POLICY STATEMENT FOR MAINSTREAMING GENDER INTO THE ROAD SUB-SECTOR

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P.O. Box 10
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February 2006
# TABLE OF CONTENTS

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>FOREWORD</td>
<td>iii</td>
</tr>
<tr>
<td>ABBREVIATIONS AND ACRONYMANS</td>
<td>v</td>
</tr>
<tr>
<td>KEY CONCEPTS</td>
<td>vi</td>
</tr>
<tr>
<td>EXECUTIVE SUMMARY</td>
<td>ix</td>
</tr>
<tr>
<td>1.0 INTRODUCTION</td>
<td></td>
</tr>
<tr>
<td>1.1 The Road Sub-Sector</td>
<td>1</td>
</tr>
<tr>
<td>1.2 Policy and Institutional Framework</td>
<td>1</td>
</tr>
<tr>
<td>2.0 CONCEPTUAL FRAMEWORK AND JUSTIFICATION</td>
<td>3</td>
</tr>
<tr>
<td>2.1 Concept of Gender Mainstreaming</td>
<td>3</td>
</tr>
<tr>
<td>2.2 Gender Relations in the Road Sub-sector</td>
<td>5</td>
</tr>
<tr>
<td>2.2.1 Gendered Travel Patterns</td>
<td>5</td>
</tr>
<tr>
<td>2.2.2 Gendered Transport Needs</td>
<td>6</td>
</tr>
<tr>
<td>2.3 Justification for Mainstreaming Gender in the Road Sub-Sector</td>
<td>6</td>
</tr>
<tr>
<td>2.3.1 Global Commitments to Gender Equality and Equity</td>
<td>7</td>
</tr>
<tr>
<td>2.3.2 Gender Policy Environment</td>
<td>10</td>
</tr>
<tr>
<td>2.3.3 Decentralisation Policy</td>
<td>11</td>
</tr>
<tr>
<td>2.3.4 Poverty Eradication Action Plan</td>
<td>11</td>
</tr>
<tr>
<td>2.3.5 Road Sector Development Programme</td>
<td>12</td>
</tr>
<tr>
<td>2.3.6 Plan for Modernisation of Agriculture</td>
<td>12</td>
</tr>
<tr>
<td>3.0 ACHIEVEMENTS, OPPORTUNITIES AND CHALLENGES</td>
<td>13</td>
</tr>
<tr>
<td>3.1 Achievements and Gaps</td>
<td>13</td>
</tr>
<tr>
<td>3.1.1 The Transport Sector Policy</td>
<td>13</td>
</tr>
<tr>
<td>3.1.2 Road Sector Development Programme (RSDP2)</td>
<td>13</td>
</tr>
<tr>
<td>3.1.3 Strategy for District, Urban and Community Access Roads</td>
<td>14</td>
</tr>
<tr>
<td>3.1.4 District Administrative and Operational Gender Guidelines</td>
<td>16</td>
</tr>
<tr>
<td>3.1.5 Contribution of MoWHC in Review of PEAP</td>
<td>17</td>
</tr>
<tr>
<td>3.1.6 Institutional Mechanisms for Mainstreaming Gender</td>
<td>17</td>
</tr>
<tr>
<td>3.2 Opportunities for Mainstreaming Gender</td>
<td>17</td>
</tr>
<tr>
<td>3.2.1 Institutional Set-up</td>
<td>18</td>
</tr>
<tr>
<td>3.2.2 Educational System</td>
<td>18</td>
</tr>
<tr>
<td>3.2.4 Utilisation of Poverty Action Funds by Local Governments</td>
<td>18</td>
</tr>
<tr>
<td>3.2.5 Strong National Women’s Movement</td>
<td>18</td>
</tr>
<tr>
<td>3.3 Challenges of Gender Mainstreaming in the Road Sub-Sector</td>
<td>19</td>
</tr>
<tr>
<td>3.3.1 Constraints to Women’s Participation in Road Works</td>
<td>19</td>
</tr>
<tr>
<td>3.3.2 Limited Understanding and Capacity to Undertake Gender Mainstreaming</td>
<td>20</td>
</tr>
<tr>
<td>3.3.3 Development of Gender Sensitive Indicators</td>
<td>21</td>
</tr>
<tr>
<td>3.3.4 Societal Norms</td>
<td>21</td>
</tr>
<tr>
<td>3.3.5 Compartmentalisation of Gender</td>
<td>21</td>
</tr>
<tr>
<td>3.3.6 Conventional Planning, Budgeting and Execution of Road Works</td>
<td>21</td>
</tr>
</tbody>
</table>
4.0 GENDER POLICY STATEMENT AND STRATEGIES 23
4.1 Policy Statement 23
  4.1.1 Statement of Commitment 23
  4.1.2 Objectives of Policy Statement 24
  4.1.3 Guiding Principles 24
4.2 Strategies 25
  4.2.1 Integration of Gender into Road Sub-Sector Policies, Plans &Budgets 25
  4.2.2 Allocation of Financial and Technical Resources to Address Gender 25
  4.2.3 Incorporating Gender into Engineering Standards 26
  4.2.4 Sustained Gender Awareness Creation among Sub-Sector Institutions 26
4.3 Gendered Outcomes 27
5.0 ACTION PLAN FOR IMPLEMENTING THE GENDER POLICY 28
  5.1 Gender Capacity-Building 28
  5.2 Formulation of Policies, Plans, Programmes and Budgets 29
6.0 ENFORCEMENT AND IMPLEMENTATION MODALITIES 34
  6.1 Internal Processes 34
  6.2 Institutional Mechanisms 34
7.0 COSTINGS 36
REFERENCES 38
FOREWORD

The Constitution of the Republic of Uganda provides for affirmative action as a deliberate strategy to redress past discrimination against disadvantaged groups, especially women, youth and people with disabilities. The roles of both women and men in the development process of the country are upheld by Government as provided in the National Gender Policy. The gender policy, among other strategies, obliges all Government Ministries to mainstream gender concerns into their policies, strategies, plans, programmes and activities.

In light of the above and following the reforms in the country, my Ministry established an Environmental Liaison Unit (ELU) with the overall objective to integrate Gender, HIV/AIDS, Occupational Health and Safety, Environmental and People with Disability concerns in the policies, planning process, programmes and activities of the Ministry and monitor their implementation. This Gender Policy Statement is therefore aimed at mainstreaming gender issues into the road sub-sector.

The overall objective of this Policy is to strengthen the road sub-sector contribution to poverty reduction through provision of an enabling environment where women and men, girls and boys participate in and benefit from developments in the sub-sector in an equitable manner. The policy also seeks to promote gender responsive service delivery; strengthen the capacities of the sub-sector institutions, partners and service providers to mainstream gender; and commit adequate resources for gender responsive activities in the road sub-sector. Formulation of this policy was guided by other policies which included: Poverty Eradication Action Plan (PEAP), National Gender Policy (2004), draft Transport Sector Policy & Strategy (2003), Strategy for District, Urban and Community Access Roads (2004), Local Government Act of 1997 and global commitments to gender equality and quality.

My Ministry recognises the fact that in the road sub-sector, the inequalities between women and men manifest themselves through gendered travel patterns and transport needs as well as capabilities to participate in and benefit from the sub-sector. Women and men have different travel patterns, transport needs as well as levels of empowerment, and that these differences need to be identified and addressed in a manner that rectifies the imbalance between the sexes. I have no doubt that implementation of this Policy will address the gender equality, equity and empowerment in the road sub-sector through affirmative actions.

My Ministry is moving away from direct implementation of infrastructure or delivery of services and concentrating on setting policies, regulations and monitoring. Implementation of Ministry activities is increasingly becoming the role of private sector. This Policy therefore, provides an operational framework to guide the contractors, consultants and private transport operators on how to address gender issues. Its implementation, together with other Transport Sector Policies and Strategies will strengthen contribution of my Ministry to the PEAP, Social Development Investment Plan, attainment of the Millennium Development Goals and other undertakings to which the Government is a signatory in the area of Gender.
Preparation of this Policy was based on a comprehensive analytical and consultative process involving a number of stakeholders at both national and local government levels. I therefore want to register my appreciation to all those who contributed to its preparation.

I wish to thank our Development Partners particularly Danida for their financial support in preparation of this Policy. I commend efforts of the representatives of the various Government Lead Agencies and members of the Technical Working Group who were involved in numerous consultative meetings and workshops and for guiding the process.

My thanks further go to the Consultants for their in-depth study, analysis and preparation of the documents that culminated into this Policy Statement and Guidelines.

Lastly, I wish to thank my Permanent Secretary and his Staff for the invaluable time they spent in preparation of this Policy document.

John Nasasira
Minister of Works and Transport
<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Full Form</th>
</tr>
</thead>
<tbody>
<tr>
<td>ADRICS</td>
<td>Annual District Road Inventory and Condition Survey</td>
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<tr>
<td>AIDS</td>
<td>Acquired Immune Deficiency Syndrome</td>
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<td>BFP</td>
<td>Budget Framework Paper</td>
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<td>BoQs</td>
<td>Bills of Quantities</td>
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<td>CBO</td>
<td>Community-Based Organisation</td>
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<tr>
<td>CEDAW</td>
<td>Convention on Elimination of all Forms of Discrimination Against Women</td>
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<td>CSO</td>
<td>Civil Society Organisation</td>
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<td>DUCAR</td>
<td>District, Urban and Community Access Roads</td>
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<td>ELU</td>
<td>Environmental Liaison Unit</td>
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<td>ERB</td>
<td>Engineers Registration Board</td>
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<td>HIV</td>
<td>Human Immunodeficiency Virus</td>
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<td>IMTs</td>
<td>Intermediate Means of Transport</td>
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<td>LGDPII</td>
<td>Second Local Government Development Programme</td>
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<td>MDGs</td>
<td>Millennium Development Goals</td>
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<td>METC</td>
<td>Mount Elgon Labour-based Training Centre</td>
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<td>MoFPED</td>
<td>Ministry of Finance, Planning and Economic Development</td>
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<td>MoGLSD</td>
<td>Ministry of Gender, Labour and Social Development</td>
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<td>MoLG</td>
<td>Ministry of Local Government</td>
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<tr>
<td>MoWHC</td>
<td>Ministry of Works, Housing and Communications</td>
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<tr>
<td>NGO</td>
<td>Non-Governmental Organisation</td>
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<td>NGP</td>
<td>National Gender Policy</td>
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<td>PAU</td>
<td>Policy Analysis Unit</td>
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<tr>
<td>PEAP</td>
<td>Poverty Eradication Action Plan</td>
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<td>PMA</td>
<td>Plan for the Modernisation of Agriculture</td>
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<td>PWD</td>
<td>People with Disability</td>
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<td>PWTC</td>
<td>Public Works Training Centre</td>
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<td>RAFU</td>
<td>Road Agency Formation Unit</td>
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<td>RSDP2</td>
<td>Second Updated Road Sector Development Plan</td>
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<td>SDIP</td>
<td>Social Development Sector Strategic Investment Plan</td>
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<td>SWAp</td>
<td>Sector Wide Approach</td>
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<td>TNA</td>
<td>Training Needs Assessment</td>
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<td>ToT</td>
<td>Training of Trainers</td>
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<td>TYDRIP</td>
<td>Ten-Year District Roads Investment Programme</td>
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<tr>
<td>UACE</td>
<td>Uganda Association of Consulting Engineers</td>
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<td>UN</td>
<td>United Nations</td>
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<td>UNABCEC</td>
<td>Uganda National Association of Building and Civil Engineering Contractors</td>
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<td>UNRA</td>
<td>Uganda National Road Authority</td>
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<td>UPE</td>
<td>Universal Primary Education</td>
</tr>
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<td>UPPAP2</td>
<td>Second Uganda Participatory Poverty Assessment Programme</td>
</tr>
</tbody>
</table>
KEY CONCEPTS

1. **Road Sub-sector**
The road sub-sector consists of the physical assets (road network), the means of transport, institutions, as well as stakeholders at policy, implementation and beneficiary levels.

2. **Affirmative Action**
It is a deliberate short-term strategy to redress past discrimination against disadvantaged groups, especially women, youth and people with disabilities (PWD). Adoption of affirmative action will promote their empowerment and ensure that they participate in, and benefit from, sub-sector developments equitably with men.

3. **Empowerment**
Empowerment is the creation of an enabling environment where both women and 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 roads 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, medical care, as well as productive resources like land, labour and credit to a level of control of these resources in a gender-equitable manner.

4. **Gender and Sex**
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 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 socioeconomic groupings.

5. **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 roles in society, and because of the differences in the way resources are allocated, roads sub-sector policies, plans and programmes affect them in different ways.

6. **Gender-Awareness**
Gender awareness refers to the understanding that there are socially determined differences between women and men affecting their ability to participate in and benefit from the road sub-sector interventions equitably.
7. 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 opportunities, in relation to those of men, to participate in and benefit from developments in the road sub-sector.

8. Gender-blind
Gender-blind is being unaware of the impact some policies, strategies, plans and programmes, can have on the life experiences and outcomes for girls and boys, men and women. In the roads sub-sector, it means not taking consideration of gender differences in travel patterns, transport needs and opportunities to participate in, and benefit from, the sub-sector interventions.

9. 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 road sub-sector are equal.

10. Gender Equity
Gender equity refers to fairness and justice in the distribution of benefits and responsibilities. For gender equity in the road sub-sector to be attained, it is important to appreciate that both 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.

11. Gender Impact Assessment
Gender Impact Assessment is integral to socio-economic/environment/financial assessment undertaken to enhance positive impact and prevent/mitigate any likely negative impact (in terms exacerbating gender inequalities and inequities) of proposed or on-going interventions.

12. Gender Mainstreaming
The gender dimension is explicit and verifiable at institutional and operational levels including phases of road 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.

13. Gender-responsiveness
Gender responsiveness refers to 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 road sub-sector with the intention of empowering women and promoting gender equality and equity.

14.  Gender Roles
Gender roles refer to what women and men are expected to do and how they are expected to behave towards each other, usually varying according to culture, marital status, age and other dimensions of social differences. Women and children bear the transport burden of collection of water and fuel-wood using their heads whereas young boys and men when they rarely do they use bicycles.

15.  Gender-sensitive
The ability to acknowledge that, differences exist between women and men’s opportunities and capabilities to participate in, and benefit from, developments in the road sub-sector and analyse how these differences arise in society is referred to as being gender-sensitive.

16.  Sex-disaggregated Data
Sex disaggregated data is the quantitative information collected on women and men individually. 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.

17.  Gender-disaggregated Data
Gender dis-aggregated data is information collected that indicates the gendered travel patterns, the gender transport needs and the differences in women and men 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 road sub-sector.

18.  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 road sub-sector are improving women relative to men’s economic choices as well as the enhancement and exercise of their capabilities. For example the number/proportion of women or men employed in road works or owning intermediate means of transport (IMT). Gender sensitive indicators offer practical information for gender planning.
EXECUTIVE SUMMARY

1. The Ministry of Works, Housing and Communications has prepared this Gender Policy Statement for the road sub-sector to articulate its political commitment to addressing gender inequalities in the sub-sector. The mandate for the preparation of the Policy Statement is derived from the National Gender Policy of 2004.

2. The MOWHC recognises that women and men have different travel and transport needs and that these differences can affect the way in which they can access opportunities in the sub-sector. The Ministry also recognises that women experience a heavier travel and transport burden than men. This results in women facing many more trade-offs than men and restricts their economic choices as well as the enhancement and exercise of their capabilities, thus worsening their poverty. The MoWHC also acknowledges that the institutions and structures that identify, design and implement sub-sector interventions function in ways which largely prioritise men’s needs and viewpoints. The Ministry further acknowledges the fact that policy decisions made at the macro level have potentially different impacts on women and men.

3. In view of the above, the Ministry has prepared this Policy Statement for the road sub-sector to ensure that gender is explicit at institutional and operational levels including phases of road sub-sector policy formulation, programming, identification, design, appraisal, implementation, monitoring as well as evaluation.

4. The Policy was prepared in a highly participatory manner that involved consultations of sub-sector stakeholders at national and local government levels. It was informed by a critical review of the existing policies and institutional frameworks that identified gaps, opportunities and challenges of mainstreaming gender into the sub-sector. It fits within the transport sector institutional framework and its formulation was guided by the Poverty Eradication Action Plan (PEAP), the draft Transport Sector Policy and Strategy, the draft White Paper on Sustainable Maintenance of District, Urban and Community Access Roads (DUCAR), the NGP, global commitments to gender equality and equity as well as the Local Governments Act (1997). It therefore provides the operational framework for mainstreaming gender into the sub-sector and will guide the stakeholders in the development of all types of roads and means of transport.

5. In order to ensure that this Policy becomes more of an integral part of the sector rather than simply symbolic, it will be incorporated in the road sub-sector policy. Guidelines for mainstreaming gender into the sub-sector have been developed to translate this Policy into action at the planning as well as the project level.
6. The overall objective of this Policy is to strengthen the sub-sector's contribution to poverty eradication through provision of an enabling environment where women and men participate in, and benefit from, developments in the sub-sector in an equitable manner. The purpose of the Policy is to institutionalise a gender perspective in the roads sub-sector institutions, and the operational and regulatory frameworks. Its specific objectives are to:

   a) promote gender-responsive sub-sector policies, programmes and plans;
   b) promote gender-responsive service delivery;
   c) enhance equality of opportunities between women/girls and men/boys in the sub-sector;
   d) commit adequate resources to gender-responsive activities in the sub-sector; and
   e) strengthen the capacities of sub-sector institutions, partners and service providers to mainstream gender.

7. The Policy objectives shall be realised through the following strategies:

   a) Integrating gender into the analysis and formulation of all sub-sector policies;
   b) Ensuring that gender is explicit and verifiable in sub-sector plans including the Road Sector Development Plan and District Roads Investment Plan;
   c) Mobilising and allocating financial and technical resources to implement the Policy Statement Action Plan;
   d) Incorporating gender in pre-qualification, bidding, and contract documents;
   e) Incorporating gender in road design and road maintenance manuals as well as general and specific specifications of road and bridge works;
   f) Sustained gender awareness creation among sub-sector stakeholders;
   g) Focused and tailored training to strengthen sub-sector stakeholders’ capacity to execute their respective mandates in a gender-sensitive manner;
   h) Incorporating gender in the planning and execution of in-house training programmes;
   i) Preparing guidelines to translate the Policy Statement into action at the planning and operational levels;
   j) Conducting research to generate sex- and gender-disaggregated data; and
   k) Monitoring compliance to gender by the sub-sector stakeholders.

8. Implementing this Policy will strengthen the sub-sector’s contribution to economic growth and poverty eradication through addressing the inefficiencies that possible gender inequalities might provoke, as well as those resulting from the failure to recognise these inequalities. The gender commitments of this Policy include the development of gender-sensitive monitoring indicators, implementation strategies and funding. The MoWHC
will strengthen the capacities of the Quality Management Department and the Environment Liaison Unit (ELU) to enforce gender compliance and provide the technical oversight for implementing this Policy Statement, respectively.

9. In order to enforce compliance, the Policy has in-built incentives to mainstream gender. Gender will be one of the criteria used for internal processes such as tendering, procurement and contracting. The Policy involves a number of strategic actions, many of which require modifying and reorganising to improve the sub-sector’s institutional, operational and regulatory procedures and processes. These actions will be financed out of the reallocation of existing development and running-cost budgets.

10. The MoWHC will invest in capacity-building of the sub-sector stakeholders to ensure that they execute their respective mandates in a gender-sensitive manner. The Ministry will thus mobilise financial and technical resources for the purpose. In consideration of the diversity of mandates of the road sub-sector stakeholders, a multi-dissemination strategy has been prepared.
1.0 INTRODUCTION

1.1 The Road Sub-Sector

Uganda’s transport sector consists of rail, water, air and roads. Road transport is by far the dominant mode of transport, accounting for 99% of all human traffic and 95% of the internal movement of all goods. The road network is estimated to be 64,558 km comprising of national, district, urban and community access roads. The national roads connect the respective districts and the country with its neighbours and constitute 14.7% of the entire network.

District roads constitute 34.5% and connect rural to the urban areas as well as to the national road network. They also link up committees Urban roads make up 4.3% of the network and the community access roads that constitute 46% provide access to and from schools, villages, community centres and the national and district roads.

The means of transport include motor vehicles and Intermediate Means of Transport (IMTs), which are for domestic transport and an alternative to the use of motorised transport. IMTs which include bicycles, wheelbarrows, ox-carts, donkeys and wooden cycles, are considered by the MoWHC to be the most important means of transport for the rural poor\(^1\), the majority of whom are women.

1.2 Policy and Institutional Framework

The key policies and plans guiding the road sub-sector activities and plans include:

a) Poverty Eradication Action Plan, 2000 and 2004
c) 10-Year District Roads Investment Programme (TYDRIP), 2003
e) Updated Road Sector Development Plan (RSDP2), 2002
f) Strategy for on Sustainable Maintenance of District and Community Access Roads, 2004

The road sub-sector includes a number of stakeholders as categorized in figure 1. There are three main levels of stakeholders namely Macro, Meso and Micro. At the macro level are institutions such as the MoWHC, the Ministry of Finance, Planning and Economic Development (MoFPED) Ministry of Gender, Labour and Social Development (MGLSD), which are responsible for development of policies and macro planning for development and maintenance and development partners who provide most of the support in development of the physical assets. In particular the role MoWHC is policy formulation, monitoring of works and management of the national roads.

District, urban and local governments are responsible for district and urban roads, respectively, while local communities manage community access roads while RAFU is

\(^1\) GoU/MoWHC. PEAP Review Report. November 2003, p19
charged with all major national road development projects. The transport section of MoFPED is responsible for co-ordinating donor contributions to the transport sector. It plays a further coordination role with MoWHC regarding the level of development and recurrent expenditures in the sub-sector.

The MoWHC operates two training institutions that offer in-service training for its staff and service providers, namely; Mount Elgon Labour-based Centre (MELTC) and the Public Works Training Centre, Kyambogo.

The local governments, through the statutory works committees and tender boards, co-ordinate all development activities related to the sub-sector and implement decisions made at the macro level. Private institutions include contractors, consultants and suppliers whose activities are related to the implementation of road works. The micro level is constituted of transport operators and users – the intended primary beneficiaries of investment in the sub-sector.

Figure 1: Road Sub-sector Stakeholders

**Policy formulation, Sub-sector Planning and Budgeting**

**MACRO LEVEL**
MoWHC, RAFU, MOGLSD, Development Aid Partners

**Programme/Project Planning, Implementation, Monitoring**

**MESO LEVEL**
Local Government Works Committees
Local Government Tender Boards
MoWHC Station Engineers
Local Government District Engineers
Consultants
Contractors
Service Providers

**Beneficiaries: Transport Operators and Users**

**MICRO LEVEL**
Communities
Households
Women/Girls and Men/Boys
2.0 CONCEPTUAL FRAMEWORK AND JUSTIFICATION

2.1 Concept of Gender Mainstreaming

The road sub-sector contributes to poverty reduction through improving access to social and economic services and providing employment opportunities through construction and maintenance of roads. However, owing to the fact that women and men occupy different social and economic positions in society, and perform different activities, there are gender inequalities in their participation in, and benefit from, the sub-sector. These inequalities are manifested in terms of gendered travel patterns, transport needs, women's disempowerment and gender differences in capability and opportunity. These inequalities can be addressed by developing strategies for mainstreaming gender into the road sub-sector.

The concept of gender mainstreaming has been adopted as a way of promoting greater equality and equity between women and men. It is a commitment to ensuring that the needs, experiences and priorities of both women and men are integral to all development decisions and interventions. This includes the identification, design, appraisal & implementation and monitoring of legislation, policies, plan, and budgets. The concept concerns the staffing, procedures and culture of organisations as well as their programmes, and it forms part of the responsibility of staff.

Therefore gender mainstreaming process starts with acknowledging the gender differences followed with gender analysis. Following the analysis, strategies are developed to address the shortcomings or gaps. Adequate resources are then allocated through gender budgeting process. The above process is then followed with a gender-sensitive service delivery and monitoring.

Mainstreaming gender into the road sub-sector will require a shift in the policy-making, planning and programming processes. It calls for gender sensitivity with respect to recognising that gender structures women's and men's opportunities and access.

Furthermore, the concept involves conducting gender analysis to:

(a) Establish both women and men’s travel patterns, their transport needs as well as their capabilities to take advantage of developments in the sector; and
(b) Assess the potential gender impacts of sub-sector developments.

The gender analysis generates gender-disaggregated data that provides a basis for developing gender-sensitive indicators for monitoring the progress of the mainstreaming process. The gender mainstreaming process in the road sub-sector and the expected outcomes are summarized in figure 2.

In order to be truly gender-responsive, it is essential that interventions responding to the identified travel patterns, transport needs and capabilities are designed and resources allocated for their implementation. That way, the sub-sector will contribute
to gender equality and equity as well as, promote women’s empowerment, which is essential for sustainable poverty reduction.

Figure 2: Process and Outcomes of Mainstreaming Gender in the Road Sub-Sector

- **Gender-Sensitive**
  - Acknowledge gender differences

- **Gender Analysis**
  - Identify differences in travel patterns, transport needs, constraints and opportunities to participate in and benefit from developments in the sub-sector (gender-disaggregated data).
  - Identify potential gender impacts

- **Gender-Responsive Design**
  - Identify gender-specific and/or women-specific strategies to strengthen outcome of potential benefits and mitigate possible negative outcomes

- **Gender Budgeting**
  - Allocate resources to implement gender-/women-specific strategies

- **Gender-Sensitive Service Delivery and Monitoring**

- **Gender Equality**

- **Women’s Empowerment**

- **Gender Equity**

- **Sub-sector’s Contribution to Poverty Eradication Strengthened**
2.2 Gender Relations in the Road Sub-sector

2.2.1 Gendered Travel Patterns

Women, especially those in rural areas dominate in the family care responsibilities and bear the reproductive function that engenders the labour force. In addition, their nurturing functions sustain and maintain the labour force since they are involved in cooking, cleaning, collecting water and fuel wood, care for the sick, the elderly, and the young. Women’s work in the productive economy is largely agro-based. Women constitute 80% of the agricultural labour force and most of this is in the subsistence sector. On the contrary, men’s work is predominantly in the productive market economy. Most of the work undertaken in the economy involves travel. But owing to the economic and cultural constraints, most women’s travel is on foot since only a few have access to IMTs and motorised vehicles. This, coupled with their head and/or back loading, predisposes them to the dangers of motorised traffic accidents. Women’s activities in the care and productive economy are largely undertaken using community access roads. Men predominate in national and local government decision-making, as illustrated in figure 3.

Findings of the Second Uganda Participatory Poverty Assessment Programme (UPPAP2) indicate that, at the household level, men are involved in the marketing of agricultural produce. They also predominate in the commercial agricultural sector, suggesting that investment in roads that facilitate transportation of agricultural products and promote commerce and trade largely benefits them. The findings also show that whereas women prioritise community access roads during local government participatory planning exercises, men are more concerned with the condition of district and national roads.

Figure 3: Gender Representation in National and Local Government Decision-making (%)

Source: EASSI (2003) Africa Gender and Development Index, Uganda

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2 Men control productive assets (in rural areas, this relates to land) and therefore make decisions regarding the income accruing from their utilisation. Furthermore, in most societies in Uganda, it is culturally unacceptable for women to ride bicycles.
2.2.2 Gendered Transport Needs

Transport needs of people vary by socio-economic grouping (in terms of sex, ability of the body, age, activity and the like). Women’s transport needs are largely related to facilitating their work in the care and subsistence economy, while that of the men is in terms of facilitating them in the market economy. Women’s work imposes on them a heavy travel and transport burden involving long journeys to water points and sources of fuel wood without the benefit of labour- or time-saving technology. This suggests that promotion of IMTs and the investment in community access roads would greatly contribute to women’s improved mobility. Furthermore, the adoption of integrated rural accessibility planning would improve access to services.

2.2.3 Gendered Participation and Benefit

Women and men have different capabilities to participate in, and benefit from, the road sub-sector. Gender biases in education result in adult literacy levels of women being lower (51%) than men’s (77%). Furthermore, women predominate in the arts-based disciplines in the Universities. These differences are reflected in formal employment where women are under-represented in the skilled labour force in practically all the institutions of the road sub-sector. The Poverty Status Report (2003) identifies non-involvement of women in road works *inter alia* as one of the challenges of improving access to rural areas.

The potential for employment of unskilled women and men is relatively high in labour-based road construction and maintenance works. Women are however, not well-positioned to take advantage of these opportunities. Owing to their work burden, women face trade-offs as their labour is rendered non-transferable to road works. This is compounded by men’s control over women’s labour and time where evidence from the field (UPPAP2) indicates that women have to ask their spouses for permission to go out of the home for meetings, work and other related activities.

Women are more disadvantaged than men as regards to the demand for services in the road sub-sector. Their purchasing power is low since most of their activities in the domestic sphere do not enter the market and thus do not earn an income. This implies that women are less likely to use motorised means of transport or own IMTs than men. For instance, the UPPAP2 findings indicated that, women generally lacked financial and decision-making powers in the household regarding access to health care services and had to seek permission from their husbands before seeking health care especially where they had to travel long distances to health units. Table 3.1 summarises some of the prevailing gender disparities in Uganda and their implications for the road sub-sector.

2.3 Justification for Mainstreaming Gender in the Road Sub-Sector

The justification for mainstreaming gender in the sub-sector is based on the arguments of equality, equity and efficiency.
From the equality and equity perspective, considering that women constitute 51% of Uganda’s population (total 24.7 million), any intervention in the sub-sector is unjust and contradicts GOU’s commitment to women’s empowerment and gender-responsive development if it:

a) disadvantages women relative to men;
b) does not offer women equal opportunities with men to participate in, and benefit from it; and
c) does not recognise and address gendered travel patterns and transport needs

Adoption of gender mainstreaming has the potential to address the travel and transport burden and the related time poverty that results in women facing many more trade-offs than men and the restrictions imposed on their economic choices as well as, the enhancement and exercise of their capabilities. That way, it strengthens the sub-sector’s contribution to economic growth and poverty eradication through addressing the inefficiencies that possible gender inequalities could trigger, as well as those resulting from the failure to recognise the inequalities.

2.3.1 Global Commitments to Gender Equality and Equity

In July 1985, the Government of Uganda ratified the United Nations Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) which is the most comprehensive international legal instrument dealing with the rights of women, thus making a legally binding international commitment to gender responsiveness. The CEDAW is based on, *inter alia*, the following:

a) Discrimination against women violates the principles of equality and dignity of the human being and hampers growth, development and prosperity;
b) In situations of poverty, women are more affected than men;
c) Establishment of a new economic order based on equity and justice will significantly contribute to the promotion of equality between men and women;
d) The great contribution of women to family welfare is not fully recognised; and
e) Full development of a country requires participation of women on equal terms with men. The Convention requires that governments set up national legislations banning discrimination against women.
## Table 2.1: Summary of Key Gender Disparities

<table>
<thead>
<tr>
<th>Issue</th>
<th>Women</th>
<th>Men</th>
<th>Gender Implication for the Sub-sector</th>
<th>Proposed Strategy to Address Gender Inequality</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population</td>
<td>51% (12.6 million)</td>
<td>41% (12.1 million)</td>
<td>Women make up more than half the sub-sector’s beneficiaries.</td>
<td>- All sub-sector policies, plans, programmes and budgets should address women as well as men’s travel and transport needs in order to be credible.</td>
</tr>
<tr>
<td>Wages of $&lt; 40,000 per month$&lt;sup&gt;3&lt;/sup&gt;</td>
<td>51%</td>
<td>44%</td>
<td>- Women’s purchasing power of sub-sector goods and services lower than men’s.</td>
<td>- Adopt affirmative action in employment to provide women with an opportunity to earn a cash income.</td>
</tr>
<tr>
<td>Proportion formally employed&lt;sup&gt;4&lt;/sup&gt;</td>
<td>11.8%</td>
<td></td>
<td>- Women under-represented in formal employment in the public and private sectors as contractors, consultants.</td>
<td>- Promote labour-based road works to enhance employment opportunities for unskilled women and men.</td>
</tr>
<tr>
<td>Ownership of registered land</td>
<td>7%</td>
<td>93%</td>
<td>- Very few women respond for tenders initiations because a majority cannot afford the non-refundable bidding fees.</td>
<td>- Extend financial services to rural poor to enable women access credit to acquire IMTs.</td>
</tr>
<tr>
<td>Contribution to domestic work&lt;sup&gt;5&lt;/sup&gt;</td>
<td>84%</td>
<td>16%</td>
<td>- Land is a major determinant of access to credit. Women’s insecurity of access to land means that they may not be in a position to &lt;i&gt;inter alia&lt;/i&gt; acquire IMTs even when made available.</td>
<td>- Increase the percentage of community access roads in good or fair condition.</td>
</tr>
<tr>
<td>Contribution to agricultural labour force.</td>
<td>70-80%</td>
<td>20-30%</td>
<td>- Typical water collection time (rural - 30 minutes, urban - 9 minutes)&lt;sup&gt;6&lt;/sup&gt;.</td>
<td>- Promote IMTs targeting both women and men.</td>
</tr>
<tr>
<td>Contribution to food crop production.</td>
<td>80%</td>
<td>20%</td>
<td>- Due to overburden women face a number of trade-offs relative to men.</td>
<td>- Collaborate with other sectors to introduce non-transport interventions such as water supply, social forestry schemes, fuel saving stoves.</td>
</tr>
<tr>
<td>Labour for cash crop production</td>
<td>50-60%</td>
<td>40-50%</td>
<td>- Women’s labour not easily transferable from the household</td>
<td>- Adopt flexible working hours in the execution of road works.</td>
</tr>
</tbody>
</table>

<sup>2</sup> GoU/MoFPED (2003) Background to the Budget, Financial Year 2003/04
<sup>3</sup> Newman and Canagarajah (1999)
<sup>4</sup> MoWLE. PEAP Revision Document. Water and Sanitation. Final Draft 10<sup>th</sup> November 2003
Number of hours worked/day.

<table>
<thead>
<tr>
<th>Issue</th>
<th>Women</th>
<th>Men</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total enrolment at tertiary level.</td>
<td>38%</td>
<td>62%</td>
</tr>
<tr>
<td>Literacy rates for population aged 10 years and above</td>
<td>63</td>
<td>77</td>
</tr>
<tr>
<td>Maternal mortality rate (per 100,000 live births).</td>
<td>506</td>
<td></td>
</tr>
<tr>
<td>Total fertility rate.</td>
<td>6.9</td>
<td></td>
</tr>
<tr>
<td>Life expectancy.</td>
<td>50.5 yrs</td>
<td>45.7 yrs</td>
</tr>
<tr>
<td>Antenatal HIV infection rates.</td>
<td>&lt;6%</td>
<td></td>
</tr>
<tr>
<td>People living with HIV/AIDS.</td>
<td>51%</td>
<td>49%</td>
</tr>
<tr>
<td>Likelihood of adults being sick within households.</td>
<td>31.8%</td>
<td>24.3%</td>
</tr>
</tbody>
</table>

Gender Implication for the Sub-sector

- and the agricultural sector to road works.
  - Women's involvement in labour-based road works may result in food insecurity.
  - Women do not easily have the time to attend meetings where sub-sector decisions are made, skills are developed and information disseminated.
  - Few women get information on employment and training opportunities in the sub-sector because they sometimes do not have the time to listen to the radio or attend meetings.
  - Women's benefit from the sub-sector is curtailed by their non-participation in the planning and implementation of activities.

- Adopt task, rather than daily rates, in labour-based works.
- Provide information on training and employment opportunities in easily accessible places such as markets, schools, churches.
- Adopt gender-sensitive participatory planning and implementation.
- Organise planning meetings at times and places convenient for women.

Proposed Strategy to Address Gender Inequality

- Adopt affirmative action in employment to provide women with an opportunity for them to earn a cash income.
- Promote labour-based road works to enhance employment opportunities for unskilled women and men.
- Provide information on training and employment opportunities in easily accessible places.
- Address women’s and men’s travel patterns and transport needs in planning and budgeting.
- Promote IMTs targeting both women and men.

In addition, Uganda adopted the Beijing Platform for Action at the 1995 UN International Conference on Women, which popularised the concept of gender mainstreaming as a commitment to gender equality and equity through ensuring that women and men's concerns are integral to the design, implementation, monitoring and evaluation of all legislations, policies and programmes.

Furthermore, the Commonwealth Plan of Action on Gender and Development (1995) prescribes, *inter alia*, the integration of gender into national policies and programmes, promotion of equal opportunities in decision-making and gender policy appraisal and impact assessment on macro-policies.

Uganda is also signatory to the United Nations Millennium Development Goals (MDGs), which prioritise the promotion of gender equality and women's empowerment. In view of its significance to development, gender equality is not perceived by the UN as just a goal in its own right but as being central to achieving all the other MDGs.  

2.3.2 Gender Policy Environment

The global commitments to gender equality and equity have influenced Uganda's legal and operational response to gender. The GoU has demonstrated a commitment to women's empowerment, and considerable progress has been made in the creation of an enabling environment for gender-responsive development. The national machinery for the advancement of women and promotion of gender equality and equity was established in 1988.

The 1993 Decentralisation Policy provided for the devolution of power and functions of planning, delivery and management of basic services from the centre to local governments. The Policy provided an obligation to gender-responsive planning by:

a) Integrating gender into district and sectoral development plans;
b) Defining structures and processes which ensure that gender is addressed in all future activities;
c) Ensuring that sectoral development programmes address gender roles; and

d) as well as fostering gender-awareness among local politicians and district staff.

The national commitment to equality of all persons is affirmed through the Republic of Uganda’s Constitution of 1995 that prohibits discrimination based on, *inter alia*, sex. The Constitution further provides for affirmative action as a deliberate short-term strategy to address past discrimination against disadvantaged groups, especially women, youth and people with disabilities (PWD). The road sub-sector will thus adopt affirmative action to ensure that women and girls are given equal opportunities with men and boys to participate in, and benefit from, developments in the sub-sector.

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As a follow-up to the 1995 Beijing Conference on Women, Uganda developed a national action plan (1999), designed to provide equal opportunities for women and men to participate in, and benefit from, social, economic and political development. In 1997, a National Gender Policy (NGP), the operational framework for mainstreaming gender into the national development process, was passed by Parliament. The policy is intended to improve the social, legal, political, economic and cultural conditions of the people, in particular women. The policy has been reviewed and its long term goal is to eliminate gender inequalities as an integral part of achieving Uganda’s poverty eradication goals and sustainable development.

The Strategic Objectives of the policy are to:

(a) Reduce gender inequalities between specific categories of women, men girls and boys through systematic coordination with priority sectors at national and local levels within the framework of the PEAP.
(b) Ensure that, women and men know, understand and are able to enforce their rights to development.
(c) Consolidate women’s presence in the decision-making arenas and enhance their meaningful participation in political processes.
(d) Ensure that macro-economic strategies are informed by gender analysis.

2.3.3 Decentralisation Policy

The Decentralisation Policy was codified into the Local Governments Act of 1997 that explicitly states that women shall form one-third of all local councils at all levels. In addition, the amended Local Government Act (2001) provides for the inclusion of women in strategic local government bodies like the executive, district service commissions, tender boards, land boards, as well as the public accounts committees. The PEAP identifies gender as critical in national as well as household resource generation, allocation, distribution and utilisation. The findings of the UPPAP2 on which the revised PEAP is based demonstrate a strong linkage between gender and poverty. Gender inequality emerges as the number-one poverty issue, causing both deprivation and inefficiency. In light of its verifiable significance to development, the PEAP recommends that all national policies, plans and programmes must demonstrate clear sensitivity to gender.

2.3.4 Poverty Eradication Action Plan

To operationalise the PEAP, the GoU adopted a Sector Wide Approach (SWAp) to planning. Under this approach, the respective sectors prepare plans detailing their prioritised actions as they relate to poverty eradication over a 5-10 year period. Gender is regarded as a cross-cutting concern implying that it should be mainstreamed during the identification, design, implementation and monitoring of development interventions under each respective sector.

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9 This is currently being reviewed to take into consideration global and national developments in gender equality and equity.
2.3.5 Road Sector Development Programme

The Updated Road Sector Development Plan (RSDP2) and the Social Development Sector Strategic Investment Plan (SDIP 2003-2008) were developed under the SWAp framework. The latter is built around a twin-track strategy: mainstreaming social development concerns (including gender) through working and supporting policy and programme development across and within sectors and targeted interventions to provide services to specific socio-economic groups, including women.

2.3.6 Plan for Modernisation of Agriculture

The Plan for the Modernisation of Agriculture (PMA) is part of the government’s broader poverty eradication strategy. PMA includes physical infrastructure such as roads that promote agricultural transformation. It acknowledges 70% of all the marketed agricultural produce is transported by head-loading, a task that is predominantly undertaken by women. The implementation of PMA gives special consideration to gender.
3.0 ACHIEVEMENTS, OPPORTUNITIES AND CHALLENGES

Poor mobility and inadequate investment in roads is supposed to respond to a social, including gender, need through the creation of access and opportunities. To what extent the sub-sector has responded to these needs and the gaps that need to be addressed. It outlines the opportunities that exist for strengthening this response and recognises the potential challenges that should be addressed.

3.1 Achievements and Gaps

3.1.1 The Transport Sector Policy

The Transport Sector aims at provision of cost-effective, efficient, safe and environmentally sensitive transport services to support increased agricultural and industrial production, trade and tourism, as well as improved access to social and administrative services. The Sector strategy involves the scaling down of public administration, decentralisation of services plus involvement of the private sector. The Policy does not reflect the national commitments to gender-responsive development as gender is explicitly in its objectives and strategies. This poses a great challenge in light of the fact that the policy is supposed to provide the operational framework for developments – including gender mainstreaming – in the road sub-sector.

The Draft Transport Sector Policy and Strategy (2003) commits Government to promoting gender equity by mainstreaming gender in all aspects of the transport sector policies, programmes and ensuring that gender equality is addressed in all planning, implementation, monitoring and evaluation of all sector activities. One of the strategies to achieve this objective is to develop national and district guidelines to assist the sector stakeholders in operationalising gender mainstreaming and assessment.

3.1.2 Road Sector Development Programme (RSDP2)

The RSDP2 is designed to meet economic and social demands related to the transport sector. Furthermore, it is intended to establish a funding and institutional framework for sustaining the road network at an acceptable level of service in order to ensure sustainable benefits. Whereas promotion of gender equality is supposed to be one of the strategic measures of the RSDP2, gender is inadequately integrated within the plan, being limited to only women’s participation.

The gender “blindness” of the transport sector policy and the inadequate incorporation of gender in the RSDP2 are reflected in the socio-economic and gender impact of the various roads as shown in Table 2. The national roads take on a higher priority because of the high vehicular traffic on them yet the district and community access roads, are utilized by the poor, including the majority of women, to earn their livelihoods. Uganda Poverty Status Report, 2003 whereas a lot of public investments have gone into building and maintaining the national road network since 1990 with a resultant increase in the proportion of roads in ‘fair’ to ‘good’ condition from 50% to
approximately 70% in 1999, this overall improvement has not been well reflected in the district roads, the principal means of vehicular access to rural areas, where over 85% of the country’s population live. One of the major factors identified as maintaining the unacceptably high levels of poverty, particularly in the rural areas, is the lack of access to public facilities such as health centres, markets and other social and economic services.10

Whereas investment in district and urban roads improves delivery of services by local governments, these may be under-subscribed, especially by the women, owing to the poor condition of community access roads.

3.1.3 Strategy for District, Urban and Community Access Roads

The strategy for Sustainable Maintenance of DUCAR outlines the required resources over a ten-year period for rehabilitation and maintenance of DUCAR. The strategy underscores the promotion as well as the institutionalisation of labour-based technology in all road work activities, thus providing an entry point for the largely unskilled women to benefit from employment in the sector. It recognises that, whereas women’s participation in the road sub-sector would improve their incomes and help to alleviate poverty, at less than 10% of the labour force, their participation is very low. In order to tap this important human resource, the Government strategy is to take affirmative action to ensure that women participate at all levels of road rehabilitation and maintenance.

The measures to increase involvement of women in road works include:

- A target of at least 30% for the proportion of women in the workforce and of small-scale contractors developed and employed;
- Effective sensitisation and training programmes to enlighten all the role-players on the benefits of involving women;
- Introduction of flexible working hours to enable women to harmonise their domestic duties with the road works;
- Increasing women’s access to training opportunities;
- Incorporation in the form of a contract a legal framework to address gender equality;

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### Table 2: Road Category, Purpose and Impact

<table>
<thead>
<tr>
<th>Type</th>
<th>Purpose</th>
<th>Socio-Economic and Gender Impact</th>
</tr>
</thead>
<tbody>
<tr>
<td>National roads</td>
<td>• Carry approximately 90% motorised traffic.</td>
<td>• Reduced vehicle operating costs for largely male transport operators.</td>
</tr>
<tr>
<td></td>
<td>• Facilitate movement of agricultural produce from rural to urban areas.</td>
<td>• Reduced travel time for male agricultural produce buyers and traders.</td>
</tr>
<tr>
<td></td>
<td>• Serve as distribution routes for manufactured and imported goods to rural areas.</td>
<td>• Improved commerce and trade benefiting largely male business people.</td>
</tr>
<tr>
<td></td>
<td>• Facilitate provision of social and administrative services.</td>
<td>• Improved security.</td>
</tr>
<tr>
<td></td>
<td>• Promote commerce and trade</td>
<td>• High traffic density increasing congestion and air pollution and a number of traffic accidents.</td>
</tr>
<tr>
<td></td>
<td>• Provide Inter-district connectivity.</td>
<td>• Physical displacement of people and loss of livelihoods as a result of widening of roads: loss of access to basic infrastructure, arable land and crops, destruction of markets, shops and stalls, artisan activities and personal property.</td>
</tr>
<tr>
<td></td>
<td>• Provide a link to neighbouring countries.</td>
<td></td>
</tr>
<tr>
<td>Urban roads</td>
<td>• Promote commerce and trade.</td>
<td>• High traffic density increasing congestion and air pollution and a number of traffic accidents.</td>
</tr>
<tr>
<td></td>
<td>• Facilitate urban local government administration.</td>
<td>• Improved commerce and trade benefiting largely male business people.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Improved delivery of services.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Improved workplace.</td>
</tr>
<tr>
<td>District roads</td>
<td>• Facilitate delivery of farm inputs.</td>
<td>• Improved access to farm inputs by largely male farmers</td>
</tr>
<tr>
<td></td>
<td>• Facilitate marketing of agricultural produce.</td>
<td>• Improved marketing of agricultural produce benefiting largely men</td>
</tr>
<tr>
<td></td>
<td>• Facilitate delivery of social and administrative services.</td>
<td>• Stimulation of income generating activities benefiting communities adjacent to the roads.</td>
</tr>
<tr>
<td></td>
<td>• Facilitate local government administration</td>
<td>• Improved delivery of social and economic services</td>
</tr>
<tr>
<td></td>
<td>• Connect districts to national roads</td>
<td>• Provide scope for use of labour-based approaches that provide employment opportunities for unskilled women and men</td>
</tr>
<tr>
<td>Community access roads</td>
<td>• Link communities to social services centres.</td>
<td>• Improved access to health services and schools, facilitates women’s health care giving role.</td>
</tr>
<tr>
<td></td>
<td>• Link communities to trading centres.</td>
<td>• Improved access to water and fuel wood points, largely benefits women.</td>
</tr>
<tr>
<td></td>
<td>• Facilitate movement of agricultural produce from households.</td>
<td>• Improved farm gate prices, enhances relatively immobile women’s opportunity to earn cash.</td>
</tr>
<tr>
<td></td>
<td>• Link communities to district and national roads.</td>
<td>• More convenient for IMTs</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Provide scope for use of labour-based approaches that provide employment opportunities for unskilled women and men</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Enhanced demand for services: health, education, agricultural extension</td>
</tr>
</tbody>
</table>

**Source:** Statistics from GoU/MoWHC. Transport, Housing and Communications Sector. PEAP Review Report. November 2003
I) Preparing specific Gender Guidelines as part of the current District Road Works Manuals.

The strategy also proposes that, Government should develop approaches that can improve the provision of transport infrastructure, services and means of transport to the rural population in a sustainable manner.

The proposed activities under this approach include:

a) Training and orientation for district, sub-county, parish and village representatives in labour-based techniques;
b) Gender awareness creation;
c) Leadership training;
d) Participatory transport planning;
e) Implementation of improved transport infrastructure;
f) Improved access to services; and
g) Demonstration and provision of IMTs.

The strategy thus establishes a firm foundation for mainstreaming gender into the DUCAR and has the potential to empower women.

3.1.4 District Administrative and Operational Gender Guidelines

The MoWHC has developed district administrative and operational gender guidelines that provide systematic procedures for road engineers, planners and managers involved in the planning and management of district road works on how to integrate gender. The guidelines focus on mainstreaming gender in the road improvement cycle as outlined below:

a) Planning and preparation of district annual workplans
   i) Annual District Road Inventory and Condition Survey
   ii) Road prioritisation and selection
   iii) Contractor procurement
   iv) Detailed survey and design
   v) Sensitisation and mobilisation

b) Implementation of road works and subsequent maintenance
   i) Road improvement works
   ii) Recruitment of workers
   iii) Work system
   iv) Flexibility in working hours
   v) Provision of special facilities for men and women
   vi) Contract administrative documents
   vii) Monitoring and reporting
   viii) Impact evaluation

These guidelines have already been developed.
There is considerable impact of the Guidelines on attaining gender equality and equity in the road sub-sector are more women participating in road works.

### 3.1.5 Contribution of MoWHC in Review of PEAP

During the PEAP Review in that, women and children carry the heavier burden of meeting household needs, yet they lack ownership and access to means of transport, which affect household food security, school attendance and their health, and limits their participation in economic, social and political affairs.

The report identified cultural factors and lack of skills as constraints to women’s participation in paid employment in the sector, thereby increasing their poverty level. It also acknowledged that owing to budgetary constraints, district and community roads are not adequately maintained and this constrains them from accessing health services owing to higher transport costs.

The following measures were suggested to address gender inequalities in the road sub-sector.

a) Promotion and provision of credit for simple transport means including IMTs for the rural poor to bring about increased mobility and quality of life;

b) Widening roads to provide lanes for pedestrians and PWDs as a means of reducing road accidents;

c) Construction of roadside shelter cabins and toilets for the travelling public;

d) Raising the percentage of community access roads in good or fair condition from the current 10% to at least 30% in the medium term; and

e) Construction of small bridges and culverts that link up communities in the rural areas.

### 3.1.6 Institutional Mechanisms for Mainstreaming Gender

The institutional mechanisms for mainstreaming gender within the MoWHC include the appointment of a Gender Focal Point Officer and the establishment of the ELU in 2000 whose mandate includes providing technical oversight in relation to gender. A senior staff has been recruited on the ELU staff to drive the MoWHC gender agenda. Other institutional efforts include the incorporation of a gender perspective in the labour-based training at Mt. Elgon Labour-based Training Centre (MELTC). In addition, MELTC has mainstreamed gender into its curricula and training manuals and has developed a module for non-engineering technical staff. In order to promote women’s participation in the training, women trainers are included on its staff and the centre also provides separate facilities and space for female participants.

### 3.2 Opportunities for Mainstreaming Gender

The opportunities for strengthening gender mainstreaming in the sub-sector are described in the following sections.
3.2.1 Institutional Set-up

The institutional set up and policy environment described in Section 2, namely Constitution, MOGLSD, NGP, PEAP, SDIP, Local Governments Act, PMA provide the mandate as well as an enabling setting for mainstreaming gender within sub-sector institutions, policies, programmes and plans at both central and local government levels.

The design of the LGDPII provides scope for mainstreaming gender into the road sub-sector at local government level. Gender sensitivity is one of the nine performance criteria that district and sub-county local governments have to fulfill in order to access funds. Compliance with gender mainstreaming, among other performance measures, is ensured through a system of reward and penalty.

The existence of the function of Gender Officer within the district local government establishment facilitates gender-responsive service delivery.

3.2.2 Educational System

The Universal Primary Education (UPE) policy, which provides equal opportunities for girls and boys to enrol in primary school, has the potential to address women's relatively low literacy rates. Government's policy of promoting science-based subjects and courses coupled with the 1.5 extra points awarded to qualifying girls entering tertiary institutions of higher learning may result in a narrowing down of the gender gap between female and male engineers and technicians.

The gender mainstreaming initiative by Makerere University where all faculties (including that of Technology), are encouraged to incorporate gender in their curricula is an opportunity for engineers and technicians to be introduced to issues of equality and equity during their training.

3.2.4 Utilisation of Poverty Action Funds by Local Governments

The annual Memorandum of Understanding (MoU) signed between the MoWHC and the local governments for the utilisation of the Poverty Action Fund (PAF) for district and community access roads provides an opportunity for the road sub-sector to ensure that funds are disbursed in a gender-sensitive manner.

The PMA Secretariat has developed gender mainstreaming guidelines. Since the sub-sector is one of the key components of the PMA, once their guidelines are in place, these roads will be complementary to the guidelines.

3.2.5 Strong National Women’s Movement

A relatively strong national women's movement constituted by networks, umbrella organisations and individual NGOs is actively engaged in gender awareness creation at national, local government and community levels. A number of women’s CSOs are also engaged in advocacy in relation to, inter alia, gender budgeting, keeping girls in
school and the repeal of discriminatory laws (WETSU), among other things, lobbies for girls to take science-based subjects.

3.3 Challenges of Gender Mainstreaming in the Road Sub-Sector

The above factors, which arise out of women’s inequitable positioning in relation to men in society, also constitute some of the challenges of mainstreaming gender into the sub-sector. The challenge therefore, is to achieve gender parity in the road sub-sector amidst the relatively low numbers of female engineers and technicians. The number of female students in the Faculty of Technology, Makerere University has been consistently low, averaging less than 30%. This is reflected in the sub-sector’s institutional under-representation of women in general, and in the decision-making and technical positions, in particular.

3.3.1 Constraints to Women’s Participation in Road Works

The environment is, to a large extent, male dominated with inequalities in gender relations, both of which are to the disadvantage of women. A combination of historical and socio-cultural factors has resulted into inequities in women’s relative to men’s access to and control over physical, financial, social, human and natural capital assets essential for securing livelihoods. Low education levels coupled with the few numbers in science-based subjects limits women’s opportunities in the transport sector that is traditionally viewed as an engineering field.

Decision-making is also regarded as a male privilege and even with affirmative action, women are still under-represented on national and local government strategic bodies that shape and influence prioritisation of development needs, resource generation as well as distribution. Moving on to the work that women and men can and cannot do, society ascribes roles for women within the private, domestic realm and for the men in the public sector. Road works are thus a sanctioned male realm and women participating in the sector are regarded as transgressors.

Figure 4: Makerere University Faculty of Technology Student Admissions

Source: Makerere University Admission Records
This further explains why the women constitute only 9.7% of the 1022 filled establishments related to the sub-sector. The majority of those women are in grades U7-U9 that includes support staff such as cleaners, messengers and drivers. Unfortunately None of the 22 MoWHC station engineers is a woman.

Figure 5 shows the gender representation in the MoWHC. The situation is similar in RAFU where all the senior and middle level managers are men. Out of the 26 road-related consulting firms registered with the MoWHC, only eight are gender-sensitive in the sense that they employ some women in their ranks.

Figure 3.2 shows gender representation in the MoWHC roads sub-sector by grade. Annexes 1 and 2 present gendered institutional representation by unit and grade, respectively.

Figure 5: Gender Representation in the MoWHC

![Gender Representation in Roads Sub-Sector, MoWHC by Grade](image)


3.3.2 Limited Understanding and Capacity to Undertake Gender Mainstreaming

A limited understanding of, as well as, the capacity to undertake gender mainstreaming at all levels, resulting in gender being perceived to be synonymous with women and women’s participation or empowerment. For instance, most gender mainstreaming initiatives in the sub-sector have focused on creating employment opportunities for women.

Mainstreaming assumes that, there is a critical mass of people who appreciate gender. In order for a minority group to have effective influence on strategic decision-making within an institution, empirical data indicates that they have to constitute at least 30% (the critical mass) of the total. Likewise in order for mainstreaming to be effective a considerable proportion of the individuals in a given institution need to be gender aware. Whereas a gender training needs assessment in the road sub-sector has not been undertaken, consultations with stakeholders
suggest that the majority are inadequately equipped to mainstream gender into their work.

Knowing and dealing with gender concerns is difficult. Whereas most people and institutions are aware of the significance of gender to the development process, a majority do not know how to “do” gender while others are just resistant to change.

District LGs have an officer taking on the function of gender. According to the LGDP PMU, interaction with these officers revealed that the majority (80%) are not knowledgeable about gender. This has implications for delivery of gender-responsive sub-sector services by the local governments.

3.3.3 Development of Gender Sensitive Indicators

Gender sensitive indicators are difficult to develop and monitor. Most times monitoring tracks physical progress of implementation using quantitative indicators and end up with the numbers of women participating or benefiting relative to those of men.

3.3.4 Societal Norms

Established societal norms make it difficult to promote and implement gender mainstreaming. Work in the public sphere, including road works, is traditionally viewed as a male domain. Regarding use of bicycles as a means of transportation, in central and western Uganda, is considered a taboo for a woman to ride a bicycle. This is a major threat to the promotion of IMTs as well as women’s employment in road works.

3.3.5 Compartmentalisation of Gender

Having focal points results in compartmentalisation of gender with the rest of the staff feeling it is not their responsibility. Treating gender as a cross-cutting concern that should be mainstreamed at policy, planning and implementation levels sometimes results in its "evaporation". Since mainstreaming is intended to ensure that gender is integral rather than separate or additional, the practice is to argue that, gender is incorporated in otherwise neutral policies, plans and budgets.

3.3.6 Conventional Planning, Budgeting and Execution of Road Works

Conventional policy, planning and budgeting ignores the gendered nature of the economy. Most of the development efforts focus on the market, where men predominate, at the expense of the household/care economy where most women undertake their work. This bias is reflected in the largely gender-insensitive sub-sector planning tools and methods. For instance, prioritisation of national and district roads is largely based on the economic returns of investment, with social benefits being regarded as secondary, and categorised in the “cosmetic” design aspects.
Furthermore, the design of road infrastructure tends to favour motorised means of transport with minimum regard for other road users. Conventional approaches also favour equipment rather than labour-based investments.
4.0 GENDER POLICY STATEMENT AND STRATEGIES

4.1 Policy Statement

4.1.1 Statement of Commitment

The MoWHC recognises that women and men have different travel and transport needs and that, this can affect the way in which they can access opportunities in the road sub-sector. The Ministry also acknowledges that, the institutions and structures that identify, design and implement sub-sector interventions function in ways which largely prioritise men’s needs and viewpoints. It further acknowledges the fact that policy decisions made at the macro level have potentially different impacts on women and men.

It further recognises that gender inequalities constrain the road sub-sector’s contribution to social development, economic growth and, therefore poverty reduction. In light of the above, the Ministry has, in the past, initiated some activities intended to address gender inequalities. However, these initiatives have been implemented on an ad hoc basis and in a policy vacuum. The MoWHC therefore recognises the need for a clear, precise and explicit policy level statement for operationalising gender in the roads sub-sector.

The MoWHC is to strengthen the road sub-sector 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.

This Policy Statement is a commitment by the MoWHC to ensure that gender is explicit at its institutional and operational levels, including all phases of road sub-sector circle. The mandate for the preparation of the Policy Statement is derived from the NGP. The Policy Statement translates the NGP into practice in the road sub-sector.

This Policy Statement provides the operational framework for mainstreaming gender into the road sub-sector. It will guide the road sub-sector stakeholders in the development of all categories of roads as well as means of transport. The Statement applies to the following functions of the MoWHC;

i) Finance and administration,
ii) Policy formulation,
iii) Contracting,
iv) Procurement and disposal,
v) Management of national roads and bridges,
vi) Management of district and urban roads,
vii) Implementation of training programmes,
viii) Development of engineering standards,
ix) Enforcement of environmental and social impact mitigation,
x) Identification of road investment priorities,
xii) Regulating the private sector,
Conducting research and analysis, Formulation of road safety regulations.

In order to ensure that this Statement becomes an integral rather than symbolic part of the sector, it will be incorporated in the road sub-sector policy once this comes up for review. Guidelines for mainstreaming gender into the sub-sector have also been developed to translate this Policy into action at the planning and the project levels.

4.1.2 Objectives of Policy Statement

The purpose of the Statement is to institutionalise a gender perspective in the roads sub-sector institutions, and operational and regulatory frameworks. The specific objectives of the Gender Policy Statement are to:

a) promote gender responsive sub-sector policies, programmes and plans;
b) promote gender-responsive service delivery;
c) enhance equality of opportunities between women and men in the sub-sector;
d) commit adequate resources to gender-responsive activities in the sub-sector;
e) strengthen the capacities of sub-sector institutions, partners and service providers to mainstream gender.

4.1.3 Guiding Principles

The Statement fits within the transport sector institutional framework. Its formulation was guided by the PEAP, the Draft Transport Sector Policy and Strategy, the Draft White Paper on Sustainable Maintenance of DUCAR, the NGP, global commitments to gender equality and equity as well as the Local Governments Act (1997).

The Statement is guided by the following principles:

a) Gender analysis should provide guidance in the formulation of the road sub-sector specific policies, plans, programmes and budgets;
b) Institutional representation through promotion of gender balance on MoWHC committees, at the workplace and in road investment programmes;
c) Availability of adequate financial and technical resources;
d) Accountability mechanisms for monitoring progress of;
e) Enforcement mechanisms to ensure compliance;
f) Taking cognisance of age, rural-urban, geographical, cultural and income differences;
g) Recognition of the gender dimension of the environment, occupational safety and health and HIV/AIDS;
h) Involvement of many sectors and reliance on partnership with other sectors;
i) Acknowledgment that gender mainstreaming requires a shift from assigning the responsibility of gender to specialist staff within the 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
j) Capacity-building of all sub-sector stakeholders to work towards gender equality and equity.

4.2 Strategies

4.2.1 Integration of Gender into Road Sub-Sector Policies, Plans & Budgets

The strategy shall be to ensure that gender is explicit and verifiable in the sub-sector policies, plans and budgets including the Road Sector Development Plan and the District Roads Investment Programmes. All road sub-sector policies, plans and budgets shall take cognisance of gender. They will be reviewed to establish their levels of gender sensitivity. The purpose will be to identify gender gaps that should be addressed.

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 will respond to the travel and transport needs of both women and men. The situational analysis will aim 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 will analyse 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.

Gender needs assessment will be undertaken focusing on the identification and prioritisation of transport-related needs. It will underscore 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.

The respective Ministry Departments and Local Governments will undertake the situational analysis during the Annual Road Inventory and Condition Surveys and by the Consultants as part of the pre-feasibility studies.

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 will be 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. Guidelines and checklists on how to conduct gender reviews will be developed.

4.2.2 Allocation of Financial and Technical Resources to Address Gender

Resources will be mobilised and allocated to implement the Action Plan of the Policy. Gender responsive budgeting shall ensure that resources are allocated in a manner that responds to the identified gender needs. Budgets will have gender specific lines for implementing identified gender specific activities.
Gender impact assessments will be integral to the process of appraising sub-sector interventions. All interventions in the road sub-sector shall be guided by a gender analysis to determine the utilisation of resources and the potential impact on women as well as men. Guidelines for monitoring gender compliance by the sub-sector stakeholders will be developed.

4.2.3 Incorporating Gender into Engineering Standards

Gender concerns shall be incorporated in all engineering standards, specifications, manuals and guidelines for road and bridge Works. Accordingly gender shall be incorporated in pre-qualification, bidding, and contract documents for road and bridge works.

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

4.2.4 Sustained Gender Awareness Creation among Sub-Sector Institutions

Effective gender mainstreaming will require recognition of the institutional procedures of the sub-sector. The Ministry and affiliate sub-sector institutions will give equal opportunity to employers in recruitment, training, and remuneration for both women and men. Affirmative action will be adopted in all sub-sector institutions to promote a balanced representation of women and men in decision-making and ensure that workplaces will be free of discrimination based on sex, marital status, pregnancy, and parenthood.

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. Sexual harassment at the workplace will not be tolerated and disciplinary measures will be instituted and enforced. 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 notice boards. The sub-sector institutions shall take immediate and appropriate actions if and when an employee complains of gender based violations related to her or his work.

Focused and tailor-made training will be carried out to strengthen sub-sector stakeholders’ capacity to execute their respective mandates in a gender-sensitive manner. Furthermore, incorporate gender in the planning and execution of in-house training programmes.

Guidelines will be prepared to translate the Policy Statement into action at the planning and operational levels and research will be conducted to generate sex- and gender-disaggregated data.
### 4.3 Gendered Outcomes

Implementation of the Gender Policy Statement is expected to result in the following:

a) Enhanced institutional capacity to mainstream gender;
b) Increased sub-sector budgetary allocations to community access roads;
c) Enhanced utilisation of labour-based approaches to road works;
d) Sustained promotion of IMTs;
e) Improved representation of women in sub-sector institutions, committees and other representative bodies;
f) Improved employment opportunities and cash income for women;
g) Improved access to social and economic facilities and services;
h) Improved mobility for women;
i) Addressing gendered time poverty through a reduction in women’s transport-related work burden; and
j) An engendered sub-sector management information system.
5.0 ACTION PLAN FOR IMPLEMENTING THE GENDER POLICY

In order to operationalise the Gender Policy, the following action plan will be implemented by the MoWHC in collaboration with other sub-sector stakeholders. The action plan adopts a dual-pronged approach involving the use of horizontal actions explicitly integrating gender into all policies, plans, programmes and budgets as well as vertical actions incorporating gender equality criteria for specific internal processes. The latter is a deliberate effort to empower women and will include affirmative action. The plan is intended to ensure that gender does not “evaporate” in practice.

5.1 Gender Capacity-Building

In order to improve sensitivity and commitment to gender, the capacities of all roads sub-sector stakeholders will be enhanced through training. Specific capacity building activities will entail:

a) The training will focus on awareness creation in relation to the meaning of gender in the context of the stakeholders’ work as well as developing their skills to execute their respective work in a gender-sensitive manner;

b) The training will cover the following topics: gender analysis, planning, mainstreaming and the utilisation of gender mainstreaming tools;

c) The training will be practical and will include good practices – what has worked and what does not;

d) A comprehensive training needs assessment will be conducted to identify gender capacity gaps and develop tailor-made courses for stakeholders;

e) Owing to the different levels of knowledge and mandate, the training will be tailored to capacity needs and organised for separate focus groups similar to what has been adopted by METC;

f) Modules will be adapted from existing materials such as the gender training modules for local governments and the METC;

h) The MoWHC shall organise gender training of trainers (ToT) courses for the sub-sector institutions such as RAFU, the Uganda Association of Consulting Engineers (UACE), the Uganda National Association of Building and Civil Engineering Contractors (UNABCEC), the ERB as well as the Road Safety Council in order to build a pool of gender trainers to draw upon.

Table 5.1 below summarises the different target groups and the related outcomes of the gender awareness creation and training.
Table 5.1: Target Groups for Gender-Capacity Building and Expected Outcomes

<table>
<thead>
<tr>
<th>Target Group</th>
<th>Expected Outcomes</th>
</tr>
</thead>
</table>
| MoWHC and RAFU top management               | - Appreciate the significance of mainstreaming gender into the sub-sector and thus ensure political commitment at the highest level for implementing the Policy Statement  
- Lobby parliament to allocate funds for implementation of Gender Policy Statement |
| Roads department                            | Gender sensitivity in:  
- development and maintenance of national roads, DUCAR  
- supervision and monitoring of road works |
| MoWHC DUR                                   | Gender sensitivity in providing guidance to local governments works department to reflect gender in bye-laws, plans and budgets |
| Quality management                          | - Capacity to ensure gender compliance is strengthened  
Gender incorporated in:  
- development, maintenance and review of engineering and quality standards  
- sub-sector manuals and guidelines  
- technical audits on road works |
| Transport planning department               | Gender incorporated in:  
- road transport strategic planning, coordination and performance monitoring  
- socioeconomic impact studies related to modes of transport  
- the collection, analysis, interpretation and dissemination of data on transport modes |
| Finance and administration                  | - Gender is mainstreamed in personnel management, policies, regulations, practices and procedures  
- Formulation and management of Ministry’s budget coordinated in a gender-sensitive manner  
- Gender sensitivity in handling Ministry’s legal matters |
| Policy analysis unit                        | - Gender mainstreamed in formulation and review of sub-sector policies  
- Gender analysis incorporated in regulatory impact assessment |
| Contracts committee                         | - Gender sensitivity in sub-sector’s contracting process |
| Procurement and disposal unit               | - Gender sensitivity in bidding process |
| RAFU ELU                                    | - Gender sensitivity in environmental impact assessments |
| RAFU procurement unit                       | - Gender sensitivity in contract and bidding documents |
| MoFPED Transport Desk                       | - Gender sensitivity in sub-sector budgets |
| Consultants                                 | Gender sensitivity in:  
- executing technical studies  
- technical designs |
| Contractors                                 | - supervision  
- Gender sensitivity in the implementation of road works |
| Engineers Registration Board                | - Gender sensitivity in registration, i.e. affirmative action for female engineers |
| Road Safety Council                         | - Road safety measures and campaigns aware of gender |
| Private transport operators                 | - Gender sensitivity in provision of services |

5.2 Formulation of Policies, Plans, Programmes and Budgets

a) Development of all roads sub-sector policies, plans and programmes shall be informed by a sound gender analysis with broad stakeholder participation in
the process. The purpose will be to identify structural inequalities as well as different resources, situations and needs that result in differential impacts on women and men from interventions. Concrete strategies to respond to gender inequalities in the sub-sector with clear gender objectives and performance indicators will be explicitly incorporated.

b) The Budget Framework Paper and Ministerial Policy Statement that include the annual estimates of revenue and expenditure for the sub-sector will reflect budgetary allocations to address gender inequalities in the sub-sector.

c) Performance monitoring of the sector that currently relates to physical and financial aspects will incorporate social aspects including gender in its key goals, targets and sources of information.

d) There may be need for a comprehensive situational analysis of the sub-sector in order to develop gender-sensitive benchmarks and targets to be incorporated in the mainstream MoWHC monitoring and evaluation.
Table 5.2  Action Plan to Operationalise the Gender Policy

<table>
<thead>
<tr>
<th>Policy Statement Objective</th>
<th>Strategic Action</th>
<th>Indicators</th>
<th>Information Source</th>
<th>Responsibility</th>
<th>Time Frame</th>
</tr>
</thead>
</table>
| 1. Promote gender-responsive sub-sector policies and plans       | Review and revise policies to incorporate gender                                 | Gender explicit in policy objectives, principles and strategies              | Policy documents   | Policy Analysis Unit (PAU)                                                      | • When policies come up for review  
  • When new policies are being formulated                        |------------|
|                                                                 | Review and revise plans to incorporate gender                                   | Plans reflect sound gender analysis including disaggregated data, gender impact analysis |                   | RAU                                                                              | • When sub-sectoral plans come up for review  
  • Annually for local governments work plans                     |------------|
| 2. Promote gender-responsive service delivery                    | Incorporate gender in pre-qualification documents                               | Demonstration of gender sensitivity as one of the preconditions for pre-qualification of the bidder | Prequalification documents | Contracts committee                                                         | Immediately |
|                                                                 | Incorporate gender in bidding documents                                         | BoQ include items for executing work in a gender-sensitive manner           | Bidding documents  | ELU in collaboration with contracts committee                                   | For every contract |
|                                                                 | Incorporate gender in contract documents                                        | Certificate of completion of works to include compliance with gender        | Contract documents | Procurement and Disposal Unit                                                   | For every contract |
|                                                                 | Incorporate gender in road design manual                                        | Gender impact assessment incorporated in manual                             | Road design manual | Quality Management Unit                                                         | Immediately |
|                                                                 | Incorporate gender in road maintenance manual                                   | Engendered manual                                                           | Road maintenance manual | Quality Management Unit                                                         | Immediately |
| 3. Enhance equality of opportunities                             | Incorporate the MoWHC proposed PEAP actions                                    | • Proportion of rural communities aware of IMTs  
  • No. of rural financial                                     | Ministerial policy statement  
  Sub-sector socio- | PAU                                                                             | By the end of the revised PEAP implementation period                        |
<table>
<thead>
<tr>
<th>Policy Statement Objective</th>
<th>Strategic Action</th>
<th>Indicators</th>
<th>Information Source</th>
<th>Responsibility</th>
<th>Time Frame</th>
</tr>
</thead>
<tbody>
<tr>
<td>between women and men in the sub-sector</td>
<td>intended to address gender inequalities into the Ministerial Policy Statement</td>
<td>services providing credit for IMTs • No. of roads widened • No. of roadside shelter cabins constructed • No. of roadside toilets constructed • No. of small bridges constructed • No. of culverts installed on community access roads • % of community access roads in good/fair condition</td>
<td>economic impact studies</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4. Commit adequate resources to gender-responsive activities in the sub-sector</td>
<td>Mainstream gender in budgets</td>
<td>• Engendered Budget Framework Paper (BFP) • Ministerial policy statement reflects budgetary allocations to address gender inequalities in the sector • Engendered PAF guidelines</td>
<td>• BFP • Ministerial policy statement • PAF guidelines</td>
<td>• PAU • Finance and Administration Department • DUR department</td>
<td>• Annually</td>
</tr>
<tr>
<td>5. Strengthen the capacities of sub-sector institutions, partners and service providers to mainstream gender</td>
<td>Training Needs Assessment (TNA)</td>
<td>• Gender training needs identified</td>
<td>• TNA report</td>
<td>• Training Unit</td>
<td>• 1st quarter, 2005</td>
</tr>
<tr>
<td>Gender awareness creation</td>
<td>No. of gender awareness workshops organised for: • MoWHC/RAFU top management • MoWHC /RAFU staff • District Engineers • Contractors • Consultants • ERB • National Road Safety Council</td>
<td>• Training reports</td>
<td></td>
<td>• By the end of financial year 2005/06</td>
<td></td>
</tr>
<tr>
<td>Policy Statement Objective</td>
<td>Strategic Action</td>
<td>Indicators</td>
<td>Information Source</td>
<td>Responsibility</td>
<td>Time Frame</td>
</tr>
<tr>
<td>---------------------------</td>
<td>-----------------</td>
<td>------------</td>
<td>-------------------</td>
<td>----------------</td>
<td>------------</td>
</tr>
</tbody>
</table>
| Focused and tailored gender training | No. of workshops organised for: | • MoWHC/RAFU staff  
• District Engineers | • Training reports | • By the end of 2006/07 |
| Focused and tailored gender training of trainers | No. of ToT organised for: | • RAFU  
• UACE  
• UNABCEC  
• ERB  
• National Road Safety Council | • Training reports | • By the end of 2006/07 |
| Mainstream gender in the planning and execution of in-house training programmes | • Gender training identified as a performance need  
• Annual MoWHC training programmes incorporate gender  
• Induction courses for newly appointed or transferred officers incorporate gender | • MoWHC performance gaps reports  
• MoWHC training programme | • Annually | |
6.0 ENFORCEMENT AND IMPLEMENTATION MODALITIES

Gender will be one of the criteria used for internal processes such as tendering, procurement and contracting. Internal incentives to mainstream gender will be instituted. The gender commitments of this Policy Statement include the development of gender-sensitive monitoring indicators, implementation strategies and funding.

6.1 Internal Processes

a) Equal employment opportunities will be accorded to women and men during recruitment.
b) Affirmative action for women will be adopted in representation to MoWHC bodies such as steering committees and tender boards/contract committees.
c) A gender impact assessment will be integral to feasibility and detailed designs of road interventions.
d) Gender considerations will be in-built in all MoWHC’s bidding and contract documents.
e) Preference will be given to consultants and contractors who demonstrate a clear sensitivity to gender and a commitment to the employment of women.
f) Bills of quantities for road works will include sociological provisions for, inter alia, equitable mobilisation and recruitment of workers, provision of special facilities for women workers as well as gender-sensitive monitoring.

6.2 Institutional Mechanisms

a) The Quality Management Department will have the overall responsibility of monitoring gender compliance by the sub-sector stakeholders.
b) The ELU will provide the technical oversight for operationalising the action plan for implementing the Gender Policy Statement.
c) In consideration of the expanded establishment of the Unit, the role of the gender focal person will be taken on by one of the Senior Environmental Officers. The officer shall take responsibility for spearheading, supporting and sustaining gender mainstreaming in the sub-sector, including acting as a catalyst among professional colleagues.
d) In order to execute this mandate effectively, the function has been clarified as follows:

i) The task shall not be an add-on but will be integral to the officer’s defined roles and responsibilities.
ii) The ELU shall have management support and shall be allocated adequate resources to implement the action plan.
iii) The officer should undergo gender training where necessary.
iv) The officer should not necessarily be a woman.
e) The capacities of the Quality Management Unit and the ELU will be strengthened to monitor gender compliance, and provide technical support, respectively.

f) The DUR will take the leadership in guiding local government works departments to reflect gender in bye-laws, plans and budgets.

g) Implementation of this Policy Statement will require the support of other sectors and institutions:

i) The MoGLSD as well as the Poverty and Gender Working Group of the PEAP will provide technical backstopping to the ELU.

ii) The MoWHC will provide to the Uganda Bureau of Statistics (UBOS) the gender dimensions of the sub-sector that should be included in the collection, analysis and interpretation of national data.

iii) The ELU will provide progress reports to the MoGLSD to enable it to monitor the contribution of the sub-sector to national gender equality and equity goals.

iv) Progress reports shall also be submitted to the National Gender Working Group and the MoFPED Poverty Monitoring Unit to be reflected in Poverty Status Reports.
7.0 COSTINGS

The Policy Statement involves a number of strategic actions, many of which require modifying, reorganising and improving of the sub-sector’s institutional, operational and regulatory procedures and processes. These actions will be financed out of the reallocation of existing development and running-cost budgets. Strategic actions that do not require additional funding include:

a) Mainstreaming gender into policies, plans and budgets
b) Incorporating gender in pre-qualification, bidding and contract documents;
c) Incorporating gender in road design and maintenance manuals;
d) Mainstreaming gender into the planning and execution of in-house training programmes; and
e) Monitoring gender compliance.

Funds will be required to strengthen the sub-sector’s institutional capacities to implement the Policy Statement as follows:

a) Technical support;
b) Conducting gender training needs assessment;
c) Development of training modules;
d) Development of information, education and communication (IEC) materials;
e) Gender awareness creation;
f) Focused and tailored gender training; and
g) Gender ToT.
Table 7.1: Budget Estimates for Implementing the Gender Policy Statement

<table>
<thead>
<tr>
<th>Activity</th>
<th>No.</th>
<th>Rate (US$)</th>
<th>Amount (US$)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Technical support</td>
<td></td>
<td>70,000</td>
<td></td>
</tr>
<tr>
<td>Development and distribution of IEC materials</td>
<td></td>
<td>30,000</td>
<td></td>
</tr>
<tr>
<td>Training Needs Assessment</td>
<td></td>
<td>30,000</td>
<td></td>
</tr>
<tr>
<td>Development of gender training modules</td>
<td></td>
<td>50,000</td>
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REFERENCES

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## Annexes

### ANNEX 1  Gendered Institutional Representation by filled Establishment by Unit

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*Source: GoU/MoWHC. Ministerial Budget Policy Statement. Vote: 016. FY 2004/05. Vol. II. June 2004*
# ANNEX 2  Gendered Institutional Representation by Unit And Grade

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