace. The 1995 UN Platform for Action aimed to establish a 50-50 gender balance in all areas of society, placing full participation in decision-making in the foremost role.
 7. The persistent under-representation of women is a matter of concern because this may have important consequences for the public policy agenda and for the articulation of women's concerns, as well as for the democratic legitimacy of elected bodies, for human rights, and for public confidence in government.
 8. Gender equality boosts enterprise productivity, spurs economic growth and improves the welfare of families.
 9. More women in top public service positions lead to an increased critical mass for networking and are role models for those down the line. Their presence can inspire women in lower positions to aspire and work towards attaining top positions in public service (Linda Wirth, 2001). However, objectivity and fairness in promotions is important for getting more women in top leadership positions in public service (Wirth, 2001).
 10. More women in top decision making positions lead to better decision making, understanding and performance .
 11. Women are more risk averse than men and are gifted by natural prudence. It is therefore important to have both men and women in top positions of decision making.

Part Three: Numbers of Male Vs Female Public Administrators in selected Ministries of Government and in Civil Service in Uganda

Ministry	Position	Male	Female	Total Number
Finance Planning & Economic Development	Permanent Secretary	1		1
	Under secretary	-	1	1
	Directors	3	-	3
	Heads of Department	15	1	16
Education and Sports	Permanent Secretary		1	1
	Under Secretary		1	1
	Directors	3	2	5
	Heads of Department	3	8	11
Local Government	Permanent Secretary	1		
	Under Secretary		1	1
	Directors	2		2
	Heads of Department	6		6
Public Service	Permanent Secretary		1	1
	Under Secretary		1	1
	Directors	1	2	3
	Heads of Department	2	6	8

Gender Labour and Social Development	Permanent Secretary	1		1
	Under Secretary	1		1
	Directors	1	2	3
	Heads of Department	8	2	10
Health	Permanent Secretary	1		1
	Under Secretary	1		1
	Directors	2	1	3
	Heads of Department	5	1	6
Internal Affairs	Permanent Secretary	1		1
	Under Secretary		1	1
	Directors	2		2
	Heads of Department	23	2	25

Source: Ministry of Education & Sports, Participatory Gender Audit Report, 2013; <http://www.finance.go.ug>; <http://www.publicservice.go.ug>; <http://mia.go.ug>; <http://www.health.go.ug> <http://health.go.ug/mohweb>; <http://www.mglsd.go.ug>

Notes:

1. Ministry of Finance, Planning and Economic Development (MoFPED) has a male Permanent Secretary. He is the Chief Executive Officer and also Secretary to the Treasury. He is deputized by a male who is also known as the Deputy Secretary to the Treasury. The Under Secretary is female. The MoFPED has three directorates including Budget, Economic Affairs and Accountant General. The Directorate of Budget is headed by a male, that of Economic Affairs is headed by a male and the Accountant General is male. The Directorate of Economic Affairs consists of five departments. The Directorate of budget has three departments and the Directorate of Accountant General comprises of five departments. In total there are 16 departments under the three directorates. Of these, only one head of department is female.
2. Ministry of Education and Sports: Has a female Permanent Secretary and female Undersecretary. It has four directors including: Director Industrial Training (DIT) who is male with a female deputy, Director Education Standards who is male, Director National Council for Curriculum Development is female with a female deputy, Director Higher and Teacher and Vocational (HTVET) who is female and Director Basic and Secondary education who is male. There are 11 heads of department. 3 of them are female and 8 are male.
3. Ministry of Local Government: Has a male Acting Permanent Secretary and female Undersecretary. It has two directors both of whom are male and six heads of department all of whom are male.
4. Ministry of Public Service: Has a female Acting Permanent Secretary and a female Undersecretary. It has three directorates including: Human Resources & Management Efficiency & Quality Assurance, Research & Development. Of the three directors one is male and he heads the directorate of Research and Development. The Ministry has 8 departments headed by six females and two males.
5. The Ministry of Gender Labour and Social Development has a male Permanent Secretary and a male Under Secretary. It has three directorates including: Gender and Community Development headed by a female; Labour, Employment and Occupational Safety headed by a

female; Social Protection headed by a male. Heads of Department are 10 including: 8 male and 2 female.

6. The Ministry of Health has a male Permanent Secretary; male Under Secretary; three Directors including: the Directorate General of Health Services who is female, a Director of Health Services (Planning and Development) who is male, Director Health Services (Clinical and community) who is male. Heads of department are six and include: Commissioner for Clinical Services who is male, Commissioner Community Health who is male, Commissioner National Disease Control who is male, Commissioner Planning who is male, Commissioner Quality Assurance who is male, Commissioner Nursing who is female.
7. In the Ministry of Internal Affairs, the Permanent Secretary is male; the Under Secretary is female. There are two departments namely: The directorate of Citizenship and Immigration Control which is headed by a male and one on government laboratories which is also headed by a male. The Ministry has 25 heads of department 23 of whom are male and two females. The two females head Legal Services and Finance and Administration respectively.

OTHER PUBLIC SERVICE POSITIONS

Position	Male	Female	Total
Resident District Commissioners (RDCs)	95	17	112
Chief Administrative Officers (CAOs)	95	17	112

Other relevant statistics on Women in Public Service in Uganda

Out of 29 permanent secretaries in Uganda only six are women and out of 29 undersecretaries in Uganda only 14 are women. With regard to ambassadors and deputy ambassadors out of 126 only 63 are female .

Part Four: Challenges faced by Women in Public Administration

According to Horner & Stokes (2012) discriminatory social norms which lie at the heart of inequality are a key factor affecting women in public administration which needs to be addressed. These norms discourage meaningful shifts in the balance of power between men and women. In addition, opportunities and capacities that women have to participate meaningfully in public life are affected by a wide range of issues, including in education, healthcare and livelihoods (Horner & Stokes, 2012).

Article 21 (1) of the Constitution of Uganda discourages discrimination in all forms and states that “A person shall not be discriminated against on the ground of sex, race, colour, ethnic origin, tribe, creed or religion, social or economic standing, political opinion or disability”. For purposes of this study discrimination on basis of sex is discouraged. In terms of employment, the Employment Act, 2006 in Section 6 (3) states that discrimination in employment shall be unlawful.

It is the duty of all parties to seek to promote equal opportunity, with a view to eliminating discrimination in employment (Section 6(1) Employment Act, 2006.

Discrimination in employment includes any distinction, exclusion or preference made on the basis of race, colour, sex, religion, political opinion, national extraction or social origin, the HIV status or disability which has the effect of nullifying or impairing the treatment of a person in employment or occupation, or of preventing an employee from obtaining any benefit under a contract of service. (Section 6(3) Employment Act)

Article 24 of the Constitution of Uganda provides for respect for human dignity and protection from inhuman treatment. It states that:

‘No person shall be subjected to any form of torture, cruel, inhuman or degrading treatment or punishment.’

Sexual harassment can therefore be deemed to be that is cruel, inhuman or degrading.

Article 33 of the Constitution of Uganda accords women full and equal

dignity of person as men.

These constitutional guarantees provide a basis on which to challenge the discrimination that may be practised in the form of sexual harassment or glass ceiling or any other kind

The Penal Code Act (Cap 106) provide for the offences of rape , indecent assault , insulting the modesty of a woman. The offence of insulting the modesty of a woman which is provided for in section 121(3) provides as follows:

'Any person who, intending to insult the modesty of any woman or girl, utters any word, makes any sound or gesture or exhibits any object, intending that such word or sound shall be heard, or that such gestures shall be seen, by such woman or girl, or intrudes upon the privacy of such woman or girl, is guilty of a misdemeanour and is liable to imprisonment for one year.'

This section of the Penal Code Act is the most relevant to a situation of sexual harassment than any other so far considered unless the harassment results into rape.

4.1. Glass ceiling

“Glass ceiling” is a term coined in the 1970s in the United States to describe the invisible artificial barriers, created by attitudinal and organization prejudices, which block women from senior executive positions (Wirth, 2001). The glass ceiling can appear in the workplace or politics and is a reflection of social and economic gender inequality. With the progress in achieving parity in education and changes in social attitudes towards men and women’s roles, it had been assumed that women would quickly move up the career ladder.

As illustrated by the figures in the table in part three of the study, women are fewer than men in the highest management positions in the selected Ministries identified for the research and senior public service positions of CAOs and RDCs. With the exception of Ministry of Education and Sports and Ministry of Public Service all permanent secretaries in the five other

ministries selected for the research are male. However, next to the highest civil service position of Permanent Secretary there are more women than men. Five of the seven undersecretaries in the selected ministries are female. Despite the progress made in enhancing gender equality in public service a lot more still needs to be done.

According to a paper presented by the Prime Minister of Uganda at a conference of the Federation of Uganda Employers in 2012, despite the contributions women make in terms of the direct impact on the quality of life of their families and consequently on the nation's wellbeing – which is an important economic indicator they still find themselves hitting against the so called “glass ceiling”. They often fail to progress to top leadership and decision-making roles. There is acknowledgement that women in Uganda still face the glass ceiling in public service. Wages are generally not made public, and hence, are not a visible dimension of the implementation of gender equality policies (Ivan Staveren, 2012).

4.1.2. Factors that contribute to the glass ceiling in Uganda's public service

The male-dominated competitive context of management positions in the Ugandan public service has been characterized in a review as likely to be affected by a strong patriarchal culture, in which men are regarded as natural leaders (HRI, 2002: 1). This is affirmed by Wirth (2001) who attributes the glass ceiling to the gender roles played by men and women in society despite the evolving attitudes.

A history of marginalization of women according to the President of the Governance Council of the Institute of Corporate Governance-Uganda remains a major contributory factor to the glass ceiling.

However, for the director level, where the share of women is higher, the competitive environment may have partly different determinants, due to a top-down gender mainstreaming policy of the Ugandan government (Government of Uganda, Gender Policy 1997). Of the seven ministries surveyed for the study half the directors are female. This may partly be attributed to the Gender policy, implemented in 1997 by the Ministry of Gender, Labour and Social Development, which has led, among others, to the appointment of several female commissioners, which are positions at the director level. Hence, the presence of women at the top level may be a

result of a visible expression of gender mainstreaming policy in the public service through political appointments of women at the top.

The introduction of affirmative action for girls entering public Universities like Makerere through the award of an extra 1.5 points has contributed to the increment of women with education qualifications required for certain management positions particularly those where competence and merit are required. It is part of government's policy to address marginalization of women.

The institutional barriers also affect women's attainment of top management positions (Wirth, 2001). Skill levels, responsibility, pay, status and power still hamper attainment of gender equality in the work force.

Dr. Monica Chibita who sits on the Vision Group board of Directors in an interview with the Observer Newspaper in January 2014, attributes the glass ceiling to structural and cultural barriers. She further states that "the opportunity for women to grow to a level where they can be in the pool for selection to serve in a board room is still limited".

Attitudinal and institutional discrimination contributes to the low number of women in management positions. According to Ms. Grace Dwonga a board member of Vision Group stereotypes of the jobs that women and men should be doing are a contributory factor to this but are slowly changing. Barriers around organizational culture and unconscious biases still need to be dealt with .

According to Wirth (2001) occupational segregation by sex persists-as do social policies based on a traditional model of the family with a male breadwinner. Most obstacles for women are often rooted in the way work and life are organized. Traditionally women are the main care givers and promote the family well being while men are bread winners. The main obstacle for women therefore is balancing work and family commitments. Societal attitudes and lack of education deny women opportunities to top positions in public service. In addition, the subjects girls pursue can limit the numbers of women in certain positions.

Despite the challenges, the increasing educational levels of women are contributing to the higher numbers of women in top management positions

in public service and political life. More educated women are delaying child birth and accessing more opportunities to high management positions.

4.2. Sexual Harassment in the workplace

4.2.1. What is Sexual harassment?

Sexual harassment is one form of sexual discrimination which arises out of an unfair use of influence, power or authority by one person over another or a lack of respect for another person.

According to Section 7(1) of the Employment Act of 2006, an employee shall be sexually harassed if his/her employer, or a representative of his/her employer directly or indirectly asks an employee for sexual intercourse, sexual contact or any form of sexual activity. This could be an implied or express promise of preferential treatment at work, a threat of bad treatment in employment and an implied or express threat about the present or future employment status of the employee.

Working women disproportionately face sexual harassment in the world of work. Unwanted and unwelcome sexual advances, employment decisions based on acceptance or rejection of sexual favours called quid pro quo harassment, and offensive remarks and pictures in the workplace, known as hostile environment harassment, are all-too common features of women's employment. The problem is serious especially for women entering non-traditional employment with mostly male workers (GOU-UNFA project on Protection of Sexual and Gender Based Violence in the World of Work, 2007).

4.2.2. What are some of the Causes sexual harassment?

'Sexual harassment like any other form of sexual victimization, functions as an agent of social control and is an expression of contempt and hostility for any woman who ventures out of the society's acceptable role as a home maker into the public and masculine arena of the workplace' (Naira Khan, 1997).

Sexual harassment is discrimination on grounds of sex. The victim is treated the way she is because of her sex (Khan, 1997).

The vice of sexual harassment according to Safran (1976) symbolizes *“sexual prowess in most African cultures; symbolizes men’s power and is intricately linked with the institution of polygamy and culturally endorsed male promiscuity. It is perpetrated because it is interpreted as normal, complimentary and even flattering to victims”*.

Niamh Reilly calls it the *“patriarchal play and display of power. Hence Simmels comments that a man’s position of power does not only assure his relative superiority....but it assures that his standards become generalized as genetically human standards”*. In other words, in the work place, it is the men who set the agenda.

Richard Anker and Catherine Hein in their studies asserted that because men control the workplace, the women are often subjected to sexual pressure in order to obtain jobs and promotions, and that women seek rich and influential male friends as a means to obtain jobs and money. Paul Nyende (2002) found that of the women interviewed in Uganda, 65% admitted having been sexually harassed and this was mainly because women’s jobs not only offer low pay, little privilege and routine tasks but also require women to serve emotional support and be sexually attractive to men.

4.2.3 What are the Effects of Sexual harassment?

Sexual harassment has been proved to pose a health hazard (Khan, 1997). According to Fitzgerald (1993)

‘Studies by psychologists show that harassment can be a serious threat to women’s psychological and physical wellbeing, it also has medical repercussions. Sexual harassment causes anxiety, depression, headaches, weight loss (or gain), nausea and sexual dysfunction. Victims have also been found to suffer lowered self-esteem.’

Sexual harassment affects the victim’s performance at work, impacts negatively on the organization’s productivity, dents the organization’s image, leads to job loss and marital breakdown. Victims may suffer from depression, anxiety, guilt, anger, feelings of revenge, loss of respect and dignity, headaches, sleep disorders and sexual dysfunction as a result of trauma (Carol Natukunda, 2014).

4.2.4. Why does sexual harassment persist in the workplace?

The law on sexual harassment is weak. According to Section 7(4) of the Employment Act, 2006, sexual harassment is outlawed. However, the law against sexual harassment in the work place only applies where an employer has more the 25 employees in his/her establishment.

According to the United States Department of State Bureau of Democracy, Human Rights and Labour Human Rights Practices report on Uganda (2013) the law criminalizes sexual harassment with penalties of up to 14 years imprisonment but authorities did not effectively enforce it in the year 2014. Sexual harassment remained a widespread problem in work places, schools and universities. This finding was confirmed by the Uganda Human Rights Commission report of 2012.

According to Natukunda (2014), sexual harassment is usually swept under the carpet but remains a serious national problem that demands attention. Whereas the vice is rampant, most cases go unreported. Most cases of sexual harassment go unpunished due to lack of evidence while majority of victims fear to report due to fear of losing their jobs. Women in all backgrounds and positions in the hierarchy have been subjected to sexual harassment (Safran, 1976).

Where the men have fallen victims of sexual harassment it has been mainly because of the coming into play of such concepts as equality, affirmative action, women's emancipation, human rights etc. This has led to change of attitude in women in the way they dress, their attainment of higher position in workplaces and hence their influence over the men. The inadequate implementation in most regions, particularly in Africa, has also led to the persistence of sexual harassment at the workplaces.

Part Five: Recommendations

To deter sexual harassment:

- √ Every employer who employs more than twenty five employees is required to have in place measures to prevent sexual harassment occurring at their work place (Section 7(4) of the Employment Act, 2006). It should be noted that this does not mean that employers with less than twenty five people cannot have in place measures to prevent sexual harassment occurring at their work place. All employers notwithstanding the number of employees can be held accountable if sexual harassment occurs at their work place.
- √ Employers must be compelled to institute employee friendly mechanism for filing a complaint(s). The regulations should clearly indicate what sexual harassment is. These regulations should be well explained to all staff and displayed prominently;
- √ The law on sexual harassment should be strengthened. Currently, both the Employment (Sexual Harassment) Regulations 2012 section 19 and the Penal Code Act Section 121 (3) provide for a fine not exceeding six currency points (Shs 120,000) or imprisonment for up to three months or both for offenders. These laws are not deterrent and must be revised in order to reduce the vice;
- √ Workplaces should establish mechanism where cases of sexual harassment can be reported without fear;
- √ The mind set of some men who look at women as sexual objects needs to change in order to address the vice of sexual harassment.
- √ All complaints of sexual harassment of sexual harassment must be handled with the seriousness that the vice deserves. Complaints must be investigated immediately. If found valid, they must be responded to swiftly and effectively.
- √ Training must be conducted for all employees about the policy, mechanism for reporting and actions that will be taken against offenders.

To break the glass ceiling:

- √ Mentoring is now widely accepted as a useful tool for helping individuals develop their careers, and for organizations to enhance their human resource capability.
- √ Promulgation and enforcement of equal opportunity laws lessen institutional discrimination and must be adopted.
- √ The goal to increase the numbers of women in public service must include

a cluster of targets to increase women's representation in a defined set of decision making institutions, from local to international levels. The indicators that accompany the cluster of targets on representation should therefore provide insights into whether transformative changes are taking place that genuinely empower women and give them more influence in society. For example, to fully assess a target on women's representation in local bodies, we should not only count the number of women present. We should also assess whether improvements in women's representation are helping to spur gender-sensitive policy making that supports marginalised women, for example through asking women's groups to assess the quality and impact of policies. It is also important to assess whether discriminatory social norms are changing, for example through asking women and men themselves what they think a woman's role in society should be.

- √ Any interventions designed to support women's participation in public service must tackle the negative attitudes and behaviours that perpetuate myths that women cannot or should not take on leadership roles or deny them the necessary authority or status to perform in those roles. Research suggests that strategies should combine more traditional training and education approaches with increasing the profile and positive representation of women in public life through the media and popular culture
- √ The Ministry of Gender, Labour and Social Development should adopt and adapt the Gender Empowerment Measure developed by the UNDP to report on the female and male shares of parliamentary seats with similar sex ratios in professional and technical positions, in positions as legislative, senior officials and managers, and in earned income. The report should be compiled on an annual basis to enable the government and other actors in decision making and CSOs to review the progress government is making in enhancing the 50-50 gender balance in all areas of society, placing full participation in decision-making in the foremost role.
- √ More girls and women should be given access to education and training to enable them gain the necessary expertise, experience and profile in order to access management positions in public service (Linda Wirth, 2001).
- √ The Constitution of Uganda in Article 21 prohibits discrimination of any kind on the basis of sex. Annual assessments should be done by every Ministry and all Public Institutions to identify the gender gaps in public

service and develop concrete steps that should be taken. Prior to each annual assessment in this regard, review of the previous year in terms of gender balance in public service should be undertaken.

- √ Role models are necessary for women in public service who wish to get promoted to higher positions of decision making. Role models are important for breaking the glass ceiling.

Part Six: Conclusion

The failure to achieve gender parity of 50-50 between men and women in public service in Uganda in line with the objectives of the Beijing Platform for Action represents a missed opportunity to build healthy, vibrant and a balanced society that is informed by the experiences and expertise of all of its citizens. It also represents the persistent social and economic gender inequalities that persist in our society. It is now widely acknowledged that the presence of women in decision making positions in public service can have an impact on women's lives. This can be visible if the women in the positions use it to advance issues that enhance gender parity and to address the needs and interests of women bearing in mind the current inequalities that exist in the economic, health, education and other sectors relevant to improving the lives of women.

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