THE REPUBLIC OF UGANDA

MINISTRY OF WORKS, HOUSING AND COMMUNICATIONS

GUIDELINES FOR MAINSTREAMING GENDER INTO THE ROADS SUB-SECTOR
FOREWORD

The Ministry of Works, Housing and Communications (MoWHC) has prepared a Gender Policy Statement in recognition of gender inequalities/inequities in the roads sub-sector. One of the strategies to implement the policy statement is the development of the guidelines to translate the policy statement into action. To this end, MoWHC has prepared these Guidelines as a practical Strategy of ensuring that gender is explicit in all the roads sub-sector institutions, policies, programmes, plans and budgets.

The Guidelines for Mainstreaming Gender in Road sub-sector present a step-by step of what to do and include questions as well as a checklist in the form of indicators. Further, the Guidelines introduce working tools and methods which are integral to and will guide the sub-sector to mainstream gender during policy formulation, planning, project preparation studies, procurement, supervision as well as monitoring.

The implementation of the Guidelines will strengthen the sub-sector’s contribution to the Poverty Eradication Action Plan (PEAP), the Social Development Investment Plan, MDGs and other global conventions.

The Guidelines are based on a comprehensive analytical and consultative process involving a number of stakeholders at the national and local government levels, have all provided input to this document thereby ensuring its ownership.

John Nasasira
Minister of Works, Housing and Communications
ACKNOWLEDGEMENTS

The preparation of the Gender Guidelines involved the cooperation of a number of organisations and people. The Ministry is grateful to their participation and input that ensured that the Policy Statement is based on practical experiences, addresses technical issues and is consistent with national and sub-sector policies and regulatory frameworks. First and foremost, The Ministry wishes to thank the technical team that guided the process. This team comprised of:

1. Ms Nite Tanzarn, the Lead Consultant.
2. Ms Betty Babirye-Ddungu, the Social Assessment Advisor, who provided technical support to MoWHC and co-ordinated the process.
3. The Task Force for Mainstreaming of Cross-cutting Issues in the Ministry, which guided and backstopped the process. The members of this Task Force consisted of: Eng. Ssebuuga-Kimeze, Eng. Were-Higenyi, Mr Nelson Omagor, Ms Jennifer Lutimba, Ms Monica Kateega-Seruuma, Mr Charles Mutemo and Mr Fred Tumwebaza.
4. Members of the Technical Working Group for Gender Mainstreaming which comprised Ms Jane Ekapu, Ms Winnie Anna Adoch, Ms Sandra Coopers, Ms Susan Mubala, Mr Steven Ejalu, Mr Dan Tindiwensi, and Eng. Robert Kibuuka.
5. The Editorial Team of Dependable Outcomes Limited which consisted of Mr Julius Ocwinyo and Ms Sarah Mirembe Kyankya.

In particular, the Ministry extends her appreciation for the contribution of the following to the process:

1. Ministry of Labour, Gender and Social Development
2. Development Partners
3. Decentralisation Secretariat
4. Roads Agency Formulation Unit
5. Association of Women Engineers, Technicians and Scientists (WETSU)
6. COWI, District Road Work Network
7. Uganda National Association of Building and Civil Engineering (UNABCEC)
8. Uganda Association of Consulting Engineers (UACE)
9. Local governments, district political leaders, technical officers and civil society organisations of Mbale, Kumi, Ntungamo, Kibaale and Bundibugyo districts.

Last but not least, the Ministry is grateful to Danida for its financial support and long-term commitment to the process.
KEY CONCEPTS

Sex and Gender

Sex is the biological difference between women and men. Sexual differences are universal, they are the same throughout the human race and involve the bodies of both women and men.

The term ‘gender’ refers to the economic, social, political and cultural attributes and opportunities associated with being male and female. In most societies, men and women differ in the activities they undertake, in access to and control over resources, and in participation in decision-making.

In the roads sub-sector, these inequalities manifest themselves through gendered travel patterns and transport needs as well as capabilities to participate in and benefit from the sub-sector. The patterns of gender inequality vary across cultures, time, space, and socio-economic grouping.

Gender Mainstreaming

The gender dimension is explicit and verifiable at institutional and operational levels including phases of roads sub-sector policy formulation, programming, identification, design, appraisal, implementation, monitoring as well as evaluation. A gender mainstreaming strategy has two major aspects: i) the integration of gender into analyses and formulation of all sub-sector policies, plans, programmes and projects; and ii) initiatives to enable women as well as men to formulate and express their views and participate in decision-making across all sub-sector developments.

Gender Analysis

Gender analysis is a systematic way of examining the gender division of labour, the gendered distribution of resources and the potential consequences for women and men. Because women and men perform different activities in society, and there are differences in the way resources are distributed, roads sub-sector policies, plans and programmes affect them in different ways.
**Gender Equality**

Gender equality refers to equal enjoyment by women and men of socially-valued goods, services, opportunities, resources and rewards. Gender equality does not mean that men and women become the same, but that their opportunities to participate in, and benefit from, interventions in the roads sub-sector are equal.

**Gender Equity**

Gender equity refers to fairness and justice in the distribution of benefits and responsibilities. For gender equity in the roads sub-sector to be attained, it is important to appreciate that women and men have different travel patterns, transport needs as well as levels of power, and that these differences should be identified and addressed in a manner that rectifies the imbalance between the sexes. This calls for not only equal treatment but changes in sub-sector institutional practices and social relations through which gender differences are produced, reinforced and sustained.

**Empowerment**

Empowerment is the creation of an enabling environment where women as well as men participate in, and benefit from, the development process in an equitable manner. It entails ensuring that both women and men are actively involved in the identification and evaluation of road sub-sector interventions that affect their lives. Empowerment is a process that progresses from a level of having access to resources that satisfy one’s basic needs like food, income and medical care, as well as productive resources like land, labour and credit through a level of control of these resources in a gender-equitable manner.

**Affirmative Action**

The Constitution of the Republic of Uganda provides for affirmative action as a deliberate short-term strategy to redress past discrimination against disadvantaged groups, especially women, youth and the people with disabilities. Adoption of affirmative action by the roads sub-sector will promote women’s empowerment and ensure that they participate in, and benefit from, sub-sector developments equitably with men.
**Gender-sensitive**

This is the ability to acknowledge that differences exist between women’s and men’s opportunities and capabilities to participate in, and benefit from, developments in the roads sub-sector and analysing how these differences arise in society.

**Gender-responsive**

Designing concrete and appropriate mechanisms that respond to gendered travel patterns, gender transport needs as well as the differences in women’s and men’s opportunities to participate in, and benefit from, developments in the roads sub-sector with the intention of empowering women and promoting gender equality and equity.

**Sex-disaggregated Data**

This is quantitative information collected on women and men individually and includes information such as the number of female and male road users, the number of women and men employed in road works, etc. Whereas sex-disaggregated data is useful, by itself it is insufficient to establish to what extent interventions in the sub-sector contribute towards gender equality and equity, as well as women’s empowerment.

**Gender-disaggregated Data**

This is information collected that indicates the gendered travel patterns, the gender transport needs and the differences in women’s and men’s opportunities and capabilities to participate in, and benefit from, sub-sector developments. This information, which includes sex disaggregated data, is especially useful during gender analysis where it is easier to assess the impact of a policy, plan, programme or budget on women separately from its impact on men. Gender-disaggregated data provides the basis for developing gender mainstreaming indicators for the roads sub-sector.

**Gender-sensitive Indicators**

Gender-sensitive indicators point out how far and in what ways development programmes and projects have met their gender objectives and achieved results related to gender equity. They measure changes in gendered travel patterns, gender needs and to what extent developments in the roads sub-sector are improving
women’s relative to men’s economic choices as well as the enhancement and exercise of their capabilities. Gender-sensitive indicators offer practical information for gender planning.

Gender Budgeting

Gender budgeting is the process of allocation of resources in a manner that takes cognisance of the existence of gendered travel patterns, transport needs and differences in women’s relative to men’s opportunities to participate in and benefit from developments in the roads sub-sector.

Roads Sub-sector

The roads sub-sector consists of the physical assets (road network), the means of transport, institutions, as well as stakeholders at policy, implementation and beneficiary levels.
<table>
<thead>
<tr>
<th>ACRONYMS</th>
<th>Definition</th>
</tr>
</thead>
<tbody>
<tr>
<td>ADRICS</td>
<td>Annual District Road Inventory and Condition Survey</td>
</tr>
<tr>
<td>AIDS</td>
<td>Acquired Immunodeficiency Syndrome</td>
</tr>
<tr>
<td>BFP</td>
<td>Budget Framework Paper</td>
</tr>
<tr>
<td>BoQs</td>
<td>Bills of Quantities</td>
</tr>
<tr>
<td>CBO</td>
<td>Community-based Organisation</td>
</tr>
<tr>
<td>CDA</td>
<td>Community Development Assistant</td>
</tr>
<tr>
<td>CDO</td>
<td>Community Development Officer</td>
</tr>
<tr>
<td>CSO</td>
<td>Civil Society Organisation</td>
</tr>
<tr>
<td>DUCAR</td>
<td>District, Urban and Community Access Roads</td>
</tr>
<tr>
<td>ELU</td>
<td>Environmental Liaison Unit</td>
</tr>
<tr>
<td>ERB</td>
<td>Engineers Registration Board</td>
</tr>
<tr>
<td>HIV</td>
<td>Human Immunodeficiency Virus</td>
</tr>
<tr>
<td>IMTs</td>
<td>Intermediate Means of Transport</td>
</tr>
<tr>
<td>LC</td>
<td>Local Council</td>
</tr>
<tr>
<td>MELTC</td>
<td>Mount Elgon Labour-based Training Centre</td>
</tr>
<tr>
<td>MoFPED</td>
<td>Ministry of Finance, Planning and Economic Development</td>
</tr>
<tr>
<td>MoGLSD</td>
<td>Ministry of Gender, Labour and Social Development</td>
</tr>
<tr>
<td>MoLG</td>
<td>Ministry of Local Government</td>
</tr>
<tr>
<td>MoWHC</td>
<td>Ministry of Works, Housing and Communications</td>
</tr>
<tr>
<td>NGO</td>
<td>Non-Governmental Organisation</td>
</tr>
<tr>
<td>PAU</td>
<td>Policy Analysis Unit</td>
</tr>
<tr>
<td>PEAP</td>
<td>Poverty Eradication Action Plan</td>
</tr>
<tr>
<td>PWD</td>
<td>People with Disability</td>
</tr>
<tr>
<td>PWTC</td>
<td>Public Works Training Centre</td>
</tr>
<tr>
<td>RAFU</td>
<td>Road Agency Formation Unit</td>
</tr>
<tr>
<td>RSTDPII</td>
<td>Second Updated Road Sector Development Plan</td>
</tr>
<tr>
<td>TYDRIP</td>
<td>10-Year District Roads Investment Programme</td>
</tr>
</tbody>
</table>
OVERVIEW OF THE GUIDELINES

Why the Guidelines?

The mandate for the preparation of the Guidelines for Mainstreaming Gender in the Roads Sub-sector is derived from the National Gender Policy (1997, draft 2004).

The Ministry of Works, Housing and Communications (MoWHC) recognises that women and men have different travel patterns and transport needs and that the differences in their situations and resources shape their opportunities to participate in, and benefit from, the roads sub-sector.

The Ministry has thus developed these Guidelines as a practical strategy for ensuring that gender is explicit in all the sub-sector’s institutions, policies, plans, programmes and budgets.

Objective

The overall objective of the Guidelines is to strengthen the roads sub-sector’s contribution to poverty eradication through influencing methodologies, analyses, policies, institutional practices and planning from the gender perspective.

Purpose

The purpose of these Guidelines is to ensure that the travel and transport infrastructure and services provided by the sub-sector respond to gender needs.

Gender mainstreaming requires undertaking gender analyses in all aspects of the roads sub-sector. Consequently, before any decisions are made, the potential impact on women as well as on men will be explored and measures will be put in place to ensure the achievement of potential favourable outcomes and mitigation of potential negative effects.

Preparation of the Guidelines

The Guidelines are based on a comprehensive analytical and consultative process involving a number of sub-sector stakeholders at national and local government levels. They also draw on good practices of mainstreaming gender in different sectors, programmes and projects in Uganda and elsewhere.
Scope of the Guidelines

The Guidelines will be integral to (rather than an add-on), and guide the roads sub-sector and its partners during policy formulation, planning, project preparation studies, procurement of contractors and consultants, supervision of all road construction projects, as well as environmental and socioeconomic impact assessments.

All roads sub-sector interventions have a gender dimension. The Guidelines thus apply to all sub-sector interventions and institutions.

Target Users

The intended users of the Guidelines include:

1. Ministry of Works, Housing and Communications:
   a) Roads Department staff
   b) Quality Management staff
   c) Transport Planning Department
   d) Finance and administration
   e) Policy Analysis Unit
   f) Contracts Committee
   g) Procurement and Disposal Unit
   h) Mount Elgon Labour-based Training Centre (METC)
   i) Public Works Training Centre, Kyambogo

2. Road Agency Formation Unit (RAFU)/National Road Authority (when it is instituted)

3. Road contractors

4. Consultants for the sub-sector

5. Engineers Registration Board

6. Road Safety Council

7. District Local Governments:
   a) Works Departments
   b) Tender Boards
   c) Works Committees
How to Use the Guidelines

These Guidelines will be used together with the MoWHC guidelines on: i) environmental impact assessment; ii) mainstreaming HIV/AIDS in the roads sub-sector; and iii) mainstreaming occupational safety and health in the roads sub-sector. The Guidelines present a step-by-step “What to do” and include questions as well as checklists in the form of indicators.

The checklists will be used as internal tools for monitoring gender compliance of the sub-sector policies, plans, programmes and budgets.

Layout of the Guidelines

The Guidelines are presented in four major sections.

**Section 1** Presents an overview of the Gender Policy Statement for the roads sub-sector and the justification for developing the Gender Mainstreaming Guidelines.

**Section 2** Focuses on gender reviews of existing roads sub-sector policies, plans and budgets. The aim is to enable the users to assess the levels of gender sensitivity of policies, plans and budgets and identify those that require amendment.

**Section 3** Presents the key steps in mainstreaming gender in the roads sub-sector policies, plans and programmes.

**Section 4** Gives guidance on mainstreaming gender in the sub-sector institutions.
1.0 INTRODUCTION

1.1 Background

The MoWHC has prepared a Gender Policy Statement for the roads sub-sector. The Policy Statement was prepared in order to address the gender inequalities in the sub-sector. These inequalities manifest themselves in gendered travel patterns, transport needs and differences in capabilities and opportunities for women and men to benefit from developments in the sub-sector.

The Ministry recognises that, adopting gender mainstreaming has the potential to address the inefficiencies that possible gender inequalities might create, as well as the inefficiencies that could result from the failure to recognise gender inequalities in the sub-sector.

The MoWHC further recognises that any intervention in the roads sub-sector that:

i) disadvantages women relative to men,

ii) does not offer women equal opportunities with men to participate in, and benefit from it, and

iii) does not recognise and address gendered travel patterns and transport needs, is unjust and would be in contradiction of Government’s commitment to women’s empowerment and gender-responsive development.

The MoWHC has already taken the initiative to mainstream gender in the sub-sector through the Draft White Paper on Sustainable Maintenance of District and Urban Roads as well as the Gender Guidelines: District Administrative and Operational Guidelines Manual number ----of 2000.

However, MoWHC recognises the need for developing nationally relevant guidelines for mainstreaming gender in the roads sub-sector.

The district guidelines have been incorporated in this document and will supplement the national guidelines at the local government level.

By developing these Guidelines, MoWHC has contributed to the translation of the national and sectoral commitments into gender equality and equity through ensuring that, gender is explicit in the Draft Transport Sector Policy and Strategy (2003), the Updated Road Sector Development Plan (RSDP2), the 10-Year District Roads
Investment Programme (TYDRIP), and other current or future interventions that are derived from them. Implementation of these Guidelines will strengthen the sub-sector’s contribution to the Poverty Eradication Action Plan (PEAP).

These Guidelines translate the Gender Policy Statement for the Roads Sub-sector into action at the planning as well as the project implementation levels.

### 1.2 Gender Policy Statement Objectives

<table>
<thead>
<tr>
<th>Goal</th>
<th>To strengthen the roads sub-sector’s contribution to poverty eradication through providing an enabling environment where women and men participate in, and benefit from developments in the sub-sector in an equitable manner.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Purpose</td>
<td>To institutionalise a gender perspective in the roads sub-sector institutions, and operational and regulatory frameworks.</td>
</tr>
</tbody>
</table>
| Specific Objectives | i) To promote more equitable sub-sector policy targeting;  
     ii) To promote gender-responsive service delivery;  
     iii) To enhance equality of opportunities between women and men in the sub-sector;  
     iv) To commit adequate resources for gender-responsive activities in the sub-sector; and  
     v) To strengthen the capacities of sub-sector institutions, partners and service providers to mainstream gender. |

### 1.3 Guiding Principles

The underlying principles of the Guidelines are in line with the Gender Policy Statement for the roads sub-sector. These include:

- i) Gender analysis be conducted to provide guidance in the formulation of specific sub-sector policies, plans, programmes and budgets;  
- ii) Institutional representation through promotion of gender balance in sub-sector institutions, committees, the workplace and in road investment programmes;  
- iii) Adequate financial and technical resources are provided for the mainstreaming process;  

iv) Accountability mechanisms for monitoring progress of mainstreaming gender into the sub sector;

v) Enforcement mechanisms to ensure compliance with the gender Policy Statement;

vi) Taking cognisance of age, rural-urban, geographical, cultural and income differences, the guidelines provide for measures to address dimensions in the sub sector;

vii) The guidelines recognise gender dimension of the environment, occupational safety and health, and HIV/AIDS;

viii) The multi-sectoral nature of the roads sub-sector and its reliance on partnership with other sectors;

ix) Acknowledges that, gender mainstreaming requires a shift from assigning responsibilities of gender to specialist staff within the Environmental Liaison Unit (ELU) and a Gender Focal Point Officer, to making it the responsibility of all MoWHC staff including the engineers, technicians, policy analysts, planners, managers, and programme staff; and

x) Capacity building of all sub-sector stakeholders to work towards gender equality and equity is fundamental.
2.0 GENDER REVIEWS AND SITUATION ANALYSIS

2.1 Introduction

All roads sub-sector policies, plans and budgets shall take cognisance of gender. Future policies, plans and budgets will be explicitly gender-sensitive, and once the existing ones come up for review, gender will be incorporated. The aim is to achieve fairness in resource and opportunity distribution, as well as providing an enabling environment where women and men participate in, and benefit from, developments in the sub-sector in an equitable manner.

All roads sub-sector policies, plans and budgets will be reviewed to establish their levels of gender sensitivity. The purpose is to identify gender gaps that should be addressed. The following sections give guidance on how to conduct gender reviews.

2.2 Gender Policy Review

Gender review of policies will be guided by the following questions and checklist:

Box 2.1: Checklist for Policy Reviews

<table>
<thead>
<tr>
<th>Situational Analysis</th>
</tr>
</thead>
<tbody>
<tr>
<td>i) How consultative was the policy-making process? Who participated? Were both women and men consulted?</td>
</tr>
<tr>
<td>ii) Did the situational analysis take gender into account?</td>
</tr>
<tr>
<td>iii) Does the background to the policy a gender analysis in put?</td>
</tr>
<tr>
<td>iv) Did the situational analysis identify the difference between women’s and men’s travel patterns and transport needs? Does it identify the constraints that women may face to participate in, and benefit from, the sub-sector equitably with men?</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Principles and Values</th>
</tr>
</thead>
<tbody>
<tr>
<td>Was gender equity one of the explicit guiding principles of the policy?</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Objectives</th>
</tr>
</thead>
<tbody>
<tr>
<td>i) Does the overall goal of the policy explicitly refer to gender?</td>
</tr>
<tr>
<td>ii) Does the policy define gender-specific objectives?</td>
</tr>
<tr>
<td>iii) Does the policy define women-specific objectives?</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Strategies</th>
</tr>
</thead>
<tbody>
<tr>
<td>i) What is the potential of the proposed policy strategies to meet gender objectives?</td>
</tr>
<tr>
<td>ii) How do the strategies address the gender inequalities in the sub-sector?</td>
</tr>
<tr>
<td>iii) Do the policy strategies create or reinforce gender inequalities in the sub-sector?</td>
</tr>
<tr>
<td>iv) What mitigation measures have been put in place to minimise potential negative</td>
</tr>
</tbody>
</table>
outcomes?

Monitoring and Evaluation Framework

i) Does the monitoring and evaluation framework explicitly take gender into account?

ii) Are the indicators gender-sensitive?

Box 1 Checklist of Gender-responsive Policy

- Specific, clearly defined gender objectives based on a comprehensive gender analysis of the prevailing situation
- Gender equity is one of the underlying principles
- Measurable against gender-sensitive indicators
- Realistic strategies taking into consideration that gender mainstreaming is a long-term process and based on incremental gains
- Resource bound -- going beyond rhetoric to allocating resources that benefit women and men equitably
- Explicit political commitment to gender mainstreaming feasible
- Practical implementation mechanisms with internal incentives to mainstream gender

2.3 Gender Review of Sub-sector Plans, Programmes and Projects

Gender summarized in Box 1.3:

Box 1.3: Key questions for review of Plans, Programmes and Projects

Identification

i) How consultative was the prioritisation?

ii) Who participated in the identification of investment priorities?

iii) Were both women and men consulted?

iv) Did the identification of priorities take into consideration women’s as well as men’s travel patterns and transport needs?

v) Did the process identify the challenges that may constrain women’s participation in and benefit from the sub-sector equitably with men?

Design/Formulation

i) Does the plan/programme/project respond to the gendered travel patterns and transport needs?

ii) Is gender explicitly incorporated in the objectives of the development?

iii) Does the plan, programme or project include gender and or women-specific activities intended to promote gender equality and equity as well as women’s empowerment?

iv) Are the performance indicators gender-sensitive?

v) Are the means of verification of performance targets gender-sensitive?
Resource Allocation

i) Are resources allocated in a manner that addresses women’s and men’s travel patterns and transport needs?

ii) Does the plan, programme or project include a dedicated gender budget to implement gender- and/or women-specific activities?

Appraisal

i) Was the programme or project design reviewed from a gender perspective?

ii) Were mitigation measures put in place to address the potential negative gender impacts of the plan, programme or project?

Box 1.4: Checklist of a Gender-responsive Plan/Programme/Project

<table>
<thead>
<tr>
<th>Category</th>
<th>Issues</th>
<th>Comment</th>
<th>Examples</th>
<th>Action</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gender-blind</td>
<td>• Gender relations in sub-sector not acknowledged</td>
<td>• Programme/project may fail</td>
<td>RSDP2</td>
<td>• Review of plan/programme should include informed by gender analysis</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Position of women may deteriorate</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Women and men may resist participation</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Gender-neutral</td>
<td>• Gender relations acknowledged</td>
<td>• Development may not be sustainable</td>
<td></td>
<td>• Review of plan should involve more comprehensive gender analysis</td>
</tr>
<tr>
<td></td>
<td>• No gender-specific solutions identified</td>
<td>• Gender relations remain unchanged</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Empowerment and equity not addressed</td>
<td>• Women’s work burden may increase</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Programme/project benefits may not be equitably shared</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Gender-responsive</td>
<td>• Gender relations acknowledged</td>
<td>• Promotes transformation of existing distribution of resources and responsibilities</td>
<td>Danida Road Sector Programme Support (RSPS2)</td>
<td>• Replicate programme</td>
</tr>
<tr>
<td></td>
<td>• Gender-specific solutions identified</td>
<td>• Promotes gender equity and empowerment</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Empowerment and equity addressed</td>
<td>• Sub-sector contribution to poverty</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Table 2.3: Gender Categorisation of Budgets

<table>
<thead>
<tr>
<th>Category</th>
<th>Issue</th>
<th>Comments</th>
<th>Examples</th>
<th>Action</th>
</tr>
</thead>
</table>
| Gender-blind   | • Ignores gender relations                                           | • Reinforces inequalities between women and men  
• Not based on gender analysis  
• Does not respond to gender needs  
• Women not likely to benefit equitably with men from interventions funded under this budget | MoWHC Ministerial Policy Statements (2003-2004, 2004-2005)                                      | • Mainstream gender in Policy Statement |
| Gender-sensitive | • Acknowledges gender relations                                      | • Promotes gender equality and equity  
• Based on gender analysis  
• Responds to gender needs  
• Women likely to benefit equitably with men from interventions funded under this budget |                                                                          | • Implement                 |
3.0 KEY STEPS IN MAINSTREAMING GENDER INTO POLICIES, PLANS AND PROGRAMMES

Gender analysis is fundamental to gender mainstreaming and should be undertaken for all sub-sector interventions and at each stage of the roads sub-sector cycle. The premise of gender analysis is that, women and men have different needs, priorities and constraints that should be appropriately addressed. Figure 3.1 below presents an overview of the key steps in mainstreaming gender into policies, plans and programmes/projects and the respective target group for the Guidelines.

Figure 3.1: Overview of Key Steps in Gender Mainstreaming in Policies, Plans and Programmes

<table>
<thead>
<tr>
<th>Project Cycle</th>
<th>Target Group</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pre-feasibility</td>
<td>Situational Analysis</td>
</tr>
<tr>
<td>study/Annual</td>
<td>• Project consultants</td>
</tr>
<tr>
<td>District Road</td>
<td>• Local governments: District</td>
</tr>
<tr>
<td>Inventory Survey</td>
<td>Engineer, Community</td>
</tr>
<tr>
<td>(ADRICS)</td>
<td>Development Officers (CDOs)</td>
</tr>
<tr>
<td>Feasibility Study</td>
<td>Gender Needs Assessment</td>
</tr>
<tr>
<td></td>
<td>• RAFU</td>
</tr>
<tr>
<td></td>
<td>• Local governments: District</td>
</tr>
<tr>
<td></td>
<td>Engineers, CDOs</td>
</tr>
<tr>
<td>Design</td>
<td>Design of Gender-responsive Interventions</td>
</tr>
<tr>
<td></td>
<td>• MoWHC PAU</td>
</tr>
<tr>
<td></td>
<td>• RAFU</td>
</tr>
<tr>
<td></td>
<td>• Local governments: District</td>
</tr>
<tr>
<td></td>
<td>Engineers, CDOs</td>
</tr>
<tr>
<td></td>
<td>• Project consultants</td>
</tr>
<tr>
<td>Appraisal</td>
<td>Gender Impact Assessment</td>
</tr>
<tr>
<td></td>
<td>• MoWHC ELU</td>
</tr>
<tr>
<td></td>
<td>• RAFU ELU</td>
</tr>
<tr>
<td></td>
<td>• Local governments: District</td>
</tr>
<tr>
<td></td>
<td>Engineers, CDOs</td>
</tr>
<tr>
<td></td>
<td>• Project consultants</td>
</tr>
<tr>
<td>Procurement</td>
<td>Implementation</td>
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<td>• MoWHC and RAFU</td>
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<td></td>
<td>• Local governments: District</td>
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<tr>
<td></td>
<td>Engineers, CDOs</td>
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<td>• Contractors</td>
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<tr>
<td>Construction</td>
<td>Monitoring</td>
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<tr>
<td>Supervision</td>
<td>• MoWHC ELU</td>
</tr>
<tr>
<td></td>
<td>• RAFU ELU</td>
</tr>
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<td></td>
<td>• Project consultants</td>
</tr>
</tbody>
</table>
3.1 Situational Analysis

Situational Analysis will form the basis of generating a gender-disaggregated baseline database upon which policy-makers and planners will draw to design efficient and effective interventions that respond to the travel and transport needs of women and men.

The situational analysis is aimed at establishing the existing gender relations in terms of travel patterns, transport needs as well as opportunities to participate in and benefit from developments in the sub-sector. Furthermore, it analyses the different knowledge, attitudes, experiences and practices that facilitate or constrain women’s as well as men’s participation in, and benefit from, the sub-sector.

The MoWHC Transport Planning Department, RAFU and local governments will undertake the situational analysis during the Annual District Road Inventory and Condition Survey (ADRICS) and by the consultants as part of the pre-feasibility studies. This process will be guided by key questions summarized in box 3.1 and 3.2.

Box 3.1: Key Questions for Situation Analysis

<table>
<thead>
<tr>
<th>A. Activity Profiling</th>
</tr>
</thead>
<tbody>
<tr>
<td>i) What work are women and men engaged in?</td>
</tr>
<tr>
<td>ii) Where is this work undertaken in homes, farms, outside the home?</td>
</tr>
<tr>
<td>iii) What type of road is predominantly used to undertake this work? Community access, or in terms of distance, how far is the work distance?</td>
</tr>
<tr>
<td>iv) How often are these trips made?</td>
</tr>
<tr>
<td>v) What is the average cost of each trip in terms of money or time spent?</td>
</tr>
<tr>
<td>vi) What modes of transport are used to undertake this work – intermediate means of transport (IMT), walking, motorised, head-loading, back-loading?</td>
</tr>
</tbody>
</table>

| Tools: Daily activity clocks, seasonal calendars, travel maps, public hearings |
| Sources of data: Separate women’s and men’s community and focus group discussions |

<table>
<thead>
<tr>
<th>B. Access to Services</th>
</tr>
</thead>
<tbody>
<tr>
<td>i) What services does the community have access to: health facilities, schools, water sources, markets, banking and credit facilities, agricultural advisory services?</td>
</tr>
<tr>
<td>ii) How long (distance and time) does it take to access the nearest respective service?</td>
</tr>
<tr>
<td>iii) How often are these trips made?</td>
</tr>
<tr>
<td>iv) What is the average cost of each trip – money and/or time spent?</td>
</tr>
<tr>
<td>v) What means of transport are utilised to access these services- IMT, motorised?</td>
</tr>
</tbody>
</table>
C. Resource Distribution

i) What is the ownership of motorised and non-motorised means of transport by sex?

ii) How many people, by sex, are employed in road works?

iii) What proportion of the income, by sex, is transport expenditure?

Tools: Resources and benefits flow diagrams, income and expenditure matrices, public hearings.
Sources of data: Separate women’s and men’s community and focus group discussions, key informant interviews

D. Constraints Analysis

i) How long (distance and time) does it take to get to the nearest community access, district and national road?

ii) How long (distance and time) does it take to access the nearest public transport pickup point?

iii) How passable are the community access, district and national roads that the community uses during the wet season?

iv) How many people, by sex, have been involved in road-related accidents over the past year?

v) What other roads sub-sector related constraints do women and men face?

vi) What opportunities exist for strengthening women’s as well as men’s participation in, and benefit from, the sub-sector?

vii) What can be done to improve the situation?

Tools: Problem trees, travel maps, action plans, public hearings.
Sources of data: Separate women and men’s community and focus group discussions, key informant interviews.

Box 3.2 Checklist of a Gender-sensitive Situational Analysis

i) Profile of socioeconomic activities by sex

ii) Clearly mapped travel patterns by sex: trip frequency, purpose, distance, cost and means of transport

iii) Profile of road condition by type: community access, district and national roads

iv) Accessibility to services

v) Gendered distribution of resources and benefits: means of transport, employment opportunities

vi) Constraints to participate in and benefit from sub-sector interventions by sex
3.2 Gender Needs Assessment

Gender needs assessment focuses on the identification and prioritisation of transport-related needs. It underscores people’s involvement and the inclusion of women as well as men’s concerns in the identification and prioritisation process.

Gender needs assessment will be integral to the overall process of defining sub-sector priorities and will be undertaken during the formulation process. Details of these are all outlined in Boxes 3.3 and 3.4.

**Box 3.3: Key Questions in Gender Needs Assessment**

i) What needs arise out of women’s and men’s work?
ii) What needs are related to women’s and men’s travel patterns?
iii) What needs are associated with mode(s) of transport?
iv) What are the priority needs of women and men in relation to the roads sub-sector?
v) What approach to road works has the most potential to yield benefits to women as well as men?
vi) What road design is the most appropriate?
vii) Who participated in the identification and prioritisation process by sex? Who was excluded and why?
viii) What actions can ensure that the excluded are involved?

**Tools:** Public hearings

**Sources of data:** Separate women’s and men’s community and focus group discussions, Situational Analysis Reports, ADRICS, Contractors’/ District Engineers’ records

**Box 3.4 Checklist for Gender Needs Assessment**

i) Identification of needs related to:
   - reducing women’s and men’s travel time
   - reducing women’s and men’s transport burden
   - improving women’s and men’s access to services
   - increasing women’s relative to men’s access to, ownership of and utilisation of means of transport including IMTs

ii) Identification of approach to road works that has the greatest potential of producing quality work and benefiting women and men, both directly and indirectly

iii) Identification of design of works that takes into consideration gendered travel patterns and transport needs

Ensuring that both women and men actively participate in the identification process.
3.3 Design of Gender Responsive Interventions

The design of all roads sub-sector interventions shall be gender responsive. Gender responsive interventions involve actions responding to the identified gender needs. These actions in which gender is explicit in terms of the goal, objectives, activities, resource allocation, and monitoring and evaluation.

These interventions may include women-specific actions intended to specifically address:

a) women’s relatively higher travel and transport burden compared to men’s;

b) women’s relative immobility and the resulting trade-offs they face in participating in, and benefiting from, sub-sector interventions.

For effective mainstreaming to be achieved, stakeholders need to change their attitudes towards women’s participation in the sub-sector. Furthermore, it requires that the gender capacities of planners and implementers are strengthened. Accordingly, gender awareness creation and capacity building activities should be considered for inclusion among the actions, where applicable.

The design of gender responsive interventions entails the following:

a) Actions to address the gendered needs identified including the allocation of resources; and

b) Development of a gender sensitive management information system for monitoring and evaluation purposes, establishing the extent to which gender is being mainstreamed in the sub-sector.

Other pertinent questions that need to be clarified with regard to the design of gender responsive interventions and given in for gender responsive interventions

**Box 3.3: Key Questions**

<table>
<thead>
<tr>
<th>i-</th>
<th>Does the proposed policy, or programme or project have a goal that influences gender relations in any way? Does it contribute to reducing or increasing the gap between women’s and men’s travel and transport burden?</th>
</tr>
</thead>
<tbody>
<tr>
<td>ii-</td>
<td>Does the intervention have explicit gender conscious objectives related to women’s and men’s travel patterns and transport needs?</td>
</tr>
<tr>
<td>iii-</td>
<td>Do the activities take into consideration gendered travel patterns and transport needs?</td>
</tr>
</tbody>
</table>
iv- Do the Bills of Quantities (BoQs) include sociological estimates to cater for mobilisation of the communities, gender awareness creation, participatory planning, implementation and monitoring?

v- Was road safety for women, children, the elderly and disabled taken into consideration during the design?

vi- Does the road provide for safe movement of pedestrians and cyclists?

vii- Does the design of the road provide for adequate shelter for passengers?

viii- Does the design of the road provide for public utilities (toilets) for passengers? Are these separate for women and men?

ix- What actions should be designed to address issues of equitable access to and ownership as well as utilisation of means of transport by both women and men?

x- Is there a need for affirmative action for women, i.e. designing specific activities, outputs and objectives for women through institution of quotas in employment and lines of credit for the purchase of IMTs?

xi- Is the monitoring and evaluation framework gender-responsive? Does it include gender-sensitive indicators and sources of data?

xii- What opportunities exist in the external environment that can be drawn upon to strengthen the gender responsiveness of the design?

xiii- What factors may hinder the achievement of the gender objectives? How can they be minimised?

xiv- What factors may hinder women’s participation and how can these be addressed?

**Box 3.6 Checklist for Gender-Responsive Designs**

i- Gender explicit in goal, purpose, outputs and activities.

ii- Gender sensitive monitoring and evaluation framework: indicators, sources of data.

iii- Women specific actions, where applicable.

iv- Gender awareness creation and capacity building, where applicable.

**3.4 Gender Budgeting**

Gender responsive budgeting is the allocation of resources in a manner that responds to the identified gender needs. The budget may have a gender specific line for implementing gender specific activities identified. To achieve these, the process
can be guided by the following considerations in Boxes 3.7 and 3.8 in gender responsive Budgeting.

**Box 3.7  Key Questions**

| i- | Does the budget demonstrate gender sensitivity? |
| ii- | Does the budget respond to the gender responsive actions identified during the planning process? Have provisions been made for the construction of shelter for passengers, separate facilities for women and men? |
| iii- | Have budgetary provisions been made for road safety campaigns? |
| iv- | Does the budget have a gender specific budget line to address gender specific activities identified, i.e. credit line for women for the purchase of IMT? |
| v- | Does the budget include gender awareness creation, mobilisation for road works, participatory planning, implementation and planning? |

**Tools:** Gender budget analysis.

**Sources of data:** Plan, Programme, Project budgets.

**Box 3.8  Checklist for Gender Budgeting**

| i- | Gender-specific budget line, where applicable |
| ii- | Costed sociological BoQs |

**3.5  Gender Impact Assessment**

Gender impact assessments will be integral to the process of appraising sub-sector interventions.

All interventions in the roads sub-sector shall be guided by a gender analysis to determine their potential impact on women as well as men. The purpose will be to design strategies to strengthen potential positive outcomes and mitigate potential negative effects. This can be achieved through consideration of questions summarized in Boxes 3.9 and 3.10.

**Box 3.9  Key Questions for Gender Impact Assessment**

| i- | Has a gender appraisal been undertaken? |
| ii- | What financial, economic and social benefits will the intervention bring to both women and men? |
| iii- | What is the potential impact of the intervention on gender relations? |
What is the potential impact of the intervention on gendered travel patterns?

Will the intervention address gendered time poverty? Will it alleviate women’s transport burden? Will it address women’s relative immobility?

Will the intervention contribute to women’s empowerment?

Will the intervention enhance women’s as well as men’s employment and income generating activities?

Will the intervention enhance women’s relative to men’s access to and ownership of resources, including IMT?

Will the intervention improve women’s relative to men’s access to social and economic services?

What is the potential contribution of the intervention to national gender equality and equity goals?

What are the potential social and gender costs of the intervention?

Do both women and men have the capacity and the opportunities to equitably participate in and benefit from the intervention?

What socio-cultural barriers are likely to constrain women’s equal participation in and benefit from the intervention?

What strategies can be put in place to ensure the achievement of positive gender outcomes?

What mitigation measures can be designed to address potential negative gender impacts?

What factors, with a bearing on gender, need to be monitored during implementation?

**Box 3.10 Checklist for Gender Impact Assessment**

- The programme/project brief to be prepared by the consulting engineer/ environment impact assessment team/ district engineer will include:
  - Potential impact on gendered travel patterns
  - Potential impact on gendered transport needs
  - Identified women’s and men’s opportunities and constraints to participating in and benefiting from the intervention
  - Identified factors to be monitored during implementation
  - Identified actions to strengthen potential positive gender outcomes
  - Design of mitigation measures

**Tools:** Gender analysis matrix (GAM)

**Sources of data:** Community

**3.6 Implementation**

Implementation of sub-sectoral interventions is the responsibility of local governments as well as private consulting and contracting firms. The district Gender
Guidelines for ... will be used to supplement this implementation checklist and questions at the local government level.

Gender shall be incorporated in the Terms of Reference (ToRs), prequalification, bidding and contract documents in order to ensure that the private sector (the key implementers) addresses the equity issues. Potential consulting and contracting firms should therefore demonstrate clear sensitivity to gender aspects in their activities.

**Box 3.11  Key Questions in the Implementation of**

<p>| | |</p>
<table>
<thead>
<tr>
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<tbody>
<tr>
<td>i-</td>
<td>Do the ToRs clearly specify the need for a gender-sensitive consultant’s team or the need for a gender specialist on the team?</td>
</tr>
<tr>
<td>ii-</td>
<td>Do the ToRs explicitly incorporate gender objectives and expected outputs?</td>
</tr>
<tr>
<td>iii-</td>
<td>Do the ToRs explicitly provide for utilisation of gender focused methods: collection, analysis and interpretation of data?</td>
</tr>
<tr>
<td>iv-</td>
<td>Do the prequalification and bidding documents indicate a preference for gender sensitive consultants or contractors and other service providers?</td>
</tr>
<tr>
<td>v-</td>
<td>Do the BoQs provide for sociological estimates to cover costs related to mobilisation, gender-awareness creation, enabling work environment and participatory monitoring? both women and men or a 30% quota for women for labour-based road works?</td>
</tr>
<tr>
<td>vi-</td>
<td>Does the contract document provide for equitable employment opportunities for both women and men or a 30% quota for women for labour-based road works?</td>
</tr>
<tr>
<td>vii-</td>
<td>Does the contract document provide for equitable mobilisation and recruitment of workers?</td>
</tr>
<tr>
<td>viii-</td>
<td>Does the contract document provide for a gender-sensitive human resource policy?</td>
</tr>
<tr>
<td>ix-</td>
<td>Does the contractor’s reporting format provide for the recording of sex or gender disaggregated data?</td>
</tr>
<tr>
<td>x-</td>
<td>Does the contract document provide for reward or sanction for gender compliance or non-gender compliance, respectively?</td>
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</tbody>
</table>

**Box 3.12 Checklist for Assessing Gender Sensitivity of Consultant’s/Contractor’s Profile**

<p>| | |</p>
<table>
<thead>
<tr>
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<tbody>
<tr>
<td>i-</td>
<td>How gender-sensitive is the consulting/contracting firm?</td>
</tr>
<tr>
<td>ii-</td>
<td>Does the firm have the capacity to execute the work in a gender-sensitive manner?</td>
</tr>
<tr>
<td>iii-</td>
<td>Does it have a gender specialist on its technical team?</td>
</tr>
<tr>
<td>iv-</td>
<td>Is it an equal opportunity employer?</td>
</tr>
<tr>
<td>v-</td>
<td>Does it have women among the managerial staff and the technical staff?</td>
</tr>
<tr>
<td>vi-</td>
<td>What is the track record of the firm in relation to complying with gender related contractual obligations?</td>
</tr>
<tr>
<td>vii-</td>
<td>What is the track record of the firm in employing women?</td>
</tr>
</tbody>
</table>
3.6.1 Implementation of Guidelines for Road Works

In order to ensure equal employment opportunities for women and men, as well as achieving other gender objectives, the following guidelines will be followed during the execution of road works.

a) **Mobilisation**

Mobilisation for road works will be done in a consultative manner involving community leaders (including representatives of women councils), representatives of community-based organisations (CBOs) with a gender mandate as well as female and male members of the community. Consultative meetings shall be held in the venues and time identified in a participatory manner with both female and male members of the community. Information to be passed out during these meetings should include, *inter alia*, employment opportunities, proposed wages and other benefits, and duration of contract. The contractor will be supported by local government Community Development Officers and Assistants (CDOs/CDAs).

b) **Awareness Creation**

The contractor will sensitise the communities, among others, on the importance of women’s employment and the need for an equitable recruitment procedure. The contractor will be supported by CDOs/CDAs.

c) **Recruitment**

Recruitment of the workers shall be done in collaboration with the local council members including the Secretary for Women. The contractor shall communicate the intention to recruit in good time and using appropriate channels such as local councillors including women and youth leaders, churches, schools, markets, trading centres and local council meetings. The communication should indicate the number of workers required and for what duration in addition, explicitly state the 30% minimum quota for women. As far
as possible, workers shall be recruited within a 3-km radius of the work site. The contractor is encouraged to recruit women with the required skills for supervisory roles.

**d) Organisation of Works**

The organisation of works should take into consideration women’s as well as men’s daily and seasonal schedules. Accordingly, there should be flexibility in the working hours and a task, rather than a daily rate, should be adopted for the works.

**e) Conducive Work Environment**

The contractor shall ensure that, the work environment promotes women’s as well as men’s efficiency and effectiveness and does not sustain gender stereotypes. Among others, the following shall be provided:

i- separate camp/site facilities for women and men, shelters for children

ii- where required, appropriate tools and storage facilities on site.

iii- Where appropriate, facilities should be clearly labelled for women or for men. A policy of equal pay for equal work done shall be adopted and payment of wages shall be made to the workers and not their representatives or spouses.

Monthly meetings will be held and are to be attended by the workers, local leaders and the contractors. Issues raised during the meetings will be addressed promptly and fairly by the contractor. Workers will elect a capable representative, who can advance gender concerns, to act as a liaison between them and the contractor.

The signs on site should use gender sensitive language, i.e. WORKS IN PROGRESS, PEOPLE AT WORK, rather than MEN AT WORK.

The contractor shall provide equal opportunities to women and men to participate in all tasks associated with the road works. For women, this includes undertaking tasks that are traditionally viewed as male work such as operating machines.
**f) Participatory Monitoring**

Monitoring of implementation of road works will be undertaken in a participatory manner involving the contractor, community leaders, CBOs with a gender mandate and the workers. This will be in the form of meetings with the focus of being how well the contractor is complying with the gender equality contractual obligations. CDOs who are involved in gender work will also be part of the monitoring process.

Gender compliance monitoring and evaluation forms shall be provided by the client.\(^1\)

**g) Reporting**

The contractor shall submit a Project Completion Report detailing:

i) Mobilisation and recruitment strategies employed.

ii) Number of workers employed disaggregated by sex, age.

iii) Task allocation by sex.

iv) Proportion of women employed in supervisory positions.

v) Proportion of wages accruing to women.

vi) Facilities provided to enhance women’s participation in road works.

vii) Capacity building for both female and male workers.

viii) Gender capacity building by contractor’s permanent staff at MELTC or other courses organised by MoWHC.

ix) Lessons learnt from implementations that can be the basis of documenting good practices.

The report shall be verified by the person taking up the function of Gender Focal Point Officer before final payment is effected.

### 3.6.2 Monitoring

All monitoring processes shall incorporate a gender perspective to facilitate the assessment of the sub-sector’s contribution to national gender equality and equity goals in general and the extent to which the respective programmes or projects are

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\(^1\) Gender compliance monitoring and evaluation forms to be reproduced from the MoWHC District Administrative and Operational Guidelines Manual C, Gender Guidelines. October 2003: Annex 5
progressing towards gender specific outputs. Accordingly, all the sub-sector’s monitoring indicators should, as far as possible, be disaggregated by sex and gender.

**Box 3.13  Key Questions for the Monitoring process**

| i- | Are the data sources and the data for verifying status broken down by sex and analysed in gender terms? |
| ii- | Is there progressive achievement of gender equality and equity? Is the intervention addressing gendered travel patterns and transport needs? |
| iii- | Are women and men being given equal opportunities to participate in and benefit from the intervention? |
| iv- | Is the distribution of benefits taking gender relations into account? |
| v- | Are women and men equally participating in the intervention? |
| vi- | Are the gender/women-specific activities being implemented? |
| vii- | Are resources being disbursed in a gender-sensitive manner? |

**Tools:** Beneficiary impact assessment, gender budget analysis and attitude surveys

**Sources of data:** Situational analysis reports/baseline data, community

**Box 3.14 Check list for Gender-sensitive Monitoring**

- Gender-sensitive management
- Gender-sensitive monitoring systems
- Participatory monitoring
4.0 MAINSTREAMING GENDER IN THE SUB-SECTOR INSTITUTIONS

Effective gender mainstreaming requires recognition of the institutional procedures as well as the organisational culture. The MoWHC and affiliate sub-sector institutions including RAFU, MELTC and the Public Works Training Centre (PWTC), Kyambogo will adopt the following guidelines:

4.1 Work Environment

A gender-responsive work environment shall be provided as follows:

i) All the sub-sector institutions will be equal opportunity employers: in recruitment, training, and remuneration.

ii) Affirmative action will be adopted in all sub-sector institutions to promote a balanced representation of women and men in decision-making.

iii) The workplace will be free of discrimination based on sex, marital status, pregnancy, and parenthood.

iv) All employees, especially the women, will be supported in their efforts to balance work and family responsibilities through family friendly policies such as paid sick leave, space and flexible time for breastfeeding mothers.

v) Sexual harassment at the workplace will not be tolerated and disciplinary measures will be instituted and enforced.

vi) All staff, women and men alike, at all levels will be made aware of their rights and responsibilities during all available opportunities and fora such as staff meetings, institutional bulletins and messages on noticeboards.

vii) Immediate and appropriate action will be taken if and when an employee complains of gender based violations related to her or his work.

4.2 Implementation and Internal Monitoring

i) All policies, procedures, manuals and guidelines that are used to implement processes by the respective sub-sector institutions will be reviewed and updated to incorporate gender.

ii) A gender impact assessment will be conducted for all future policies, plans and budgets formulated by the sub-sector institutions.
iii) All the sub-sector institutions will have an officer taking up the function of gender to provide the leadership for gender mainstreaming.

iv) All the sub-sector institutions will have a dedicated gender budget line to undertake mainstreaming activities such as awareness-creation and capacity building.

v) All the sub-sector institutions and departments will develop implementation flow charts with clear targets and indicators that integrate gender within their operational work.

vi) The sub-sector institutions will adopt gender-sensitive language including disaggregation of information by sex and gender in the preparation of reports.

vii) The ELUs in MoWHC and RAFU will review and comment on sub-sector policies, policy instruments, plans, budgets, contract documents, ToRs for gender sensitivity.
## Table 3: Summary of Guidelines for Mainstreaming Gender in Sub-Sector Interventions

<table>
<thead>
<tr>
<th>Action</th>
<th>Indicator</th>
<th>Tools</th>
<th>Responsibility</th>
<th>Programmes/Projects</th>
</tr>
</thead>
<tbody>
<tr>
<td>Situational analysis</td>
<td>• Gender disaggregated baseline data.</td>
<td>• Socioeconomic surveys.</td>
<td>• MoWHC</td>
<td>• RAFU</td>
</tr>
<tr>
<td></td>
<td>• Gender disaggregated travel patterns.</td>
<td>• Resource, infrastructural and travel maps.</td>
<td>• Local Governments</td>
<td>• Consultants</td>
</tr>
<tr>
<td></td>
<td>• Gender disaggregated transport needs.</td>
<td>• Daily activity clocks.</td>
<td></td>
<td>• Local Governments</td>
</tr>
<tr>
<td></td>
<td>• Opportunities for women to participate in sub-sector interventions equitably with men identified.</td>
<td>• Seasonal calendars.</td>
<td></td>
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</tr>
<tr>
<td></td>
<td></td>
<td>• Resources and benefit flow diagrams.</td>
<td></td>
<td></td>
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<td></td>
<td></td>
<td></td>
<td>MoWHC</td>
<td>RAFU</td>
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<td></td>
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<td></td>
<td>Local Governments</td>
<td>Consultants</td>
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<td></td>
<td></td>
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<td></td>
<td>Local Governments</td>
</tr>
<tr>
<td>Gender needs assessment</td>
<td>• Gender sensitive participatory identification of interventions.</td>
<td>• Pair wise ranking</td>
<td>• MoWHC</td>
<td>RAFU</td>
</tr>
<tr>
<td></td>
<td>• Gender sensitive participatory prioritisation of interventions.</td>
<td></td>
<td>Local Governments</td>
<td>Consultants</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Local Governments</td>
</tr>
<tr>
<td>Design of gender-responsive interventions</td>
<td>• Gender responsive policies, RSDP2 and work plans:</td>
<td>• Participatory objectives-oriented planning tools:</td>
<td>• MoWHC</td>
<td>RAFU</td>
</tr>
<tr>
<td></td>
<td>- Gender explicit in activities, outputs, outcomes and objectives.</td>
<td>- constraints analysis:</td>
<td>Local Governments</td>
<td>Consultants</td>
</tr>
<tr>
<td></td>
<td>- Women specific activities where appropriate.</td>
<td>- causes and effects</td>
<td></td>
<td>Local Governments</td>
</tr>
<tr>
<td></td>
<td>- Gender sensitive performance indicators.</td>
<td>- objectives analysis</td>
<td></td>
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</tr>
<tr>
<td></td>
<td></td>
<td>- Venn diagrams</td>
<td>MoWHC</td>
<td></td>
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<td></td>
<td></td>
<td></td>
<td>Local Governments</td>
<td></td>
</tr>
<tr>
<td>Gender budgeting</td>
<td>• Gender responsive budget framework papers.</td>
<td>• Gender budget analysis</td>
<td>• MoWHC</td>
<td>RAFU</td>
</tr>
<tr>
<td></td>
<td>• Gender-responsive ministerial policy statement.</td>
<td></td>
<td>Local Governments</td>
<td>Consultants</td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td>Local Governments</td>
</tr>
<tr>
<td>Appraisal</td>
<td>• Potential gender impacts identified.</td>
<td>• Gender analysis matrix</td>
<td>• MoWHC</td>
<td>RAFU</td>
</tr>
<tr>
<td></td>
<td>• Measures put in place to strengthen potential positive outcomes.</td>
<td></td>
<td>Local Governments</td>
<td>Consultants</td>
</tr>
<tr>
<td></td>
<td>• Measures put in place to mitigate potential negative outcomes.</td>
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<td>Local Governments</td>
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<tr>
<td>Action</td>
<td>Indicator</td>
<td>Tools</td>
<td>Responsibility</td>
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</table>
| Implementation | • Proportion of gender-sensitive consulting or contracting firms awarded tenders.  
• % of consulting or contracting firms received gender training.  
• Proportion of gender compliant consulting or contracting firms.  
• Proportion of DUCAR roads rehabilitated using labour-based methods.  
• Proportion of women employed in road works.  
• Proportion of income from road works accruing to women. | • Content analysis of reports | • Local Governments  
• Contractors  
• Consultants |
| Monitoring and reporting | • Target and achievement data disaggregated by gender.  
• Qualitative analysis from a gender perspective of quantitative achievements.  
• Use of gender-sensitive language in monitoring reports.  
• Documentation of good gender mainstreaming practices | • Gender budget analysis  
• Perceptions and attitude surveys  
• Beneficiary impact assessment | • MoWHC  
• MoGLSD  
• Consultants  
• Local Governments |
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