



**AfCAP**  
Africa Community Access Partnership



# Scaling Up Gender Mainstreaming in Rural Transport: Policies, Practices, Impacts and Monitoring Processes

Final Case Study Report: Uganda



**Nite Tanzarn**

International Forum for Rural Transport and Development

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Female operator, Mbarara Fort Portal Road,  
Courtesy Mt. Elgon Labour-Based Training Centre

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ReCAP Project Management Unit  
Cardno Emerging Market (UK) Ltd  
Oxford House, Oxford Road  
Thame  
OX9 2AH  
United Kingdom



## **Abstract**

The research project was largely implemented through a comprehensive analysis of the Government of Uganda's commitment to gender equality and women's empowerment and an in-depth assessment of the quality of gender mainstreaming in the transport sector. Key informant interviews were conducted to elicit information on gender mainstreaming in practice. A gendered project cycle analysis of the Danida funded rural roads programmes was conducted to assess the tools and indicators used to mainstream gender and to examine their effectiveness.

The Government of Uganda has adopted legal and policy frameworks and instituted mechanisms to guide gender mainstreaming in the national development process. However, the transport sector is yet to fully translate these political commitments in policy and regulations. As a result, women continue to bear a disproportionate transport burden and to experience sexual and gender-based violence in transport-related spaces.

Danida funded rural transport projects implemented between 1999 and 2011 were innovative and pioneering. The projects adopted a systematic approach to mainstreaming gender, setting standards and guidelines that other actors in the roads sub-sector apply and follow.

The report recommends using data-based pathways to inform transport policy, regulations, planning, programming and resource allocation that reflect women's transport realities and needs, relative to men's access needs.

## **Key words**

Gender Equality, Mainstreaming, Policy, Safe Transport Spaces, Roads, Rural, Women

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## **Acronyms, Units and Currencies**

£	British Pound (GBP 1.00 ≈ UGX 4731)
\$	United States Dollar (US\$ 1.00 ≈ UGX 3620)
ADRICS	Annual District Road Inventory and Condition Surveys
AfDB	African Development Bank
AFCAP	Africa Community Access Partnership
ASCAP	Asia Community Access Partnership
BFP	Budget Framework Paper
BoQ	Bill of Quantity
CSO	Civil Society Organisation
CTTP	Community Travel and Travel Programme
Danida	Danish Agency for International Development
DINU	Development Initiative in Northern Uganda
DRN	District Road Network
DUCAR	District, Urban and Community Access Roads
ELU	Environmental Liaison Unit
EOC	Equal Opportunities Commission
ERB	Engineers Registration Board
ESIA	Environmental Social Impact Assessment
EU	European Union
GBV	Gender-Based Violence
GMP	Gender Management Plan
GoU	Government of Uganda
HDI	Human Development Index
ICF	ICF (Originally Inner City Fund)
IFRTD	International Forum for Rural Transport and Development
IMT	Intermediate Means of Transport
LB	Labour-Based
LBM	Labour-Based Method
MAAIF	Ministry of Agriculture, Animal Industry and Fisheries
MDA	Ministry, Department, Agency
MELTC	Mount Elgon Labour-Based Training Centre
MoES	Ministry of Education and Sports
MoFPED	Ministry of Finance, Planning and Economic Development
MoGLSD	Ministry of Gender, Labour and Social Development
MoJCA	Ministry of Justice and Constitutional Affairs
MoLG	Ministry of Local Government
MoPS	Ministry of Public Service
MoWHC	Ministry of Works, Housing and Communications
MoWT	Ministry of Works and Transport
NDP	National Development Plan
NDPI	First National Development Plan
NDPII	Second National Development Plan
NMT	Non-Motorised Transport
NPA	National Planning Authority
NRSC	National Road Safety Council
NSDS	National Service Delivery Survey
OECD	Organisation for Economic Cooperation and Development
OSHA	Occupational Safety and Health Act
PCR	Project Completion Report
PFMA	Public Finance Management Act
PPDA	Public Procurement and Disposal of Public Assets Act
PWD	Person with Disability
RECAP	Research for Community Access Partnership
RMC	Road Management Committee
RoK	Republic of Kenya
RSDP	Road Sector Development Programme

RSDP3	Third Road Sector Development Programme
RSPS1	Road Sector Programme Support, phase 1
RSPS2	Road Sector Programme Support, phase 2
RSSPV	Fifth Road Sector Support Project
RRP	Rural Roads Programme
SDG	Sustainable Development Goal
SGBV	Sexual and Gender-Based Violence
SIGI	Social Institutions and Gender Index
SIP	Strategic Implementation Plan for the National Transport Master Plan
TLB	Transport Licensing Board
TSDMS	Transport Sector Data Management System
TSDP	Transport Sector Development Project
UBOS	Uganda Bureau of Statistics
UK	United Kingdom (of Great Britain and Northern Ireland)
UKAid	United Kingdom Aid (Department for International Development, UK)
UNABCEC	Uganda National Association of Building and Civil Engineering Contractors
UNDP	United Nations Development Programme
UNRA	Uganda National Roads Authority
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
URF	Uganda Road Fund
WEF	World Economic Forum
WETSU	Women Engineers, Technicians and Scientists in Uganda
WHO	World Health Organization
WID	Women in Development

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## **Executive Summary**

The underlying premise of the research is that rural transport interventions that give due consideration to gender differences result in significant and more equitable benefits to women and men in terms of increased access to socio-economic services. This is besides the potential to address women's time poverty as well as promote safe transport and travel spaces. However, substantial gaps exist in knowledge, policy and practice in respect of sustainably mainstreaming gender in the rural transport sector.

The overall objective of the research project is to contribute to knowledge that can lead to improved policies and practices for sustainably mainstreaming gender in rural transport. The report is based on an in-depth analysis of Uganda's national gender policy framework and a comprehensive review of transport policy, legislation, regulations and strategies. Key informant interviews were conducted with Government officials, development partners, the private sector and civil society organisations (CSOs) with a gender justice mandate. The purpose was to elicit information on gender mainstreaming in practice including perceptions, achievements, challenges and lessons learnt.

The report also explores the implications of variations in assignment of responsibilities between men and women, unequal access to resources and asymmetrical power relations in the context of rural transport. Using the Danida funded Road Sector Programme Support phases 1 and 2 (RSPS1 and RSPS2) and the Rural Roads Programme (RRP) as a case, the report examines how gender is mainstreamed in road projects.

### **National Gender Policy Landscape**

The national policy environment and structures provide a good foundation for mainstreaming gender in the transport sector. This is particularly as regards women's voice, participation and autonomous mobility and safety in public transport spaces. The national policy environment also provides for addressing the gender dimensions of mobility and accessibility as well as promoting female entrepreneurship in the sector. However, many of these are not explicit statutory obligations and this renders enforcement of compliance a challenge.

### **Implementation of Government's Policy Directives on Gender in the Transport Sector**

The study established that there have been progressive efforts to mainstream gender in transport policy. However, the strategic plans that operationalise the policies are generally gender blind. The legal and policy framework is particularly weak as regards guaranteeing women's personal safety and security in public transportation and transport spaces.

Most of the policies and strategic plans do not have clear indicators for systematic monitoring and evaluation of results of mainstreaming and do not provide for the collection of sex and gender disaggregated data to inform policy and plans. Further to that, the policies and plans do not allocate a dedicated budget for mainstreaming suggesting that the gender equality enhancing strategies contained therein are not implemented.

As a result, women continue facing multiple and mutually reinforcing constraints that manifest in the rural transport sector. These include disproportionate transport burdens, restricted mobility, sexual and gender-based violence and under-representation at all levels of the transport sector.

The limited progress in gender mainstreaming in some aspects of policy and the reversals in others could be partly attributed to the lack of political commitment, inadequate gender capacities and the dearth of disaggregated transport barrier. Additional barriers could be the perceptions of some of

the key actors in the sector who believe that gender issues are overrated and/or mainstreaming is donor-driven.

Two notable examples of good gender mainstreaming in practice are the initiatives undertaken by the Uganda National Road Authority (UNRA) and the Uganda Road Fund (URF). The two institutions have put in place measures to incorporate gender in the management of national roads and in the disbursement of funds for road maintenance, respectively.

### **Application of Gender Mainstreaming in Rural Transport Programmes**

While the transport sector is considered to be male-dominated and thus not an obvious sector for the inclusion of gender, the Danida funded rural transport projects undertook deliberate steps to mainstream gender in national and district rural road projects. The projects generated considerable lessons and resulted in a heightened awareness of the practicality and viability of mainstreaming gender in road planning, development and management.

The projects also achieved a range of results with regard to generating knowledge, developing capacity and supporting the application of practical tools to demonstrate the feasibility of mainstreaming gender in the transport sector.

All three projects had a component on institutional support to both the Ministries of Transport and Finance. The major gendered outcome of this support was the institutionalisation of the good gender mainstreaming practices in transport policy, strategies, road manuals, technical specifications, contract documents and labour based (LB) training.

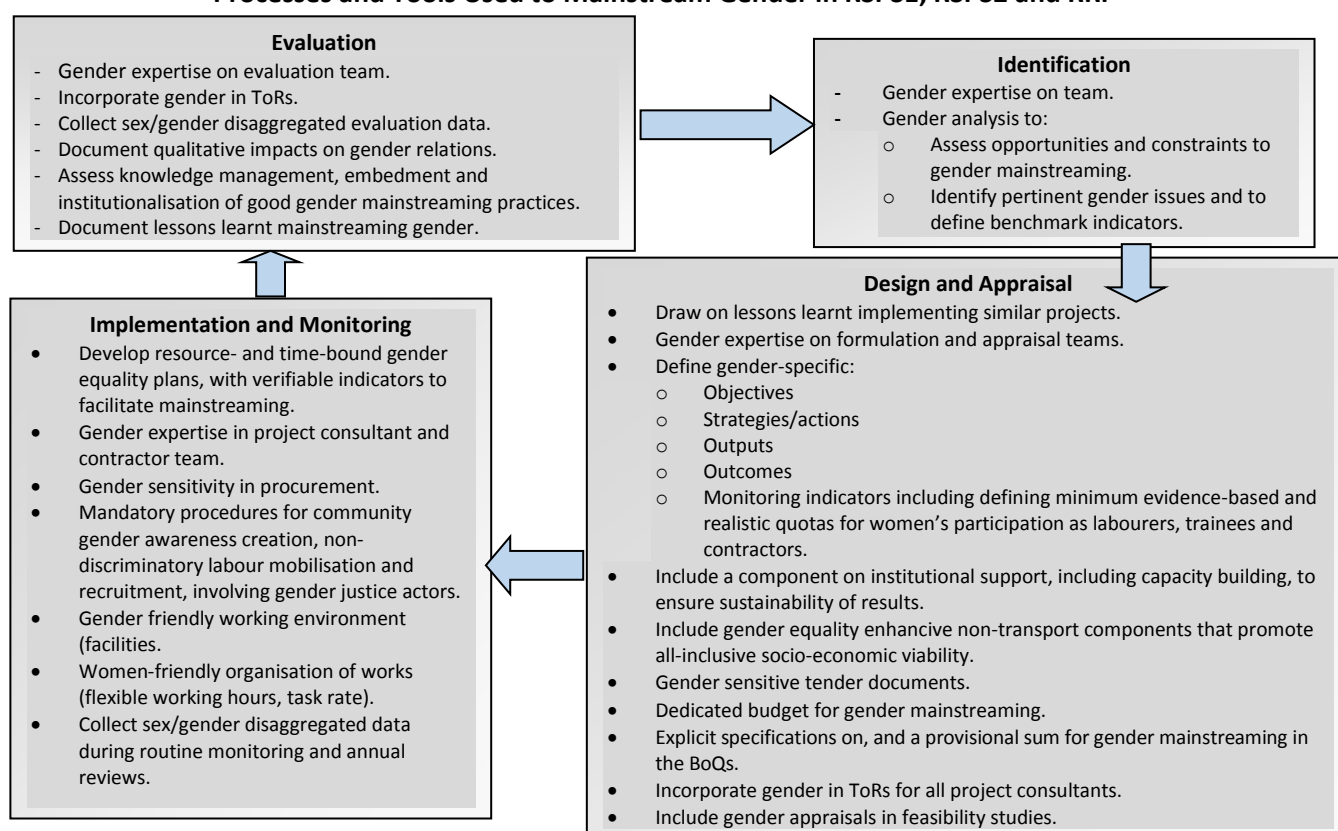
The projects recognised the need for capacity building in gender analysis, planning and implementation as a way of ensuring that this is routinely addressed by road sector institutions and incorporated in relevant structures and systems. Further to that, they acknowledged the need for a policy framework to provide guidance on gender mainstreaming. The projects underscored the need for awareness creation of policy makers, planners, road construction managers and contractors about the significance of mainstreaming gender in the road sub-sector.

### **Impact of the Projects on Gender Relations and Women's Empowerment**

- a. The trunk road component of RSPS1 was the first major equipment-based project to employ a considerable number of women that reached a high of 17.1 percent, in general and 13.3 percent in non-traditional female domains such as operators.
- b. The projects were the first in the country to provide women with opportunities to enter the roads private sector, and some have become successful contractors at the subnational, national and regional levels.
- c. Women's participation in the road works exposed them to the public sphere, many of them, for the first time. This empowered some to aspire for leadership positions in community decision-making structures as well as elective public office.
- d. The sustained women's visibility in road works over the years contributed to their empowerment as well as deconstructing the stereotype that road works are a male domain.
- e. Further to that, there was a notable change in attitude towards women's capacities to execute road works as a result of their work reportedly being of a better quality compared to men's.
- f. The project also pioneered gender sensitivity in the language used from: "Go Slow, Men at Work" to "Caution, Roadworks ahead" or "Go Slow, Work in Progress" and "foreman to foreperson".
- g. As a result of the project's focus on community travel and transport, the MoWT started including activities and budgets to support the improvement of community access

- roads and in financial year 2008/2010 and the URF started disbursing funds for bottlenecks removal on community access roads.
- h. Additionally, the MELTC extension service to local governments and the private sector resulted in a wider appreciation of gender issues in the road sub-sector, countrywide.
  - i. Sustainable procedures, guidelines and practices to improve community level travel and transport were established, adopted and by the time of the evaluation, were in use by the district and sub-county councils.
  - j. IMT awareness creation activities were carried out in 66 percent of the project partner sub counties.
  - k. Capacity was built at district and sub-county level to plan and implement improvement and maintenance of community access infrastructure. A number of community access infrastructure were constructed which, contributed to the alleviation of women's transport burden.
  - l. The projects demonstrated the viability of mainstreaming gender in road works and some of the good practices generated have influenced transport policy and the design of subsequent rural road projects.

#### **Processes and Tools Used to Mainstream Gender in RSPS1, RSPS2 and RRP**



#### **Recommendations for Leveraging the Rural Transport Value Chain for Gender Equality**

1. Investment in regular and reliable data collection to inform transport policies, plans and programmes that can deliver better results for rural women and men.
2. Enhance the capacity of the Works and Transport sector institutions' in gender and accessibility transport planning.
3. Adopt universal transport planning and roads construction designs, to ensure accessibility for all categories of women and men.
4. Mainstream gender in transport regulations.
5. Mainstream gender in tendering and contracting processes.

## **1 Introduction**

### **1.1 Background to the Research**

The underlying premise of the research is that rural transport interventions that give due consideration to gender differences result in significant and more equitable benefits to women and men in terms of increased access to socio-economic services. This is besides the potential to address women's time poverty as well as promote safe transport and travel spaces. However, substantial gaps exist in knowledge, policy and practice in respect of sustainably mainstreaming gender in the rural transport sector.

The research project reviews past and ongoing rural transport policies and programmes in Ghana, Kenya, Tanzania and Uganda with a view to generating good gender mainstreaming practices. This report presents the Uganda case study. The Ghana, Kenya and Tanzania case studies are presented under different cover.

The research project was implemented by the International Forum for Rural Transport (IFRTD). IFRTD is a global network of people, organisations and champions interested in improving the methods of delivering transport solutions so as to bring equitable social and economic benefits to rural women, children and men.

### **1.2 Objectives of the Research Project**

The overall objective of the research project is to contribute to knowledge that can lead to improved policies and practices for sustainably mainstreaming gender in rural transport.

Specific research objectives:

- a. Map the national gender policy landscape.
- b. Conduct a stakeholder analysis of key actors and their role in promoting gender equality in rural transport.
- c. Assess the quality of gender mainstreaming in (rural) transport processes and institutions.
- d. Undertake a gender analysis of rural transport programmes along the project cycle.
- e. Identify opportunities for scaling up good gender mainstreaming practices in the context of rural transport.

### **1.3 Research Questions**

The research sought to answer the following questions:

- a. What is the nature and extent of gender inequalities within the case study countries?
- b. What are the perceptions and experiences of key actors in promoting gender equality in rural transport?
- c. What is the role of key actors in promoting gender equality in rural transport?
- d. How responsive are transport policies and institutions to gender differences in mobility and accessibility?
- e. What tools, indicators and targets were used in mainstreaming gender in Government of Uganda's rural roads projects funded by the Danish Agency for International Development (Danida)?
- f. What lessons can be learnt and disseminated?
- g. What are the opportunities for sustainable scaling up of gender mainstreaming, i.e. from projects to national transport policies?

## 1.4 Country Overview

Uganda is a landlocked country in East Africa. It is bordered to the north by South Sudan, to the east by Kenya, to the west by the Democratic Republic of the Congo, to the south-west by Rwanda, and to the south by Tanzania. With a total population of 34.6 million, 51.4 percent of whom are women, (UBOS, 2014a) Uganda is one of the most populous countries in the world. The country's average fertility rate of 5.4 children per woman (UBOS and ICF, 2017) is also among the world's highest (UBOS, 2014a). With a human development index (HDI) of 0.493, Uganda is one of the poorest countries in the world ranking 163 out of 188 (UNDP, 2016). Women are particularly vulnerable to poverty with more female (62.8%) than male (50.5%) headed households experiencing multidimensional aspects of deprivation (GoU, 2014).

## 1.5 Overview of the Uganda Transport Sector

### 1.5.1 Modes of transport and status of services

The transport sector comprises road, water, rail and air infrastructure and services. The country's road network is categorised into national (21,000 km), district (32,000 km), urban (13,000 km) and community access (85,000 km) roads (MoWT, 2016a). While community access roads are the nearest type of road to 62 percent of the households in Uganda (UBOS, 2016a), these are all of earth construction and only 12 percent are motorable all year-round (MoWT, 2013a).

Road transport is the backbone of the transport system in Uganda in terms of scale of infrastructure, volume of freight and passenger movement and is estimated to provide over 90 percent of the transport services in the country. Only one in every ten households (12%) ever use water transport (UBOS, 2016a). The operational rail infrastructure comprises about 723 km along two main routes that carry limited traffic (MoWT, 2015). Plans are underway to construct a 1,724 km standard gauge railway as well as a light railway train for the greater Kampala metropolitan area.

Road transport services include motorised and non-motorised modes. The motorised vehicle fleet in 2008 was estimated at 470,488 of which slightly more than 50 percent were motorcycles. The rest of the fleet is composed of 60 percent passenger vehicles (buses, minibuses and cars); 25 percent light goods vehicles (pickup vans and 4-wheel drives) and 12 percent heavy vehicles (MoWT, 2012a). The number of motorcycles in the country has significantly increased from nearly zero percent of the motorised vehicle fleet in the early 1990s and is a growing phenomenon in both rural and urban areas. The rural public transport system is fragmented and dominated by multipurpose trucks and motorcycle taxis (*boda bodas*).

Non-motorised transport (NMT) includes walking and cycling and is the predominant mode in the country (UBOS, 2016a). The Government acknowledges that despite being the predominant mode, NMT is the most neglected by policy (MoWT, 2016). Other intermediate means of transport (IMTs), besides bicycles, are tractors, ox carts, donkey carts, pack donkeys, handcarts, wheelbarrows, wheelchairs as well as human-powered tricycles. There is no information available on the number of IMTs in the country although the bicycle fleet is estimated at 3 million (MoWT, 2012a).

A higher proportion of men than women own bicycles (35.6% vs. 18.4%) and motorcycles (10.3% vs. 3.1%) (UBOS, 2014a).

This research focuses on the rural roads sub-sector.

### *1.5.2 Transport sector institutions and mandates*

Transport infrastructure is provided by, or contracted by government agencies and transportation services are delivered by the private sector, on a commercial basis in response to demand. The key institutions within the transport sector pertaining to the roads sub-sector include:

- **Ministry of Works and Transport (MoWT)** is mandated to formulate policies, oversee legislation, regulations and standards for road infrastructure and transport services and provide policy oversight for transport sector institutions, including monitoring performance. The Mount Elgon Labour-Based Training Centre (MELTC) is responsible for training in labour-based (LB) approaches to road works.
- Established in 2006, the **Uganda National Roads Authority (UNRA)** is responsible for the management and maintenance of the national road network. It is constituted of 22 stations countrywide.
- The **Uganda Road Fund (URF)** became operational in 2010 and is responsible for financing periodic and routine maintenance of national, district and community access roads undertaken by designated agencies, namely UNRA and local governments.
- The **Ministry of Local Government (MoLG)** is mandated to inspect, monitor and offer support supervision as well as training to works departments in district, urban and sub-county local governments.
- **Local Government Authorities**, through the district works departments, are responsible for the development and maintenance of district, urban and community access roads.
- The **Transport Licensing Board (TLB)** mandate is to regulate the use of public transport vehicles, private omnibuses, and goods transport vehicles.
- The **National Roads Safety Council (NRSC)** promotes road safety through, inter alia, public awareness campaigns. It is also mandated to collate and analyse road crash data in the country.
- The **Engineers Registration Board (ERB)** is a statutory body that regulates engineers.
- **Development partners** include the African Development Bank (AfDB), the Chinese Government, Danida, DfID, European Union (EU), Japan International Cooperation Agency (JICA) and the World Bank. They contribute to financing road development.
- The **private sector** includes consultants involved in road design and supervision as well as contractors who implement road construction, rehabilitation and maintenance projects. It also includes owners/operators of transport services as well as private road owners.

In June 2012, the Government made a policy shift away from contracting road maintenance works in local governments to force account. Force account that involves the use of local government labour and equipment applies to routine maintenance, periodic maintenance and rehabilitation and resealing of roads.

### *1.6 Danida's Rural Transport Programme: An Overview*

Phases 1 and 2 of the Road Sector Programme Support (RSPS1: 1999-2002 and RSPS2: 2003-2007) and the Rural Roads Programme (RRP: 2008-2010) were all funded by Danida. The objective of RSPS was the creation of sustainable road administrations and funding mechanisms for developing and maintaining all levels of roads in support of economic and social development. The objectives of RRP were to improve the road network and accessibility to rural areas, focusing on the northern region, and to establish a strong management of district roads and community access infrastructure. The three programmes included institutional support to the MoWT as well as components focusing on rural roads. Both RSPS2 and RRP had a component on support to MELTC in eastern Uganda.

The three programmes included an objective of empowering women through improving their opportunities to participate in, and benefit from the road sector and thus contribute to an

improvement in their quality of life. RSPS2 and the RRP had Gender Management Plans that defined priority actions to maximise women's benefits relative to men's benefits from the respective programmes.

The rural roads components of the projects were implemented in northern and eastern Uganda under the management of the District, Urban and Community Access Roads (DUCAR) unit of the MoWT.

### **1.7 Structure of the Report**

The report is structured into seven sections. Section two describes the methodology used to conduct the research including the analytical framework. The third section presents a comprehensive analysis of Uganda's national policy and institutional framework for gender mainstreaming. Section four describes the current situation of women in Uganda as regards resources, voice and decision-making power. The section also presents an analysis of the gender dimensions of the (rural) transport sector.

The fifth section presents an assessment of the extent to which the transport sector in general, and the roads sub-sector in particular, translate Government's commitments to gender mainstreaming in policy, planning, programming, resource allocation, monitoring and evaluation. Section six of the report reviews the quality of gender mainstreaming in the rural transport projects funded by Danida, as a case study. The final section draws conclusions from the research and makes suggestions for strengthening the gender dimension along the rural transport value chain.

## **2 Methodology**

### **2.1 Approach**

The research employed qualitative methods of data collection. Triangulation was achieved through both a mix of tools and participants. Data were collected through in-depth key informant interviews at the national level, transport policy review as well as a gendered project cycle analysis of RSPS1, RSPSII and RRP.

### **2.2 Selection of Research Participants**

The key informants were selected purposively to represent key actors in the area of rural transport as well as gender equality and women's and girls' rights at the national level. These were drawn from the following institutions, with an explicit consideration for gender balance: MoWT, Ministry of Gender, Labour and Social Development, UNRA, URF, ongoing rural transport projects, development partners supporting the (rural) transport sector, the private sector and civil society organisations (CSOs).

### **2.3 Data Collection**

#### *2.3.1 Review of national policy documents*

National policy documents were reviewed to map Uganda's gender policy landscape. The documents reviewed included:

- The national constitution
- Uganda's Vision 2040
- National development plans
- National gender policies
- Fiscal policies and legislation
- Decentralisation policies

- Service delivery and performance monitoring policies and legislation
- Employment legislation

### 2.3.2 Profiling women's status in Uganda

This involved an analysis of key country statistics as well as a review of national surveys. The analysis also drew on data provided by the World Bank, United Nations, the Organisation for Economic Cooperation and Development (OECD) as well as the World Economic Forum (WEF). These were supplemented by a secondary analysis of published and grey literature.

### 2.3.3 Review of transport sector documents

Transport sector documents were analysed to assess the quality of gender mainstreaming. The documents reviewed included:

- Transport legislation and regulation.
- Transport sector and roads sub-sector policies
- Road sector investment plans and strategies
- Implementation tools for the delivery of road works.

### 2.3.4 Project cycle analysis of RSPS1, RSPS2 and RRP

An analysis of the RSPS1, RSPS2 and RRP project documents was undertaken to assess the quality as well as the tools, indicators and targets used to mainstream gender and to examine their effectiveness. The analysis was undertaken along the different stages of the road improvement cycle including: identification, design, appraisal, implementation, monitoring and evaluation.

## 2.4 Key informant interviews

Key informant interviews (KIIs), using open-ended questionnaires, were conducted with Government officials, development partners supporting the roads sub-sector, the private sector and CSOs with a gender justice mandate. The purpose was to elicit information on gender mainstreaming in practice including perceptions, achievements, challenges and lessons learnt.

**Table 1 Summary of Key Informants by Category and Sex**

Category	F	M	Total
Government officials	7	6	13
Development partners	4	2	6
Private sector	1	2	3
Nongovernmental organisations	1	0	1
<b>Total</b>	<b>13</b>	<b>10</b>	<b>23</b>

Annex A presents the details of the key informants. The key informant interview schedules are provided in Annex B.

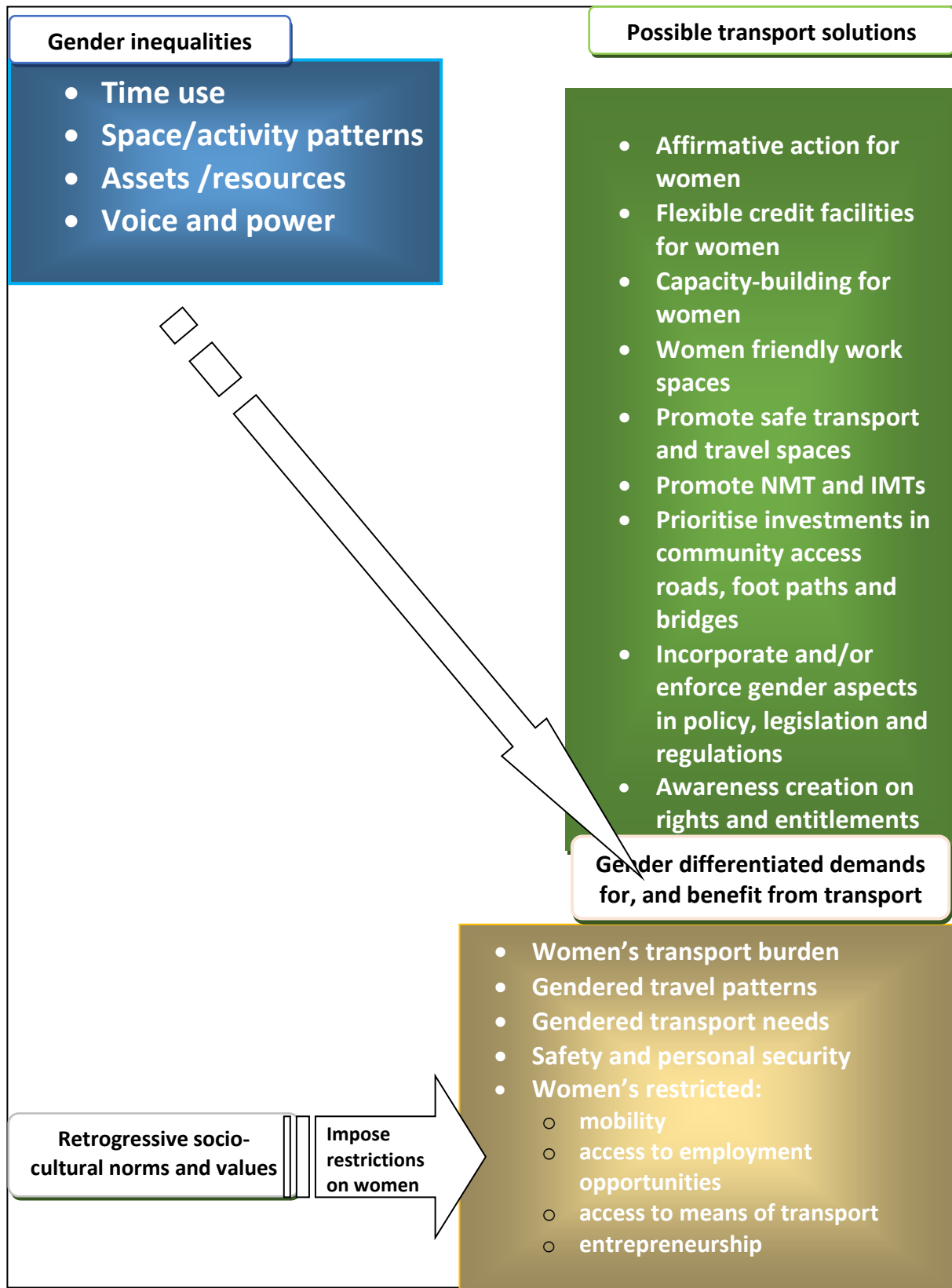
## 2.5 Data Analysis

Figure 1 presents the framework used for analysing the data from the content review of the transport sector documents. The data from the content review of the RSPS1, RSPS2 and RRP were analysed against predefined indicators of mainstreaming gender along the road improvement cycle.

The analytical underpinning of the research project is that discriminatory socio-cultural norms, values and practices underlie gender inequalities. These are reflected in women's work overburden and related time poverty, gender differences in space/activity patterns, inequitable distribution of resources and restricted women's voice and decision-making power. As a result, women and men have different travel patterns as well as safety, mobility and accessibility needs. In addition, a combination of retrogressive norms and gender inequalities in resources imposes restrictions on

women's mobility and entrepreneurship as well as their access to means of transport and employment opportunities in the transport sector.

Figure 1 Analytical Framework



Adapted from: Tanzarn, 2012. The gender promise: Innovative and inspirational cases of gender mainstreaming in East and Central Africa 2007-2010. An Oxfam Novib Publication

## 2.6 Ethical Considerations

The research was undertaken following the ethical standards of research. A virtual methodology seminar was conducted prior to the onset of the research. This involved all the project team members from Ghana, Kenya, Tanzania and Uganda. The objectives of the seminar were to:

- a. Clarify the aims and scope of the research.
- b. Generate a shared meaning of the key concepts underlying the research.
- c. Provide an overview of the methodology.
- d. Review the research instruments.
- e. Agree on the modalities of data collection, cleaning, analysis and reporting.

## 2.7 Research Limitations

The major limitation to the research was the lack of nationally relevant sex and gender disaggregated (rural) transport data available in Uganda. The other was research fatigue. Some of the identified key informants pointed out that their previous participation in gender and transport research had not achieved much, adding that the key objective of research projects appears to be preparing reports that end up gathering dust on shelves.

## 3 National Gender Policy Landscape

This section presents a comprehensive analysis of Uganda's legislation and national policies and the extent to which they promote gender equality and uphold women's rights.

Uganda has a relatively progressive normative framework for mainstreaming gender in development. Uganda ratified the Convention on the Elimination of All Forms of Discrimination against Women in 1985 and the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa (Maputo Protocol) in 2010. In addition, Uganda is a signatory to the African Union Solemn Declaration on Gender Equality in Africa, ratified in 2009, and the Goma Declaration on Eradicating Sexual Violence and Ending Impunity in the Great Lakes Region. Uganda has fully endorsed the Sustainable Development Goal (SDG) 5 Goal on "Achieving Gender Equality and Empowering All Women and Girls" and the associated gender targets across the goals.

### 3.1 Legal Framework for Promoting Gender Equality and Women's Rights

The 1995 Constitution, the supreme law of Uganda, provides the legal foundation for the national structure for gender mainstreaming. It prohibits all forms of discrimination against women and provides for the protection and promotion of their rights. Further to that, it outlaws retrogressive cultural practices and provides for affirmative action for women. The Constitution has the following gender equality enhancing provisions:

- a. A person shall not be discriminated against on the ground of, *inter alia* sex.
- b. Women shall be accorded full and equal dignity of the person with men.
- c. The State shall protect women and their rights, taking into account their unique status and natural maternal functions in society.
- d. Laws, cultures, customs and traditions which are against the dignity, welfare or interest of women or any other marginalised group or which undermine their status, are prohibited by this Constitution.
- e. The State shall provide the facilities and opportunities necessary to enhance the welfare of women to enable them to realise their full potential and advancement.
- f. Women shall have the right to equal treatment with men and that right shall include equal opportunities in political, economic and social activities.
- g. Women shall have the right to affirmative action for the purpose of redressing the imbalances created by history, tradition or custom.

- h. The employer of every woman worker shall accord her protection during pregnancy and after birth, in accordance with the law.
- i. The State shall ensure gender balance and fair representation of marginalised groups on all constitutional and other bodies.
- j. One third of the membership of each local government council shall be reserved for women.
- k. Parliament shall consist of, amongst others, one woman representative for every district.

### **3.2 Gender Dimensions of the Overarching National Policy Framework**

Uganda's overarching national policy framework has progressively improved to promote gender equality and uphold women's rights.

#### **3.2.1 Vision 2040**

Uganda's Vision 2040 acknowledges that reducing gender inequality is a prerequisite for accelerating and sustaining socio-economic transformation (NPA, 2013a). Vision 2040 acknowledges the persistent gender inequalities in the country. These include:

- Gender disparities in access to and control over productive resources such as land;
- Limited share of women in wage employment in non-agricultural sectors;
- Sexual and gender-based violence (SGBV);
- The restrictions imposed on women by their work in the care economy;
- Negative social cultures; and
- Limited women's participation in household, community and national decision-making.

Vision 2040 commits the Government to:

- a. Formulate gender-responsive policies and plans to enable women to participate in education and skills development, business, agriculture and industry, and all levels of political decision-making.
- b. Instituting deliberate measures, including policies for flexible working conditions, to facilitate gender equitable participation in the development process.
- c. The total elimination of retrogressive socio-cultural practices.
- d. Elimination of SGBV.
- e. Affirmative action to keep girls in school.
- f. Strengthen the laws on non-discrimination to promote inclusion of women, the youth and other disadvantaged groups in electoral and political processes.

Vision 2040 is implemented through five-year national development plans (NDPs) that guide the Government's policy decisions including formulation of sector policies, strategies, plans and budgets.

#### **3.2.2 The first National Development Plan (NDPI)**

The first NDP (2010/11-2014/15) prioritised gender among the seven most binding constraints to be addressed in order to stimulate growth in Uganda (MoFPED, 2010). The NDPI's commitments to gender equality and women's empowerment were as follows:

- a. Open up community access roads to link farmers to markets and social services.
- b. Improve retention and participation rates for girls in schools.
- c. Improve quality and availability of maternal and reproductive health care for women and girls.
- d. Target women in HIV prevention programmes.
- e. Eliminate SGBV.
- f. Improve access to productive resources and services for female farmers to play a larger role in commercial agriculture.
- g. Improve access to resources such as credit, business skills, training and market information for female entrepreneurs.

- h. Build the capacity for mainstreaming gender in development.
- i. Promote affirmative action in all political, economic and social spheres.
- j. Promote gender equality and women's empowerment in all the sectors of the economy.
- k. Promote equal access to education and other productive, human and social capital assets.
- l. Address and mitigate against the impact of negative cultural values and practices.

The mid-point gender review of the NDPI noted progress in gender mainstreaming across sectors at both national and local government levels, with significant investment in gender capacity building, development of guidelines and provision of technical support for gender responsive planning, budgeting, monitoring and evaluation (NPA, 2013b).

### *3.2.3 The Second National Development Plan (NDPII)*

The second NDP (NDPII: 2015/16-2019/20) defines (gender) mainstreaming in Government programmes and projects during its implementation, monitoring and evaluation as one of its nine key strategies (GoU, 2015a). As regards the transport sector, the NDPII states, *inter alia*, that investment will focus on improvement of the currently degraded stock of rural road network especially feeder, community and trunk roads, as well as construction and upgrading of strategic roads and the rail system along key routes to ease delivery of agricultural products to domestic and regional markets.

The NDPII commits the Government to promote gender equality and women's empowerment as follows:

- a. Design and Implement a national programme for women's economic empowerment.
- b. Increase the proportion of women accessing economic empowerment initiatives to 30 percent by 2019/20.
- c. Strengthen the capacity of women for increased competitive entrepreneurship through skills development and provision of incentives.
- d. Enhance women's participation in decision making at all levels.
- e. Provide appropriate technologies to women.
- f. Expand labour intensive public works to poor and vulnerable households.
- g. Ensure a framework for coordinated interventions through a national policy to eliminate GBV.
- h. Evaluate compliance of Ministries, Departments and Agencies (MDAs) to gender responsive budgeting through the gender and equity certificate mechanism.
- i. Strengthen the capacity of state and non-state actors to mainstream equal opportunities and affirmative action in all policies, laws, plans, programmes, activities, practices, traditions cultures, usages and customs.
- j. Mainstream gender and rights in sectors' and local Governments' policies, plans and programmes.
- k. Promote formulation of gender sensitive regulatory frameworks in all sectors and local governments with a focus on emerging areas of climate change, oil and gas.
- l. Formulate a National Sexual Harassment Policy.

One of the NDPII flagship (core) projects is the 'Uganda Women's Entrepreneurship Programme'.

## **3.3 Gender in the National Development Management Framework**

### *3.3.1 The Uganda Gender Policy (2007)*

The Uganda Gender Policy of 2007-17 outlines the commitment of the government of Uganda to gender equality. It provides a framework that guides MDAs and local governments to incorporate a gender dimension in planning, resource allocation, service delivery, performance monitoring and

reporting. The revised Uganda Gender Policy (draft 2017) is aimed at institutionalising the gender dimension in public and private institutions.

### *3.3.2 Gender equality in decentralisation*

The 1993 *Decentralisation Policy* states an obligation for gender responsive planning; defines structures and processes to ensure that gender is addressed in all sectors; and promotes gender awareness among local government politicians and technocrats to enable them address gender concerns.

The 1997 Local Government Act (amended 2001) stipulates that at least one third of the membership of all local councils at all levels must be women; and reserves positions for women in strategic local government bodies such as the executive, contracts committee, land board and the district service commission.

### *3.3.3 Gender equality in fiscal policy*

#### **Gender Responsive Budgeting**

On an annual basis, MDAs as well as the local governments prepare Budget Framework Papers (BFPs) based on a budget call circular issued by the Ministry of Finance, Planning and Economic Development (MoFPED). The BFPs are the basis of the preparation of the sector-specific Ministerial Policy Statements that are submitted to Parliament for legislative approval. The 2015 Public Finance Management Act (PFMA) obliges all MDAs to prepare gender responsive BFPs. Further to that, the PFMA provides that the MoFPED, in consultation with the Equal Opportunities Commission (EOC), issues a certificate specifying:

- a. That the national budget framework paper is gender and equity responsive.
- b. Measures taken to equalise opportunities for women, men, persons with disabilities and other marginalised groups.

The Act is a game changer considering that the budget is the most important policy statement issued by the Government annually and underlies national, sector and local Government planning and investment decisions.

#### **Public Procurement**

Unlike Kenya, which has a gender responsive Public Procurement and Asset Disposal Act, 2015 (RoK, 2015), Uganda's Public Procurement and Disposal of Public Asset Act of 2003 (GoU, 2003) and its amendments (GoU, 2011) are completely silent on gender.

### *3.3.4 Gender equality in the national statistics system*

The Uganda Bureau of Statistics (UBOS) is the central institution responsible for the collection, processing and publication of official statistical information. The Government acknowledges the significance of disaggregated data, and gender responsiveness is one of the ten core values of UBOS, as expressed in its Strategic Plan (UBOS, 2014b). Efforts to institutionalise gender in statistical production include the establishment of a gender unit, the appointment of a focal person, as well as developing in-house capacity.

UBOS produces sex disaggregated socio-demographic data through household surveys, demographic and health surveys, and national service delivery surveys. However, national surveys do not typically capture sex and gender disaggregated transport statistics. For instance, the most recent "Uganda Facts and Figures on Gender" that presents data on different sectors of the economy, excludes the Works and Transport sector (UBOS, 2013). UBOS also produces sector gender statistics profiles through in-depth analysis, compilation, repackaging and dissemination of existing sex-disaggregated

data from surveys and administrative sources. The bureau is yet to develop one for the Works and Transport sector. UBOS acknowledges that it does not produce a complete set of national gender disaggregated data due to limitations related to methodology as well as capacity (UBOS, 2014b).

### *3.3.5 Gender equality in employment and public administration*

#### **The Employment Act, 2006**

The Employment Act of 2006 provides for measures to address barriers to women's participation in the labour force (GoU, 2006a). The Act:

- a. Outlaws discrimination in employment on the basis of, amongst other things, sex.
- b. Defines sexual harassment and outlines measures to seek redress.
- c. Requires an employer who employs more than 25 employees to have in place measures to prevent sexual harassment occurring at their workplace.
- d. Provides for 60 working days of fully paid maternity leave and job security associated to role/function.
- e. Provides for 4 working days of paternity leave.

#### **The Occupational Safety and Health Act, 2006**

The Occupational Safety and Health Act (OSHA) of 2006 provides for separate bathroom/latrine toilet facilities for women and men (Gou, 2006b).

#### **Guidelines for Gender Mainstreaming in Human Resource Management, 2011**

In 2011, the Ministry of Public Service (MoPS) issued Guidelines for Gender Mainstreaming in Human Resource Management to address institutional barriers to women's representation in public service institutions (MoPS, 2011). The guidelines provide for structures, mechanisms and processes which have to be put in place by MDAs within the existing organisational framework to guide, plan, monitor and evaluate gender mainstreaming into key areas of human resource management. They focus on key issues such as recruitment, promotions, training and development, postings and transfers, gender-inclusive language, working environment, workplace harassment and terms and conditions of service.

The key indicators for performance monitoring include:

- a. A Public Service where women and men access and have control over resources and benefits at the workplace equitably.
- b. All MDAs have an efficient Gender Focal Point network at national and sub-national Government levels.
- c. At least 30 percent women in senior management positions by 2015 (from a baseline of 22% as of March 2011).
- d. All MDA reports (training, workshops and conferences etc.) provide data disaggregated by female and male participants.
- e. All policies and programmes use gender-sensitive and inclusive language.

### **3.4 Institutional Mechanisms for Mainstreaming Gender**

Uganda has multiple institutional mechanisms for promoting gender equality and women's empowerment. These include the Ministry of Gender and Social Development (MoGLSD), the Equal Opportunities Commission (EOC) and gender focal points in MDAs at national and local governments' levels.

- **Ministry of Gender and Social Development (MoGLSD)** is the national machinery tasked with promoting gender equality and gender-responsive development.
- The mandate of the **Equal Opportunities Commission (EOC)**, set up in 2008 by an act of parliament, is to monitor, evaluate and ensure that policies, laws, plans, programmes,

activities, practices, traditions, cultures, usages and customs of the following institutions are compliant with equal opportunities and affirmative action in favour of groups marginalised on the basis of amongst others, sex:

- organs of state at all levels
- statutory bodies and agencies
- public bodies and authorities
- private businesses and enterprises
- nongovernmental organisations
- social and cultural communities
- All MDAs and local governments have Gender Focal Points with the responsibility of guiding gender mainstreaming in their respective institutions.
- Additional institutional mechanisms include: i) Gender Responsive Budgeting Unit and Technical Working Committee in the Ministry of Finance; ii) Gender Statistics Committee at the UBOS; and iii) District Gender Coordination Committees.

### 3.5 Summary Analysis

The foregoing analysis shows that Uganda has a relatively enabling environment for promoting gender equality and women's empowerment. However, the Government acknowledges that implementation of laws and policies that uphold and protect women's and girls' rights is inadequate (GoU, 2015a). The national policy environment and structures provide a good foundation for the mainstreaming of gender in the transport sector. This is particularly as regards women's voice, participation and autonomous mobility and safety in public transport spaces. The national policy environment also provides for addressing the gender dimensions of mobility and accessibility as well as promoting female entrepreneurship in the sector. However, these are not explicit statutory obligations making enforcement a challenge.

**Table 2 summarises the national gender policy directives in the context of the roads sub-sector. Table 2 Summary of National Gender Policy Directives in the Context of the Roads Sub-Sector**

Policy Directive	Legislation/Policy/Instrument	Targeted sector Instrument
Mainstream gender in transport policy	- Vision 2040 - NDPI - NDPII	MoWT
Adopt labour-based approaches.	- NDPII	Transport policy and strategic investment plans.
Prioritise investments in community access roads	- NDPI	
Provide improved access to reproductive health care.	- Vision 2030	
Provide improved access to schools.	- Vision 2030	
Promote female entrepreneurship in contracting and transport operations through skills development and the provision of incentives.	- NDPI - NDPII	
Allocate resources to remove barriers to women's participation in the transport sector, relative to men's.	- PFMA	- Transport policy and strategic investment plans.
Allocate resources to enhance women's benefit from transport infrastructure and operations, relative to men's.		- Annual BFPs and Ministerial Policy Statements
Use gender sensitive language in Government documents	- MoPS Guidelines	Transport policy, legislation, regulations, plans and project documents.
Mainstream gender in transport planning, budgeting and road improvement.	- FMA - Vision 2040 - NDPI - NDPII	Roads sub-sector institutions: MoWT, UNRA, URF, TLB, NRSC, ERB, MELTC, District Works Departments.
Provide/promote appropriate transport technologies for women.	- NDPII	Transport regulations.
Transport legislation and regulations should be sensitive to women's needs	- Constitution - NDPI - NDPII	Transport legislation and regulations.
Address retrogressive cultural practices in construction projects.	- Constitution - Vision 2040 - NDPI	Transport policy, investment plans, guidelines.
Address SGBV in construction projects.	- Constitution - Vision 2040 - NDPI - NDPII	- Transport policy - Technical specifications for roads and bridges. - Contract documents (Consultants)

		and contractors)
Provide women-friendly transport services, spaces and facilities.	- Constitution - Vision 2040	Transport regulations.
Address SGBV in public transportation	- Constitution - Vision 2040 - NDPII	Transport regulations.
Ensure women's and girls' autonomous mobility and safety in public transport spaces.	- Constitution - Vision 2040 - NDPI - NDPII	Transport regulations.
Gender balance in the governance of roads sub-sector institutions	- Constitution - NDPII - MoPS Guidelines	Transport legislation setting up statutory bodies
At least 30% women in senior management of transport sector institutions.	- MoPS Guidelines	- Roads sub-sector institutions
Collect sex and gender disaggregated transport data	- PFMA	
Gender equality enhancing measures in the workplace.	- MoPS Guidelines	- Roads sub-sector institutions
Non discrimination against women	- Constitution	- Technical specifications for roads and bridges.
Equal employment opportunities for women and men	- Constitution - NDPI - MoPS Guidelines	- Contract documents (Consultants and contractors)
Affirmative action for women in infrastructure works/road projects.	- Constitution	
Affirmative action for women in recruitment and training.	- NDPI - Employment Act - EOC Act - MoPS Guidelines	
Gender awareness creation and capacity building.	- NDPI - NDPII	
Collect sex disaggregated employment and training data	- MoPS Guidelines	
Strengthen the gender focal point mechanism in sector institutions		
Flexible working conditions for women	- Vision 2040	
Provide separate latrine/toilet/bathroom facilities for female and male employees.	- Vision 2040 - OSHA	
Equal opportunities for female- and male-led contracting firms	- Constitution - NDPI	
60 working days of fully paid maternity leave and job security.	- Employment Act	
4-days paternity leave with full pay.		
Policy statement/code of conduct on sexual harassment in the workplace.		

## 4 Gender Norms and the Situation of Women in Uganda

Social culture underlies prevailing norms and values that often create and then dictate differential rights, responsibilities, entitlements and participation between women and men. According to the Social Institutions and Gender Index (SIGI) developed by the OECD, women in Uganda experience discrimination across many fronts (OECD, 2015). The country ranks 71 out of 110 countries assessed (OECD, 2014).

### 4.1 Profile of Women

#### 4.1.1 Economic participation and opportunity

While parity in primary education has nearly been achieved, gender gaps at critical points of access persist. Cultural norms that place a low value on girls' education severely constrain their attendance, participation and the full realisation of their capabilities (MoES, 2013). Nearly one out of four women, compared to one out of ten men, has never been to school (UBOS, 2014c) and this is reflected in the relatively lower levels of female adult literacy rate of 68 percent compared to 77.4 percent for males (UBOS, 2016b).

There is more gender equality in enrollment at the tertiary level, largely due to the affirmative action scheme of granting 1.5 additional points to girls entering public universities. However, whereas females comprise 43.6 percent of total university enrolment (UBOS, 2016b), they are under-represented in science-based courses in universities, constituting 17.6 and 11.4 percent of civil engineering and mechanical engineering graduates in 2012, respectively (Tanzarn, 2013). In 2011/12, women accounted for only 18 percent of the total enrolment in business, technical,

vocational educational and training (MoES, 2013). Female representation in science and engineering declines further in the transition to the workplace.

Females make up 46 percent of persons in employment (UBOS, 2016b). However, due to gender inequalities in education levels, they are under-represented in high-skilled jobs such as professional and technical workers (40%) (WEF, 2016). In contrast, 69 percent of women compared to only 10 percent of men are employed in agriculture and predominantly in subsistence production (UBOS, 2014c). Further to that, more women (86%) than men (72%) are in vulnerable employment (World Bank, 2016a) as own-account and contributing family workers, in other words, they are less likely to have formal work arrangements, and are therefore more likely to lack decent working conditions. Men predominate in the production sectors of the economy and women in the service sector (UBOS, 2016b). Yet, women who are employed in male-dominated sectors make as much money as men and three times more than those who stay in female-dominated sectors (World Bank, 2016b).

One out of every four employed women compared to one out of every ten employed men (12%) is not paid for the work they perform (UBOS, 2011). Additionally, there are gender disparities in the median monthly nominal wages for paid employees in Uganda, regardless of the type of work undertaken, with women earning an average of half the pay of men (WEF, 2016, UBOS, 2014c, GoU, 2013).

Both women (31%) and men (27%) are generally excluded from financial institutions (UBOS, 2013). However, women experience inequitable access to credit facilities compared to men on account of poor access to information, lack of collateral, low literacy leading to an inability to handle loan processing procedures and the structure and terms of the loan that do not favour small scale enterprises. As a result, most women borrow from family and friends rather than from finance institutions and the amounts involved are relatively smaller compared to the men.

Discriminatory customary practices persist in regard to women's land rights, despite the government's enactment of the Land Act in 1998 and its amendments in 2006 designed to improve women's access to land and grant them the right to manage their property (GoU, 1998a, GoU, 2006c). This is largely on account of the existence of parallel legal systems consisting of statutory and (restrictive) customary laws that create contradictions and inconsistencies during implementation. Besides, women are not financially endowed to purchase land rights in the market. Almost one in three Ugandans believes that women should not have the same access to land as men, and 67 percent of the population thinks that land matters should be the responsibility of men. Consequently, women represent one-third of owners or co-owners of land in Uganda (OECD, 2015).

#### *4.1.2 Women's voice and decision-making power*

Affirmative action has also contributed to female political empowerment with women exceeding the 30 percent minimum representation, the critical mass required to influence public decision-making. The proportion of seats held by women in national parliament is 33 percent (WEF, 2016). Women also constitute 28 out of the 80 ministers and are in charge of key ministries such as Works and Transport, Energy and Mineral Development, Health, Education, Lands as well as Trade and Industry. Accordingly, Uganda ranks 37 out of 144 countries on the political empowerment Global Gender Gap Index. Regardless, women are still a minority in public decision-making and their representation falls below the 50/50 prescribed by the African Charter on Democracy and Political Governance (African Union, 2007) implying that the statutory quotas are perceived as points of arrival for women's representation.

Despite the progress made at the political front, women in Uganda are still under-represented in general public decision-making positions accounting for only 25 percent of legislators, senior officials

and managers (WEF, 2016). This could, in part, be attributed to the fact that whereas the majority of the Ugandans (84%) support providing equal leadership opportunities to women and men, a relatively high proportion (59%) believe that men make better leaders (OECD, 2015).

At the household level, inequitable gender relations restrict women's agency and decision-making power as well as their access to public space. Two out of three Ugandans believe that household decision-making is a prerogative of the husband, with only 25 percent considering joint decision-making as an acceptable practice (OECD, 2015). For instance, less than half (49%) of rural women exercise influence over how their cash earnings are used (UBOS, 2011). As regards freedom of movement, 95 percent of Ugandans believe that women should seek permission from their spouse before undertaking a journey away from home, compared to only 50 percent who think that this restriction should apply to married men as well (OECD, 2015).

#### *4.1.3 Safety and personal security*

SGBV, largely perpetuated against women and girls is rife. Such violence appears to be socially accepted and accompanied by a culture of impunity. About one in three Ugandans think that a woman should neither make decisions regarding contraception nor deny her husband sex (OECD, 2015). This perception towards women's sexual autonomy heightens their vulnerability and normalises attitudes toward GBV. Most violence against women in the country is by an intimate (51%) partner (UNDP, 2016). Furthermore, sexual violence is more prevalent amongst women (22%) than men (8%) and nearly six out of 10 women (56%) report having ever experienced physical violence (UBOS and ICF, 2017).

To address the high levels of SGBV in the country, Government launched a National Policy on Elimination of Gender Based Violence for Uganda in September 2016 (MoGLSD, 2016). The policy seeks to promote, prevent, respond and end impunity of GBV in the country.

## **4.2 Summary Analysis**

The gender responsive national policy environment has contributed to closing numerical gaps in education and political participation. Nonetheless, it is evident that it has not sufficiently made rights and economic transformation a reality for women and girls in Uganda. Uganda ranks 61 out of 144 countries on the Global Gender Gap Index that seeks to measure the relative gaps between women and men across four key areas: health, education, economy and politics (WEF, 2016). As regards the Gender Development Index, Uganda is categorised under group 5 that comprises countries with the lowest equality in HDI achievements between women and men. Further to that, it ranks 121 out of 159 countries in the 2016 Gender Inequality Index that benchmarks national gender gaps based on economic, political, education and health criteria (UNDP, 2016). Table 3 summarises key gender equality and women's rights indicators in Uganda.

Table 3 Key Gender Equality and Women's Rights Indicators

Key indicator	Source	Year	Value	Rank	Total Ranked
Human Development Index	UNDP	2016	0.493	163	188
Gender Development Index 2015	UNDP	2016	0.878	Group 5	188
Gender Inequality Index 2015	UNDP	2016	0.522	121	159
Social Institutions and Gender Index 2014	OECD	2014	0.2163	72	102
Global Gender Gap Index	WEF	2016	0.704	61	144
Key indicator	Source	Year	F	M	National
Demographic					
Population (millions)	UBOS	2014a	17.92	16.94	34.9
Proportion of population (%)	UBOS	2014a	51.5	48.5	
Proportion of rural population (%)	UBOS	2014a	51.2	48.8	81.6
Household headship (%)	UBOS	2014c	30.8	69.2	
Education					
Proportion with no formal schooling (%)	UBOS	2014c	24.7	10.2	
Proportion of rural population with no formal schooling (%)	UBOS	2014c	20.4		
Adult literacy rates (18 and above - %)	UBOS	2016b	67.6	77.4	72.2
Health					
Maternal mortality rate (per 100,000 live births)	UBOS and ICF	2017	336		
Infant mortality rate (per 1000 live births)					43
Under five Under-five mortality rate (per 1000 live births)					64
Women who make at least 4 antenatal care visits (%)			59.9		
Births which occur in a health facility (%)			73.4		
Births which occur in a health facility in rural areas (%)			69.5		
Births delivered by a trained health professional (%)			74.2		
Women receiving postpartum care (%)			54.3		
Modern contraceptive prevalence rate (%)			35		
Total fertility rate (children per woman)			5.4		
Total fertility rate rural areas (children per woman)			5.9		
Level of teenage pregnancy (%)			19.4		
Sexual and Gender Based Violence					
Proportion aged 15-49 who have ever experienced sexual violence (%)	UBOS and ICF	2017	22	8	
Proportion aged 15-49 who have ever experienced physical violence			56		
Employment and Land Ownership					
Proportion of labour force (%)	UBOS	2016b	46	54	
Labour force participation (%)	WEF	2016	84	88	
Proportion employed in the agricultural sector (%)	UBOS	2014c	69	10	
Ownership of registered land (%)	GoU	2015	27	73	
Income Distribution					
Median monthly nominal wages for paid employees (UGX '000)	UBOS	2014c	66	132	
Median monthly nominal wages for paid employees rural (UGX '000)	UBOS	2014c	66	100	
Estimated earned income (US\$, PPP)	WEF	2016	1,008	2,535	
Political Participation and Representation					
Representation in national legislature (%)	WEF	2016	33	67	

### 4.3 Gender Equality in the Context of Rural Transport

#### 4.3.1 Key actors' perceptions of the gender dimensions of transport

According to KIIs, the key actors in the sector hold divergent views with respect to gender mainstreaming in rural transport. While some actors believe that involving women in road construction and transport operations is important, others are of the view that there is no real added value through mainstreaming gender.

Gender equality in Uganda seems to be all about women and, naturally, some tend to resist thus frustrating Government efforts. The common modes of transport in rural areas such as motorbikes and bicycle are either not designed for, or affordable by women. *MoWT, Policy and Planning Unit*

There are no key gender issues in our public transport system. *TLB*

SGBV is rarely an issue in rural road construction. Most tasks in road construction are heavy and, naturally, it is the men who are employed...and women cook for them. *MoWT, Quality Assurance Unit*

Policies and guidelines have been put in place to mainstream gender in sectors as means of empowering women in the country but the impact is yet to be seen. *MoWT Data Management Unit*

Gender issues have been overrated. There is no need to push for it because women can rise up by themselves. Pushing for gender issues raises other issues like domestic violence and increase in single headed families as a result of divorce. *EU*

There would be less accidents if we had more female bus drivers. *United Bus Drivers Association*

Women are more keen and meticulous workers than men. However, some women may not be able to physically perform in terms of strength. *UNABCEC*

Women have few employment options in the sector. Due to historical reasons, engineering is considered a male domain. As such, there are more male university graduates. Activities such as road equipment operation and maintenance are also a male preserve because it is hard work. Men also take up most of the unskilled work...*UNRA*

Uganda has registered progress in developing policies that promote gender equality but these are not well-implemented. The rate of women's empowerment in the transport sector is not fast enough...men still dominate road construction and maintenance. Men think they need the money more than the women do (they are entitled to opportunities) ...women believe that road works are the preserve of men. Men despise minor tasks such as traffic control/flagging so women take up such work and yet it pays little. Women are more self-supervising and accountable than men...they don't do shoddy work. *URF*

Transport is perceived as a male domain...women are discouraged from entering the sector. *World Bank*

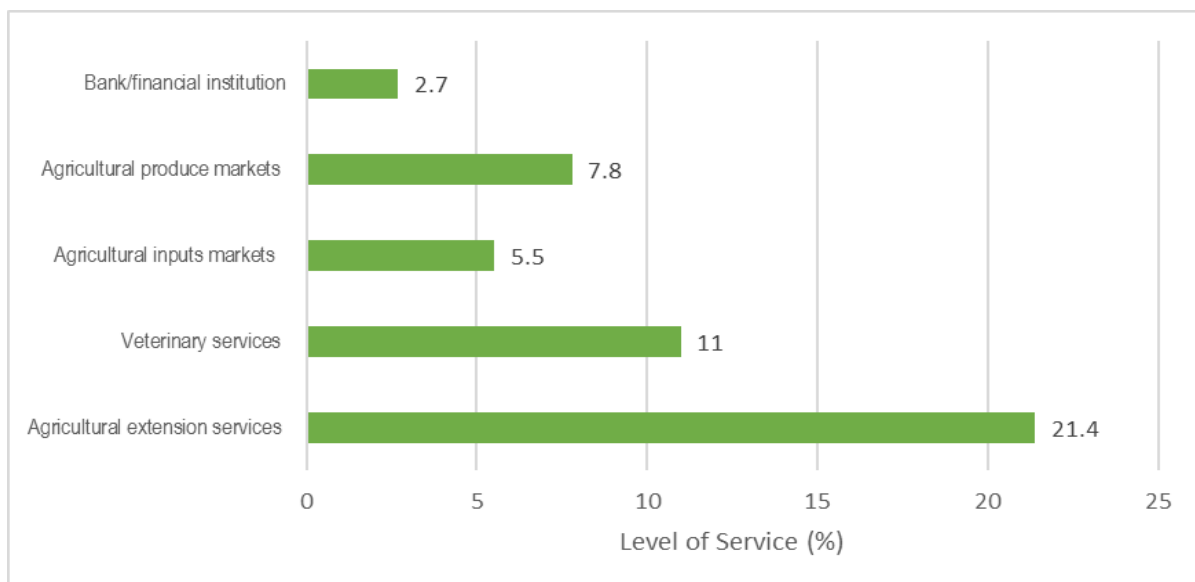
There has been a deliberate effort to empower women...in accessing education by all, participation in politics...women have moved from the care/kitchen to the active economy. (But) the transport sector continues being male dominated. Engineers are biased as regards gender issues. Male engineers argue that gender issues in road projects are farfetched. Yet there are no women coordinating projects who could have been flag bearers of gender issues. Gender focal persons are not passionate about gender issues. I also believe that some rural women do not even care about their nonparticipation in rural road construction. *Danida*

#### 4.3.2 Time/space activity patterns and transport needs

Women and men in rural Uganda organise their lives differently within the framework of the family and the household. More women (69%) than men (10%) are employed in agriculture (UBOS, 2014c), the largest and most important sector of Uganda's economy. According to the 2008/09 Uganda Census of Agriculture, women spend more labour days than men undertaking various agricultural tasks such as seedbed preparation and sowing (45%); weeding or pruning (75%); and harvesting (121%) (UBOS, 2009). Available information suggests that an estimated 70 percent of agricultural produce is carried by head loading, a task that is predominantly undertaken by women (MAAIF and MoFPED, 2000). Most of the agricultural related trips are predominantly undertaken on community access roads or footpaths.

The 2015 National Service Delivery Survey (NSDS) reports that community access roads are the nearest type of road for most households (62%) in Uganda (UBOS, 2016a). The NSDS further reports that a significant proportion of these households (87%) experience constraints in using these roads due to poor condition. Only 9.1 percent of the community access road network provides all-season access, yet, as Figure 2 shows, the level of agricultural services at the community level is very low suggesting a need for travel outside the communities.

Figure 2 Availability of Agricultural Services at the Community Level (%)



Source: UBOS, 2014c. Uganda National Household Survey 2013/14. Kampala: Uganda Bureau of Statistics

One out of three Ugandans believes that the responsibility for caring for family members should not be shared equally within the household (OECD, 2015). Accordingly, in addition to productive work, women are socially ascribed a disproportionate responsibility of the labour and time intensive activities in the unpaid care economy. Women carry the burden (74%) of the domestic work (UBOS, 2012), in general and the transport burden of provisioning of water (63%) and fuelwood (70%), in particular (UBOS, 2014c). The average time spent travelling to fetch water (round-trip, excluding waiting time) during the dry season is 34 minutes (UBOS, 2016a). Women and girls typically make more than one trip per day for domestic water provisioning. The 2015 NSDS reports that one of the major constraints to accessing safe water sources, experienced by 41 percent of the households, is the long distances travelled (UBOS, 2016a).

As with their agricultural work, most of rural women's care activities are undertaken away from the classified roads, and without the benefit of energy or time-saving technologies.

Table 4 presents a summary of time use by activity and sex.

**Table 4 Time Use by Activity and Sex**

Provision of water for domestic consumption	Source	Year	F	M	National
Average distance to portable water source in rural areas (km)	UBOS	2016a			0.9
Household member who normally fetches drinking water (%)	UBOS	2014c	63	27	
Average waiting time at water source – rural/dry season (minutes)	UBOS	2016a			34
Average waiting time at water source – rural/wet season (minutes)	UBOS	2016a			29
Time taken to and from water source – rural/dry season (minutes)	UBOS	2016a			34
Time taken to and from water source – rural/wet season (minutes)	UBOS	2016a			21
Average time spent on fetching water (hours/day)	UBOS	2015	0.7	0.5	0.7
<b>Provision of fuelwood for domestic use</b>					
Households using biomass fuel for cooking (%)	UBOS	2014c			95.8
Household member who normally collects firewood (%)	UBOS	2014c	70	30	
Average time spent on collecting firewood (hours/day)	UBOS	2016a	0.5	0.3	0.4
<b>Cooking</b>					
Average time spent on cooking (hours/day)	UBOS	2016a	2.3	0.5	1.7
<b>Care for children and the elderly</b>					
Average time spent on caring for children and the elderly (hours/day)	UBOS	2016a	1.7	0.3	1.6
Proportion involved in domestic work (%)	UBOS	2016a	75	43	
Share of domestic work (%)	UBOS	2012	74	26	
Proportion of time spent on care* work (hours/day)	UBOS	2016a	3.5	1	
Proportion of time spent on productive work (hours/day)	UBOS	2016a	5.3	6.2	

*\*This captures only provision of water and fuel wood, cooking and caring for children and the elderly. It excludes other activities undertaken for the maintenance of the household and its members such as cleaning.*

Considering their reproductive role, women are disproportionately affected by long distances to health facilities, and in particular those offering child and maternal care. According to the 2015 NSDS, the median distance to a Government health facility is 4 km for rural, and 2 km for urban areas (UBOS, 2016a). The survey further reports that the majority of persons (60%) who fall sick walk to a health facility followed by those that use motorcycle taxis (*boda boda* - 21%). Walking long distances poses a particular challenge to women who, given their caregiving tasks, are more likely to travel while pregnant and/or with a baby strapped on their back and/or with dependents to seek health care. The NDPII reports that 41 percent of women experience restricted access to health care due to the long distance to reach a facility (GoU, 2015a).

Head and back loading over long distances is a safety issue that has not been given due consideration in policy and practice. Besides the health risks, overloading on the head or back may affect women's ability to see and hear the sound of oncoming vehicles, potentially contributing to accidents.

Only 5.7 percent of rural communities have at least one Government secondary school with the average distance travelled to access a facility estimated at 5.5 km. Besides high tuition fees, the reasons cited by parents for not taking their girl children to secondary school is the fear of their daughters walking very long distances in relatively unsafe environments (MoES, 2004). That perhaps explains why only one-third of girls who enrol in primary education are still in school at the age of 18, compared to one-half of boys.

Women experience a disproportionate burden but lack secure access to means of transport either due to cost or cultural dictates. For instance, in many societies, it is culturally unacceptable for women to ride bicycles and yet these are the most accessible means of transport in rural areas.

### *4.3.3 Gender dimensions of road improvement*

Transport planning and road infrastructure design do not typically take into consideration women's space/activity travel patterns relative to men's, and are thus not responsive to their differentiated mobility and accessibility needs. For instance, the design of most footbridges in Uganda promotes intrusiveness to female user's privacy. Anecdotal evidence suggests that the open and uncovered spaces deters the use of bridges by women, especially those who wear dresses and skirts.

Road improvement projects improve access to socio-economic services and provide an opportunity for the communities to benefit from ancillary activities. LB projects, in particular, offer great potential for expanding employment opportunities for unskilled women and men. However, most projects are not informed by a comprehensive gender analysis. Accordingly, there are no measures put in place to maximise the positive and mitigate the negative impacts on women relative to men.

Anecdotal evidence suggests that the needs of landless women are not given adequate consideration in land acquisition, compensation and resettlement for new road construction. After being compensated for their land, many men reportedly abandon their wives and children and set up new families.

Given their socially ascribed roles, the impact of degraded infrastructure, such as water points during road improvement also tends to be borne by women.

#### **Reported Incidences of SGBV in Construction Projects**

##### **Hoima-Kaiso-Tonya Road**

Managers of Kolin Construction, a Turkish company contracted to tarmac the 92-kilometre Hoima-Kaiso-Tonya Road in Hoima district, have been accused of racial discrimination and sexually harassing their employees...female employees are always sexually harassed as managers threaten to dismiss them if they don't give in to their demands.

<https://ugandaradionetwork.com/story/road-contractors-accused-of-sexual-harassment>

##### **Kamwenge-Hoima Road**

Cancellation of funding to the Uganda Transport Sector Development Project (TSDP) due to contractual breaches...numerous allegations of adverse environmental and social impacts stemming from the Project's construction works, including impacts related to road safety and compensation for land acquisition, as well as serious allegations of road workers' sexual relations with minor girls in the community, and sexual harassment of female employees.

<http://www.worldbank.org/en/news/press-release/2015/12/21/wb-statement-cancellation-uganda-transport-sector-development-project>

##### **Rehabilitation of Road Junctions in Kampala City**

Over 400 China Railway Seventh Group employees ...accuse their employers of only paying those who agree to their sexual advances while they dismiss or harass those who decline.

<http://allafrica.com/stories/201701030425.html>

Safety of women and girls living near construction sites or along transport corridors is a growing concern. The influx of temporary construction workers as well as cash in the communities increases the risk of sexual violence against women and girls. The construction workers spend considerable amounts of time away from their families and have a regular supply of money from their work. Many

engage in casual and multiple sexual relationships some of which result in unwanted pregnancies and HIV infection.

There have been reported incidences of defilement of girls by road workers as well as sexual harassment of female employees in road projects in Uganda. In 2015, the World Bank cancelled funding to the Uganda Transport Sector Development Project due to allegations of sexual abuse and misconduct by construction workers and mistreatment of staff working on the project.

Most cases of sexual violence go unreported. The survivors fear to report in case they are stigmatised. The perpetrators bribe their way to freedom, which further discourages reporting. Poor parents prefer to settle out of court for money (Tanzarn, 2016). Inadequate transport is another barrier mostly because the distance to courts handling sexual violence cases is too far and are largely inaccessible to survivors (MoJCA, 2012).

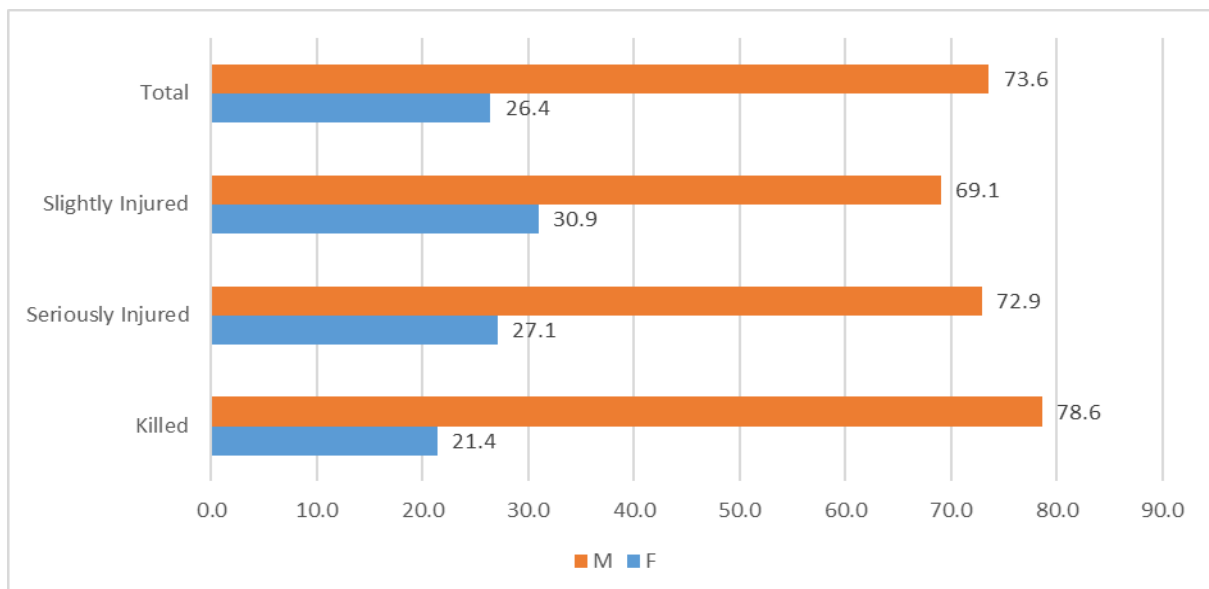
#### 4.3.4 Safety and personal security in public transport spaces

##### Gender Dimensions in Road Traffic Accidents

As Figure 3 illustrates, men comprise the highest proportion of road accident victims in Uganda, accounting for 7 out of 10 deaths (78.6%), and 7 out of 10 slightly or seriously injured. According to the key informants, men are more vulnerable to accidents because they use public transport spaces more than women, often travelling longer distances and making more trips. Additionally, females are perceived to be more careful and risk averse and males, particularly the youth, take more risks.

Whereas women are not the majority victims, given their caregiving role, they are likely to bear the burden of taking care of the survivors.

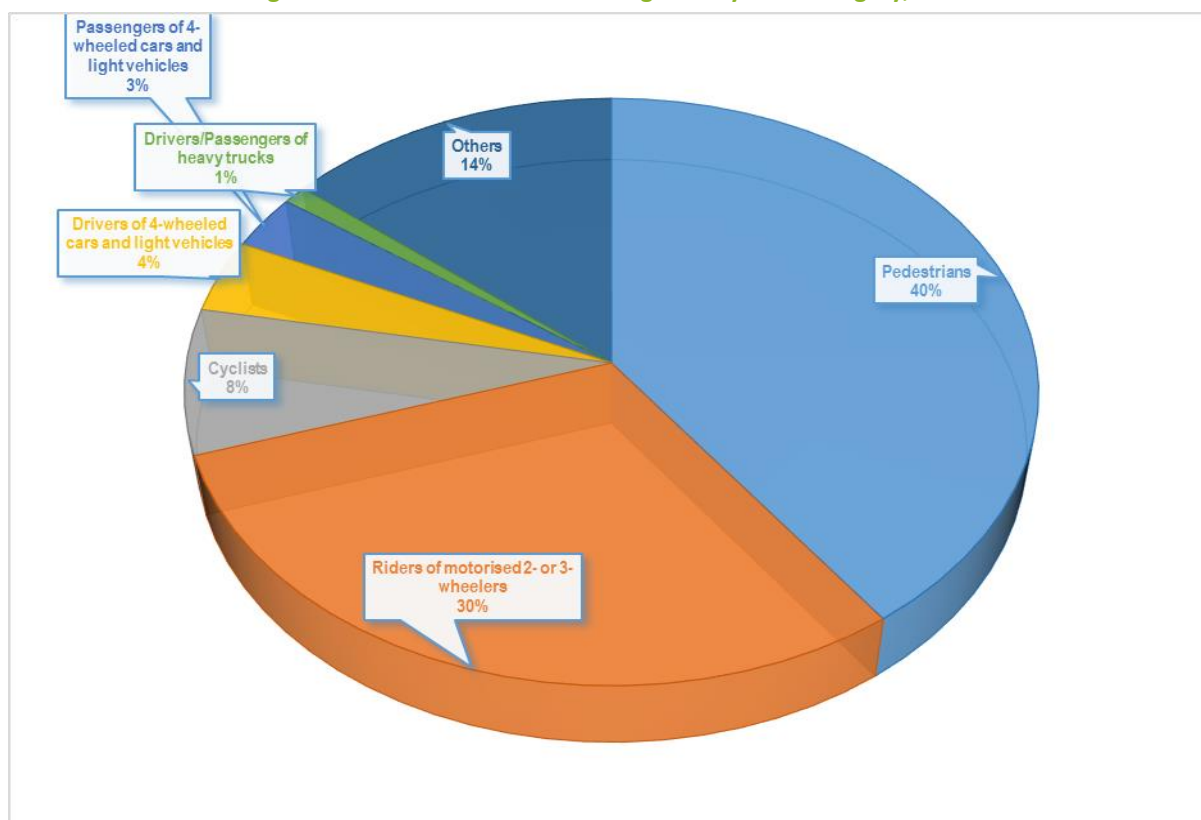
Figure 3 Accident Victims in Uganda by Sex, 2015



Source: UBOS, 2016. Statistical Abstract 2016

Figure 4 suggests that walking and motorised cycling are the most unsafe means of transport in Uganda, making up 40 and 30 percent of traffic-related fatalities, respectively. Yet these are the dominant means of transport in Uganda. Whereas sex disaggregated data are not available, anecdotal evidence suggests that women and children (girls and boys) account for most deaths in the pedestrian category.

Figure 4 Traffic-Related Deaths in Uganda by User Category, 2013



Source: WHO, 2013

### Gender Dimensions in Public Transport and Travel Spaces

A travel survey conducted in Uganda concluded that public transport and road travel spaces are gendered (Tanzarn, 2013). Whereas the survey was conducted in an urban setting, many of the findings are applicable to rural areas. The survey established that the priority concern for both female and male pedestrians is the issue of safety on the roads for vulnerable users who also include cyclists. Women (91%) expressed more concern for personal safety, crime and disorder than men (78%). Some women reported that the fear of losing personal items restricted them from travelling to certain parts of the city. Both female and male pedestrians identified unlit spaces and thoroughfares, both in the city and the suburbs, as one of the causes of physical and GBV on the roads.

With regards to public transport space in Uganda, the survey reported that most male users (83%) of passenger service vehicles identified the lack of regulations resulting in high transportation costs as their biggest challenge. In contrast, most female users (84%) identified sexual harassment, by transport operators and fellow passengers, as their main concern. Furthermore, they pointed out issues such as disrespectful transport operators who physically and verbally assault women on account of being pregnant, travelling with young children and being “inappropriately” dressed.

### 4.4 Women’s Relative to Men’s Participation in the Transport Sector

Women and men have different capabilities to participate in the design and delivery of transport infrastructure and services. Women have less access to employment generated in the transport sector due to under-representation in engineering, lack of information on recruitment opportunities; cultural issues over women working outside the home; and difficulties of organising childcare. Women are under-represented amongst transport professionals, implying that their views and needs are not adequately reflected in policy, planning and infrastructure design.

As of March 2011, women constituted only 6 percent of the engineering and works staff of the total public service workforce (MoPS, 2011). As regards the Works and Transport sector public institutions, only one in every four (26%) employees is a woman (MoWT, 2016a). Women are nearly absent in decision-making positions of the MoWT, comprising only 4.3 and 20.2 percent of the top, and senior management, respectively. In contrast, according to the key informants, half of the top management in UNRA, including the Executive Director, are women.

None of the civil engineering consulting firms in Uganda is owned by a woman and mainstream works/technical services departments are male dominated, with no female district engineers (Tanzarn, 2013). Only two of the contracting firms registered with Uganda National Association of Building and Civil Engineering Contractors (UNABCEC) are owned by women. Women are also under-represented among all categories of transport operators. For instance, the United Bus Drivers Association has no female membership/bus drivers.

#### **4.5 Barriers to Women's Participation in the Transport Sector**

There are several gender-imposed barriers that restrict women's equitable participation in, and benefit from the transport sector. Attitudes, beliefs and practices that serve to exclude women are still deeply entrenched throughout the country. A time use survey conducted in four countries (Kenya, Nepal, Nigeria and Uganda) established that women in Uganda spend around 7.5 hours per day on unpaid care work, compared with under 2 hours per day for men. Additionally, women's workday is about 10 percent longer than men's (around 11.5 hours/day for women vs. 10.3 hours/day for men). Furthermore, women spend around 2.5 times more time per day on fuel and water provisioning than do men (Budlender and Moussié, 2013).

Rural women's role in agriculture coupled with the disproportionate burden of household work means that they are more labour constrained than men and face trade-offs among competing uses of time, which in turn limits their ability to engage in the transport sector. Anecdotal evidence suggests that men also feel insecure when their wives start earning. Accordingly, husbands reportedly deny their wives the chance to participate in road improvement projects.

Women face limited networks and information about entering into the transport sector. Furthermore, few women register with professional engineering bodies thus limiting their career growth. At the institutional level, there is a lack of a critical mass of women in positions that influence transport policy as well as road project design and implementation. This could partly explain why transport technologies are predominantly designed without considering female user needs.

Considering their low earnings compared to men, coupled with the restricted access to credit, women are not likely to save enough to invest in transport operations, infrastructure equipment and construction enterprises. Income poverty may also impose restrictions on women accessing other modes of transport that require purchasing power.

None of the key informants were aware of any gender champions in the (rural) transport sector. Women Engineers, Technicians and Scientists in Uganda (WETSU), the only CSO that promotes women engineers and mentoring girls, closed due to lack of funding.

### Key Actors Perceptions of Barriers to Women's Participation in, and Benefit from the Transport Sector

"Science is not for girls". This is instilled in children by their parents while they are growing up. Then it is reinforced by the secondary school teachers who do not encourage girls to take up sciences. There is gender segregation in recruitment as well. My former student applied for a job and was shortlisted. When she turned up for the interview, the panelists commented: "We shortlisted you because we thought you were a boy...you even sounded like one on the phone". She did not get the job.

*Former Chair, WETSU*

Lack of role models...we used to visit secondary schools to encourage girls to do sciences...to change their mindset...to believe that they can...we offered career guidance. However, WETSU closed more than 10 years ago due to lack of funding.

*WETSU*

There is a limited number of qualified women with enough experience in the market to take up advertised jobs...engineering is still a male domain.

*UNRA*

Women lack the skills and experience to work as bus drivers.

*United Bus Drivers Association*

The boardrooms are dominated by men because they are 'competent' and have the experience. Women miss out on building their careers when they take time off...up to 5 years to meet their gender roles. When they resume their careers, they are considered incompetent due to the limited experience.

*UNRA*

Women have domestic responsibilities such as cooking, fetching water and general cleaning so their preferred working hours are different from the men's (experience difficulties in reporting to the sites in time and cannot stay the whole day). The other barrier is restricted access to credit for women contractors due to lack of collateral security.

*MoWT*

Men can work in any environment but balancing family and work is a challenge for many women. On getting married, many female engineers prefer to pursue careers in "more women-friendly" fields (such as telecom and banking). After the first degree, many women prioritise getting married and starting families...many do not get a chance for postgraduate studies because the age limit for most scholarships is 35 years...this limits their choices.

*WETSU*

Stereotyping with regards to work that women can and cannot do. Some women also believe that they cannot perform work that is traditionally considered men's work. Sexual harassment in construction projects also deters women's involvement. The low numbers of women in the transport sector and their absence in key engineering positions in the construction industry to create an effective influence is another barrier.

*UNABCEC*

Women are considered a productivity risk by the contractors...they have high fertility rates and are always pregnant, thus affecting their performance.

*Development Partner*

## 5 Gender Responsiveness of the Transport Sector<sup>1</sup>

This section examines to what extent the transport sector is responsive to the gender differentiated demands for, and benefit from the sector identified in Section 4. In addition, it assesses how well the sector implements the policy directives on gender contained in:

- The 1995 national constitution
- Vision 2040
- NDP1 (2010/11-2014/15) and NDP2 (2015/16 – 2019/20)
- The 2007 Uganda Gender Policy
- The Public Finance Management Act of 2015
- The Equal Opportunities Commission Act of 2007
- The Employment Act of 2006
- The Occupational Safety and Health Act of 2006

The national policy directives on gender collectively oblige the transport sector to:

- a. Mainstream gender in transport policy, legislation, regulations, strategies and programmes.
- b. Promote labour-based approaches and prioritise investments in community access roads.
- c. Address SGBV in sub-sector institutions and road improvement projects.
- d. Ensure women's and girls' autonomous mobility and safety in public transport spaces.
- e. Provide women-friendly transport services, spaces and facilities.
- f. Stimulate female entrepreneurship in the transport sector as contractors, consultants and operators.
- g. Strengthen the institutional gender capacities of roads sub-sector MDAs.
- h. Collect sex and gender disaggregated transport data to inform policy and planning and to evaluate the quality of gender mainstreaming in the sub-sector.
- i. Collect sex disaggregated employee data: recruitment and training.
- j. Allocate resources for gender mainstreaming.
- k. Institute affirmative action measures to improve women's participation in the:
  - Governance of roads sub-sector institutions.
  - Work force of the roads sub-sector institutions.
  - Road construction sector: as contractors, consultants and labourers.

### 5.1 Gender Sensitivity of Transport Sector Legislation and Regulations

#### 5.1.1 Transport legislation

The legal mandate for development and management of the road sub-sector is derived from the Roads Act 1964 (CAP 345). This was enacted at a time before gender equality had gained legitimacy as a development issue, and is, unsurprisingly not responsive to women's relative transport and accessibility needs, relative to men's. As the subsequent sections indicate, there has been increasing recognition of the importance of integrating gender into road sub-sector legislation, policy, plans and strategies over the past decade.

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<sup>1</sup> This section is partly reproduced from: Tanzarn N, 2013. Sub-Saharan Africa Transport Policy Program (SSATP) support to the implementation of the government of Uganda's gender equality policy commitments in the road sector. Report Prepared for the World Bank.

### **The Uganda Railways Corporation Act, 1992**

While not pertaining to the roads sub-sector, the Uganda Railways Corporation Act of 1992 (GoU, 1992) is included in the analysis as a case of good practice. Whereas it was enacted prior to the promulgation of the national Constitution, the Act demonstrates some level of gender sensitivity. The Act provides for the sex disaggregation of the list of the passengers. It also apparently provides for reserved seats for women as follows: “Any person who, being on any train, vessel or vehicle of the corporation whether as a passenger or not, knowingly enters, or refuses to leave after being required to do so, any part of it provided for the exclusive use of persons of a different class or sex, commits an offence and is liable on conviction to a fine or to imprisonment or to both”.

### **The Traffic and Road Safety Act, 1998**

The Road Traffic and Safety Act of 1998 is completely gender neutral. In contravention of the Constitution, there is no provision for affirmative action for women’s representation on the statutory TLB as well as the NRSC (GoU, 1998b).

The Act obliges implementers to collect data on the number of persons injured and killed. The NRSC should ensure that this and other safety data are sex disaggregated. Likewise, the TLB should also disaggregate, by sex, the information collected on ownership of categories of vehicles as well as licensed drivers.

The Act also prescribes penalties in relation to road traffic offences and for other purposes connected with road traffic and road safety but does not include specific provisions on SGBV.

### **The Uganda National Roads Authority Act, 2006**

The Uganda National Roads Authority Act of 2006 states that there will be a gender balance in the members of the Board to represent ministries responsible for roads and finance not below the rank of commissioner; the National Planning Authority (NPA); the professional body of engineers; and the private sector (Gou, 2006d). The challenge is that women are under-represented in all the institutions identified.

Whereas the Act does not provide for the incorporation of gender in the management of the provision and maintenance of the national roads network, UNRA has put in place measures to ensure this.

#### **Measures Put in Place by UNRA to Mainstream Gender in the Management of the Development and Maintenance National Roads**

- UNRA has an unwritten affirmative action policy for female contractors in procurement. The challenge is that there are very few women in the market who meet the minimum technical and financial requirements.
- All contractors are obliged to employ a sociologist and to have a policy and work plan on gender mainstreaming (including women’s participation), sexual harassment and child protection. As a result, some contractors have ring-fenced off some tasks, such as flags persons, for women.
- All project consultants are obliged to employ a sociologist,
- The contractor can sub contract the implementation of social safeguards to an NGO mobilising around social and/or gender issues.
- UNRA applied for, and was granted a waiver by the Public Procurement and Disposal of Public Assets Authority to procure the services of NGOs with an SGBV mandate to address sexual violence in construction. UNRA is currently prequalifying the NGOs.
- Liaising with local Government authorities (police, district officials) to ensure that negative social impacts that arise during project implementations are managed in line with policy.
- Job advertisements encourage women to apply.

**Source:** KIIs UNRA officials.

### **The Uganda Road Fund Act, 2008**

The Uganda Road Fund Act of 2008 states that at least one third of the board members shall be women (GoU, 2008). According to URF officials, this quota is not easily achieved on account of the male dominated constituents. The representatives from the ministries responsible for finance, roads and local government are not supposed to be below the rank of commissioner and yet all these are typically men. The others are drawn from freight transporters, passenger transporters, the accountants' profession and the engineers' profession which are, to a great extent, male domains.

The Act also includes criteria for use by the URF in allocating road maintenance funds to designated agencies such as UNRA, district works departments and the Kampala City Council Authority. Whereas the statutory fund allocation criteria do not provide for gender considerations, URF is sensitive to these issues, in practice.

#### **Measures Put in Place by URF to Mainstream Gender in the Management of Road Maintenance Funds**

- Incorporation of gender equality enhancing measures in the fund allocation formula.
- The planning guidelines issued by the URF to the designated agencies specifically require them to incorporate gender issues, and in particular, to recruit a specific percentage of women. As a result, the proportion of women employed under the force account maintenance system has improved, and exceeds 50 percent in some districts in eastern Uganda.
- URF's M&E framework provides for the collection of data on women's participation in road maintenance and the designated agencies have to include this in their routine performance reports.
- With effect from financial year 2009/10 URF has been disbursing funds to remove bottlenecks on community access roads.

**Source:** KIIs URF staff

### *5.1.2 Transport regulations*

#### **The Traffic and Road Safety Regulations, 1998**

In contradiction of the 1995 national Constitution, the Traffic and Road Safety Regulations of 1998 are completely silent on gender (GoU, 1998c).

#### **The Traffic and Road Safety (Public Services) Regulations, 1998**

In contradiction of the 1995 national Constitution, the Traffic and Road Safety (Public Services) Regulations of 1998 are completely silent on gender (GoU, 1998d)

#### **The Traffic and Road Safety (Rules of the Road) Regulations, 2004**

In contradiction of the 1995 national Constitution, the Traffic and Road Safety (Rules of the Road) Regulations of 2004 are completely silent on gender (GoU, 2004).

#### **The Traffic and Road Safety (City Bus Services) Regulations, 2011**

As with the Road Traffic and Safety Act, the regulations of city bus services (GoU, 2011) are gender neutral. Whereas the regulations have a section on the conduct of passengers, it is silent on sexual harassment and other forms of GBV, which pose challenges to women users of public transportation.

The Regulations also state that: “A bus operator may, by notices on the bus, set aside seats for older people or people with a disability...” There is no similar affirmative action for pregnant women or passengers travelling with babies, toddlers or the elderly.

### **The Traffic and Road Safety (Boda-Boda) Regulations**

The Boda-Boda (motorcycle) regulations were signed by the Minister of Transport in April 2016 and were forwarded to the Solicitor General for gazetting. According to the key informant interviews, the regulations do not include gender considerations, including SGBV.

## **5.2 Gender Responsiveness of Transport Policy**

### **Transport Policy and Strategy, 2003**

The Transport Policy and Strategy, 2003 provides for equal opportunities to be accorded to women to obtain gainful employment or to provide services in the construction industry and in MDAs (MoWHC, 2003). Further, it commits Government to ensure that all relevant gender concerns are taken into account in the planning, design and construction of infrastructure and that adequate facilities or mitigation measures are provided to the satisfaction of both men and women. In addition, it states that all the stakeholders in the industry will be made aware of gender issues and be required to conform to the appropriate legislation and regulations.

The Policy is being updated thus providing an opportunity to strengthen the articulation of gender.

### **Gender Policy Statement for the Roads Sub-Sector (2008)**

The Gender Policy Statement for the Roads Sub-Sector (MoWT, 2008a) outlines strategies and actions to be adopted by the sub-sector. These include:

- a. Gender capacity building.
- b. Formulation of policies, plans, programmes and budgets that are informed by a comprehensive gender analysis.
- c. Establishing gender sensitive benchmarks and targets for monitoring and evaluation of progress.
- d. Adoption of measures to ensure that women and girls are given equal opportunities to participate in and benefit from developments in the road sector through:
  - Equal opportunities in recruitment
  - Affirmative action in representation in the governance of MoWT bodies.
  - Gender considerations in bidding, contract documents and costing.

According to the key informant interviews, the Policy Statement is yet to be effectively disseminated and implemented.

### **Policy for Developing and Strengthening the National Construction Industry, 2010**

The main thrust of the Policy for Developing and Strengthening the National Construction Industry, 2010 is to improve coordination, regulation and development of the construction industry (MoWT, 2010). The Policy outlines directions to establish a Uganda Construction Industry Commission (UCICO). Furthermore, it re-introduces force account (direct labour using equipment and gangs) operations for district roads rehabilitation and maintenance. The Policy commits to various implicit and explicit measures to promote gender equality in road construction as follows:

- a. Periodically generate disaggregated baseline data upon which policy makers and planners will draw to design efficient and effective interventions that will respond to the needs of the marginalised groups in the construction industry.
- b. Disseminate guidelines to stakeholders aimed at achieving fairness in resource and opportunity distribution.

- c. Provide an enabling environment where both women and men participate in, and benefit from, developments in the construction industry in an equitable manner.
- d. Ensure that resources are allocated in a manner that responds to the identified needs of the marginalised groups.
- e. Incorporate concerns of the marginalised groups in specifications, standards, manuals, tender documents and guidelines for physical infrastructure works.
- f. Periodically provide training and sensitisation of all stakeholders on issues and concerns of marginalised groups in implementation of physical infrastructure facilities.
- g. During procurement of public works and services, consider only contractors and consultants with gender sensitive health schemes which take into account all people including the marginalised groups such as women and youths including maternity and paternity concerns.
- h. Increase awareness and promote use of labour-based technology in order to, *inter alia*, create employment for specifically marginalised citizens. The Policy states that there will be gradual increases in the use of labour-based methods (LBMs) targeting at achieving the following minimums:
  - Main roads – 10%
  - District and urban roads – 50%
  - Other civil engineering works – 50%

The Policy provides a very good foundation for effective gender mainstreaming in all the constitutive aspects of the roads construction industry. Apart from the attempts to disseminate the gender mainstreaming guidelines, there is no evidence of implementation of the Policy commitments to gender equality. According to the UNABCEC representative interviewed, the only attempt at gender mainstreaming by the association is employing women in decision-making in their contracting firms.

### **The Non-Motorised Transport Policy, 2012**

The Policy acknowledges that whereas women, men, children and the elderly are all pedestrians, but most means of transport in Uganda are owned and operated by men (MoWT, 2012a). Furthermore, whereas many women use bicycles, negative cultural traditions inhibit women, in some parts of the country, from gaining the productive benefits that bicycles can offer (including greater efficiency in transporting water). The Policy further acknowledges that women and men have equal rights to own and use bicycles and, accordingly, gender discrimination should be actively discouraged.

The Policy also points out that the common roadster bicycles in Uganda were designed for use by men and have crossbars, adding that women, children and men in robes may have some difficulty in mounting and riding such bicycles. But at the same time, bicycles with crossbars are more suitable for load-carrying. The Policy recommends that if there is a demand for mixed bicycles (with a reinforced frame that does not have a crossbar), there may be a need to promote their use.

The Policy states that, through its decentralised administrations, the Government will endeavour to assist with essential materials and technical advice for paths prioritised by the communities.

The Policy commits the Government to:

- a. Consider walking and cycling in transport planning, design, and infrastructure provision.
- b. Mainstream resources for walking and cycling in transport sector MDAs' financial planning.
- c. Adopt universal design standards in all new and refurbished NMT infrastructure that ensure appropriate pedestrian access for everyone, including the elderly, men and women in wheelchairs, people with small children and those with various disabilities, including mobility problems and visual impairment.
- d. Provide safe infrastructure for pedestrians and cyclists.
- e. Improve regulation and enforcement to enhance safety for pedestrians and cyclists.

- f. Review the impact of the (lack) of good footbridges on rural access to inform the possible creation of a specialised footbridge unit within the MoWT.

According to the key informant interviews, whereas some aspects of the Policy have been incorporated in the design of infrastructure in Kampala city, the Policy is yet to be implemented in rural areas.

### **Draft Rural Transport Policy and Strategy, 2013**

The draft Rural Transport Policy and Strategy (MoWT, 2013b), whose goal is to efficiently develop and manage sustainable rural transport infrastructure, modes and services, identifies several gender dimensions of transport, as follows:

- a. The household transport burden falls more heavily on women and girls than on men and boys in sub-Saharan Africa.
- b. The transport activities of women and girls are dominated by domestic transport such as the collection of water and transport. Men tend to travel more outside of the village and more often for employment and other economic purposes.
- c. The identification and planning process for rural transport improvements is dominated by men and the voice of women is weak. Therefore, the selection of projects and priorities is biased towards the needs of men.
- d. The access to means of transport is predominantly controlled by men.
- e. Women have less access to employment generated in the rural transport sector, for example for rural road improvement and maintenance due to cultural dictates, lack of information and overburden with care work.
- f. Many projects and programmes side-line gender issues and gender mainstreaming remains a challenge.

One of the guiding principles of the draft Policy and Strategy is gender equality and social inclusion for equitable accessibility and mobility. The draft Policy has a specific gender equality enhancing objective, namely: “Rural access will be efficiently and effectively developed and managed to ensure reliable basic access for all rural women, men, and children to social and economic services”.

The draft Policy proposes the following strategies to counteract discrimination against women and promote gender equitable rural transport:

- a. The prioritisation of rural transport improvements will take into account equity, economic development and environmental sustainability as well as the particular needs and priorities of women, children, the elderly, PWDs and other disadvantaged and minority groups.
- b. Women will be afforded equal opportunity with men to participate in the maintenance of rural transport infrastructure.
- c. The needs of all groups for rural transport will be taken into account including women, children, the elderly, PWDs and other disadvantaged and minority groups during implementation of the policy objective on means of transport.
- d. Government will ensure that there is a minimum level of access to all areas in order to facilitate the adequate provision of routine and emergency health care.

The draft Policy and Strategy is awaiting issuance of a Certificate of Financial Implications before being submitted to Cabinet for approval.

### **The Road Safety Policy, 2014**

The Road Safety Policy (2014) is mentioned in several sector documents. However, we were unable to access a copy. Discussions with the MoWT officials suggest that the Policy:

- Was not informed by a gender analysis.

- Does not incorporate a gender dimension in the promotion of safe roads for users;
- Does not provide for sex disaggregated road traffic accidents statistics; and
- Does not include measures to address SGBV.

### **5.3 Sector Strategic and Development Plans**

#### **MoWT Sector Strategic Plan 2011/12-2015/16**

The MoWT Sector Strategic Plan 2011/12-2015/16 is completely silent on gender (MoWT, 2011).

The MoWT is in the process of reviewing and updating the Strategic Plan, providing an opportunity to incorporate a gender dimension.

#### **The Third Road Sector Development Programme (RSDP3)**

The Ten-Year Third Road Sector Development Programme (RSDP3) acknowledges that the efforts to promote gender equality in the roads sub-sector through policy and mainstreaming guidelines have not yielded the expected results (MoWT, 2012b). Adding that road policies, programmes, and monitoring and evaluation frameworks (M&E) do not systematically address gender.

To address these gaps, the RSDP3 considers gender and livelihood strategies amongst the strategic socio-economic and socio-cultural issues to be addressed. Further to that, it recommends various actions for promoting gender equality in the road sub-sector, namely:

- a. Budget lines for environmental social impact assessment (ESIAs) to allow for adequate consultations with women and men about their transport needs in order to inform the design, implementation and monitoring of RSDP3 road projects.
- b. Bills of quantity (BOQ) for road projects and annual work plans should include a sum for gender analysis, mainstreaming and monitoring (e.g. 1% of project cost).
- c. Gender focal persons should be appointed in all road sector agencies in line with the MoGLSD directive.
- d. Inter-sectoral planning should seek participation from the MoGLSD and related agencies for proposed development of road sector policies, plans and programmes. This can be funded by the Road Fund.
- e. Training in gender awareness and gender analysis should be done through incorporation of gender in all transport-related training institutions including their curriculum and training materials.
- f. To monitor and evaluate men's and women's participation in the programme, gender audits should be carried out during project implementation.
- g. The collection of gender-disaggregated data needs to be improved to better inform policy and planning, and for monitoring the effectiveness of gender-mainstreaming initiatives. This data should be inputted into the UNRA database (since UNRA already has the capacity to expand its database to accommodate this type of data), and it should be accessible to all road sub-sector institutions.

#### **The Strategic Implementation Plan for the National Transport Master Plan (2015-2023)**

The Strategic Implementation Plan (SIP) for the National Transport Master Plan 2015-2023, which defines the general orientations of the Government of Uganda in terms of transport infrastructure is completely silent on gender (MoWT, 2015). This suggests that transport infrastructure planning is likely not to be responsive to the distinct mobility and transport needs of women and men.

Table 5 summarises the extent to which gender is mainstreamed in roads sub-sector policies, strategies and plans.

Table 5 Gender Score Card for Transport Policy and Strategies

Key Gender Mainstreaming Indicators	Transport Policy and Strategy, 2003	National Construction Industry Policy, 2010	NMT Policy, 2012	Draft Rural Transport Policy and Strategy, 2013	Sector Strategic Plan, 2011	RSDP3, 2012	SIP, 2015
<b>A. SITUATION ANALYSIS</b>							
Does the document acknowledge?							
Women's relative to men's time use	NO	PARTLY	NO	YES	NO	NO	NO
Women's time poverty	NO	PARTLY	NO	YES	NO	NO	NO
Gender differences in resource ownership	NO	NO	YES	YES	NO	NO	NO
Restricted women's decision-making power	NO	NO	NO	YES	NO	NO	NO
Women's relative to men's transport burden	NO	N/A	YES	YES	NO	NO	NO
Differences in women's relative to men's travel patterns	NO	N/A	YES	YES	NO	YES	NO
Differences in women's relative to men's transport needs	NO	N/A	YES	YES	NO	YES	NO
Women's relative to men's safety and personal security	NO	NO	YES	NO	NO	NO	NO
SGBV in infrastructure projects	NO	NO	N/A	NO	NO	NO	NO
SGBV in public transportation	NO	N/A	NO	NO	NO	NO	NO
Women's restricted mobility	NO	N/A	YES	YES	NO	NO	NO
Women's restricted employment opportunities in the sector	YES	PARTLY	NO	YES	NO	NO	NO
Women's restricted access to means of transport	NO	N/A	YES	YES	NO	NO	NO
Women's restricted entrepreneurship in the transport sector	NO	PARTLY	NO	NO	NO	NO	NO
Retrogressive socio-cultural norms impose restrictions on women's demand for and benefit from the sector	NO	PARTLY	YES	YES	NO	YES	NO
<b>B. OBJECTIVES AND STRATEGIES</b>							
Does the document include gender objectives?	NO	YES	NO	YES	NO	YES	NO
Does the document include the following gender strategies/activities?							
a. Affirmative action for women	YES	PARTLY	N/A	YES	NO	NO	NO
b. Flexible credit facilities for women	NO	NO	NO	NO	NO	NO	NO
c. Capacity building for women	NO	PARTLY	NO	NO	NO	NO	NO
d. Women friendly working environment	PARTLY	YES	N/A	NO	NO	YES	NO
e. Gender awareness creation	YES	YES	YES	NO	NO	YES	NO
f. Addressing SGBV violence in construction	IMPLIED	NO	N/A	NO	NO	NO	NO
g. Addressing SGBV in public transportation	NO	N/A	NO	NO	NO	NO	NO
h. Providing safe travel spaces	NO	NO	NO	NO	NO	NO	NO
i. Promoting NMTs/IMTs	NO	N/A	YES	YES	NO	NO	NO
j. Prioritising investments in community access roads	NO	N/A	YES	YES	NO	NO	NO
k. Prioritising investments in foot paths and bridges	NO	N/A	YES	YES	NO	NO	NO
l. Promote labour-based approaches	NO	YES	N/A	YES	YES	YES	NO
m. Mainstream gender in specifications, standards, manuals, tender documents, financial planning	IMPLIED	YES	YES	NO	NO	YES	NO
n. Gender considerations in procurement	IMPLIED	YES	N/A	NO	NO	YES	NO
o. Stakeholder gender capacity building	NO	YES	NO	NO	NO	YES	NO
p. <b>Other:</b> relevant gender concerns are taken into account in the planning, design and construction of infrastructure.	YES						
q. <b>Other:</b> adequate facilities or mitigation measures are provided to the satisfaction of both men and women in the planning, design and construction of infrastructure.	YES						
r. <b>Other:</b> stakeholders in the industry will be required to conform to the (gender provisions in) legislation and regulations.	YES						
<b>C. PERFORMANCE MONITORING</b>							
Does the document include gender sensitive indicators?	NO	NO	NO	NO	NO	NO	NO
Does the document provide for the collection of sex and gender disaggregated data?	NO	YES	YES	NO	NO	YES	NO
<b>D. GENDER BUDGETING</b>							
Are resources allocated for implementing the prioritised gender strategies?	NO	PARTLY	PARTLY	NO	NO	PARTLY	NO

## **5.4 Implementation Tools for the Delivery of Road works**

### *5.4.1 Technical specifications, manuals and guidelines*

#### **District Road Works Manuals, 2002**

The District Road Works Manuals (2002) describe in detail the organisation and techniques for planning, implementation and administration of a district road network (MoWHC, 2002). The manuals encourage community participation, promote use of labour based methods and foster gender balance in implementation of road works. They also encourage the district engineer to work with the community development officer, who is also responsible for gender mainstreaming.

Amongst other things, Volume 1, manual A gives the following guidance to district engineers during the development of the functional classification system:

- a. Development and maintenance of district road networks should not be solely based on motorised traffic but should also take into account human traffic.
- b. Facilities for the safe movement of pedestrians, cyclists and other two-wheeled motorised and non-motorised vehicles should be provided.
- c. Community access roads are important and adequate provision should be made to maintain them in a good condition.

Volume 2, manual B on contract documentation provides for the collection of information on the sex of applicant as well as the proposed workforce. To encourage women's participation in road works, applicants are awarded up to 10 additional points for considering a gender balance.

These manuals are rarely applied by the district engineers due to the multiplicity of guidelines from the different funding agencies (Tanzarn, 2013).

#### **Environmental Impact Assessment Guidelines for Road Projects, 2004**

The Environmental Impact Assessment Guidelines for Road Projects (2004) include guidelines for socio-economic and cultural impact assessments, including gender (MoWHC, 2004).

#### **General Specifications for Road and Bridge Works, 2005**

The General Specifications for Road and Bridge Works (2005), the basis of preparing bills of quantity (BoQ) for national road projects, include a section on occupational health and safety, HIV and AIDS as well as gender (MoWHC, 2005). The Specifications oblige a contractor to prepare a Gender Management Plan (GMP) including details of how they will recruit women and men as well as "addressing the specific gender working and living needs in the road construction environment". The GMP is supposed to include:

- a. Description of staff recruitment policy and procedures.
- b. Gender awareness raising meetings.
- c. Gender sensitive working conditions.
- d. Gender sensitive facilities to be provided at the workplace.
- e. Participatory gender sensitive monitoring.

The contractor is obliged to provide a qualified safety officer to deal with occupational health and safety, HIV and AIDS as well as gender. This is a monthly billable and paid item in the BoQs. Others are gender awareness raising meetings/workshops as well as gender sensitive monitoring and reporting. The specifications also oblige the contractor to liaise with, throughout the contract period, both government department and NGOs dealing with gender and social development issues.

More specifically, the contractor is required to ensure that:

- a. Announcement notices of equal employment opportunities are posted in visible and popular places in the local communities and that such notices also reach women and youth leaders.
- b. Both women and men are represented in any information and consultative meetings held at the site and that gender and social issues are raised and analysed.
- c. Equal payment is made to women and men for similar work and that payment of wages is made to the workers and not to their representatives.
- d. Flexible working hours are introduced to the extent possible to take account of multiple roles of women as well as cultural norms.
- e. Separate toilet and accommodation facilities are provided for women, including sanitary facilities and sheds for children of working mothers.
- f. The contractor shall submit monthly reports of labour attendance disaggregated by gender.
- g. The contractor shall use gender compliance monitoring and evaluation forms to assess and report how gender concerns are addressed in recruitment, promotion, payment, provision of gender sensitive facilities, on-the-job training, etc.

### **Guidelines for Mainstreaming Gender into the Roads Sub-Sector, 2008**

The Guidelines for Mainstreaming Gender into the Roads Sub-Sector, 2008 present a step-by-step “what to do” and include questions as well as checklists in the form of indicators (MoWT, 2008b). The checklists are intended to be used as the internal tools for monitoring gender compliance of the sub-sector policies, plans, programmes and budgets.

The Guidelines are yet to be fully disseminated implemented. A study conducted in 2013 established that only 35.1 percent of the key actors in the transport sector (public and private) were aware of the Guidelines (Tanzarn, 2013). The study further reported that less than one out of 10 (7.2%) had ever applied the mainstreaming guidelines to their respective mandates.

### **Reference Guide for Road Management Committees, 2009**

The Reference Guide for Road Management Committees (RMCs), 2009 provides for at least one third of the membership to be women (MoWT, 2009). Amongst other things, the guide calls upon RMCs to mobilise and encourage women to participate in road works.

### **MoWT Client Charter, 2012**

Since 2006, all MDAs including local governments are required to develop and implement a client charter. The charter is supposed to define minimum levels of services in terms of quantity, quality, time and cost as well as the rights, obligations and responsibilities of the clients. One of the guiding principles of the charter is supposed to be equity: fair treatment to all clients irrespective of, amongst other things, gender (MoPS, 2010). The MoWT Client Charter commits the ministry to promote the integration of gender in the sub-sector (MoWT, 2012c).

#### *5.4.2 Mount Elgon Labour-Based Training Centre*

Established in 1995, the Mount Elgon Labour-Based Training Centre (MELTC) is the sub-sector’s designated institution for training both the public and private sector in labour-based approaches to road works. The curriculum includes a module on cross-cutting issues which is offered to engineering and non-engineering participants (MELTC, 2011).

The training prequalification questionnaire for the contractors promotes women’s participation as follows:

- a. A contracting firm can earn up to 4 points if women constitute three quarters or more of its shareholders.
- b. A firm is awarded ½ point for each female permanent staff (up to 4 staff)

- c. If the managing director of the contractor's staff nominated to participate in the training is a woman, the firm is awarded 2 extra points.

### 5.5 Transport Sector Management Information System

We encourage the clients to report on sex disaggregated data but they rarely do it.

*World Bank*

Our results framework specifies a minimum of 30% women's participation but we don't monitor performance (since it is budget support) and the implementing agencies do not report.

*DANIDA*

I am supposed to compile gender issues in all the transport sector agencies...the challenge is that they never report to us (the ministry).

*MoWT Gender Focal Point*

There is no framework for collecting and reporting sex and gender disaggregated transport data.

*MoWT, Data Management Unit*

The MoWT Transport Sector Data Management System (TSDMS) captures data that is the basis for the preparation of the Sector Strategic Plan Annual Performance Reports. Whereas the system contains some sex disaggregated data, this is only limited to:

- Availability of gender focal person in the (transport) sub-sectors.
- Women in employment in the (transport) sub-sector institutions.

Whereas road project monitoring reports typically include annexes on gender performance, the data are not analysed and are not captured in the TSDMS (Tanzarn, 2013). The lack of gender disaggregated transport data means that the sub-sector has no basis for evaluating the quality of gender mainstreaming.

### 5.6 Gender Budgeting in the Transport Sector

Gender issues are farfetched. Rural roads are constructed to be accessed by everybody. Our priority is responding to the community need for a road not examining why women are side-lined. At the moment gender can wait as we provide more access to villages.

*KIIs MoWT*

Gender is not given due consideration in the allocation of public resources in the transport sector. For instance, the Works and Transport Sector scored 50 percent, less than the national average of 60 percent, under the recent gender equity certification process conducted by the EOC (EOC, 2017). This score, however, masks differences in the quality of mainstreaming gender and other equity issues that include rural/urban balance and sensitivity to persons with disability.

The 2017/18 Works and Transport sector BFP (MoWT, 2016b) neither mentions women nor gender. In contradiction of the 2015 PFMA, the BFP does not include explicit measures to promote gender equitable transport. Footpaths are predominantly unclassified and thus do not draw on public funding.

According to the key informants, the budgeting tool issued by the MoFPED restricts meaningful gender budgeting. The tool does not assign clear output codes for gender and equity budgeting, does not provide for disaggregation of data and is also limiting as to the amount of information that can be included.

The lack of a dedicated budget for mainstreaming potentially affects:

- a. Dissemination of gender responsive policies, legislation and regulations.
- b. Enforcement of compliance to gender aspects in legislation and regulations.
- c. Gender capacity building activities within the roads sub-sector institutions.
- d. Routine collection of sex and gender disaggregated transport data.
- e. Incorporation of gender audits in performance monitoring.
- f. Commissioning of gender analytical studies to inform transport policy, legislation and regulations.

## **5.7 Institutional Mechanisms for Gender Mainstreaming in the Transport Sector**

### *5.7.1 Environmental Liaison Unit (ELU), MoWT*

The Environmental Liaison Unit (ELU) has the technical oversight role of mainstreaming gender in the transport sector.

### *5.7.2 Environment and Social Safeguards Unit, UNRA*

UNRA has an environment and social safeguards unit that is responsible for addressing crosscutting issues, including gender, in the management of national road development and maintenance. In 2016, UNRA instituted a gender and equity committee to facilitate institutional gender mainstreaming.

### *5.7.3 Gender Focal Points in Works and Transport Sector MDAs*

All Works and Transport sector MDAs have a gender focal person responsible for ensuring that gender is mainstreamed in the respective institutional mandates. The drawback is that these are not strategically positioned to influence decision-making. For instance, the gender focal point in the MoWT was not aware of the gender equity certification process. Further to that, the focal persons are not necessarily gender experts, rather they are specialists in other fields who are assigned an additional responsibility of gender without equipping them with the necessary skills and tools.

With the introduction of the statutory gender and equity certification process as provided for in the PFMA of 2015, the gender focal points are increasingly becoming involved in annual transport sector planning and budgeting. This is a strategic entry point for not only nurturing gender champions in the sector, but also strengthening the gender dimension in transport planning and budgeting. This would, amongst other things, require building the gender analytical capacities of the focal persons.

### Key Actors' Perceptions about the Gender Focal Point Mechanisms

The gender focal person is a sociologist who handles all social issues in the ministry's policies programmes and projects. Being located under the ministry's quality assurance department, we initiate policy development, we do regular monitoring of gender compliance in all sector projects. We are supposed to compile gender issues in all transport MDAs but the challenge is that they don't report to us on any gender issues. The challenges can be improved by holding quarterly gender meetings to evaluate what we have planned to do in the sector for a given year.

*Gender Focal Person, MoWT*

Whereas gender should be appreciated by all officials in all the departments, it has been reduced to a title...the responsibility of one person, when they have the knowledge. This is as a result of both capacity and the will to mainstream gender. This is a challenge

*Former Gender Focal Person, MoWT*

We tend to solely focus on our designated functions. The project manager is interested in the kilometres of roads planned, the fund manager...the funds to be disbursed...the cross-cutting issues (such as gender) are ignored. We should include the gender focal person from the very beginning, but we do not.

*Fund Manager, URF*

I am an accountant assigned an additional responsibility as a gender focal person. I participate in the budgeting process to ensure that gender and equity aspects are included in our (URF) budget and work plan. I am also part of the joint monitoring team. Our M&E template has a component to assess gender and equity compliance. This is, however, relatively new...I used to be left behind (not participate).

*Gender Focal Person, URF*

Gender is an additional responsibility. We have a gender committee which is under the human resource unit. The gender committee handles gender related concerns of the office mainly I think. We can still do better on gender issues during monitoring and supervision. And even demand the contractor for specific issues on gender activities and reporting.

*Gender Focal Person, UNRA*

## 6 Gender Mainstreaming in the Danida funded Rural Transport Projects

This section presents an analysis of the quality of gender mainstreaming in three Danida funded rural projects in Uganda, namely: the first and second phases of the Road Sector Programme Support (RSPS1 and RSPS2) and the Rural Roads Programme (RRP), implemented between 1999-2011. The projects were designed to support the implementation of Government's Road Sector Development Programme (RSDP) and were implemented by the ministries of transport and finance. The projects involved infrastructure rehabilitation and construction.

## 6.1 Overview of the Projects

### **First Road Sector Support Programme (RSPS1): 1999-December 2002**

#### Development objective

Establishment of rehabilitation and maintenance systems for classified and feeder roads that promote: a network approach; planning, prioritisation and management methods that enhance optimal and sustainable social and economic impact; good governance that enhances political accountability, transparency and public participation.

#### Components

- Trunk road rehabilitation of the Kampala-Fort Portal corridor.
- Institutional support.
- Support to district road networks in 8 districts in the northern region of the country (DRN).

In order to strengthen the DRN's objective of reducing poverty through improved access to social and economic services, a Community Travel and Transport Programme (CTTP) was formulated in 2000.

### **Second Road Sector Support Programme (RSPS2): January 2003-June 2009**

#### Development objective

Creation of sustainable road administrations and funding mechanisms for developing and maintaining all levels of roads in support of economic and social development – the execution of which is transparent and accountable.

#### Components

- Support to the MoWHC, local roads divisions, ELU and the transport section within the Ministry of Finance, Planning and Economic Development.
- Support to the MELTC including its extension service that provides training to local governments plus the private sector (small-scale contractors and consultants).
- Support for improvement of national gravel roads in the north-eastern districts using LB methods.
- Capacity building of, and road investments in the north-eastern districts using LB methods.
- Support to sub-county councils and investments in community access activities in the north-eastern districts.

### **Rural Roads Programme (RRP): July 2008-June 2011**

#### Development objective

Accessibility improved to rural areas through improvement and maintenance of the road network using LBMs.

#### Components

- Rehabilitation of district and community access roads by LBMs.
- Labour-based training and capacity building.
- Institutional support.

## 6.2 First Road Sector Programme Support (RSPS1)

### *6.2.1 Project Identification*

The RSPS1 acknowledged that the desired socio-economic impact, particularly in terms of reduction of poverty, was unlikely to be met without ensuring that the opportunities and benefits availed through the project reached women equitably with men. Accordingly, promotion of women's

participation was specified as one of the three cross-cutting issues to be mainstreamed at all levels and stages of preparation and implementation of RSPS1.

The project document (PD) specified two key institutional capacity gaps. First, was the lack of specific policies related to addressing gender in the roads sector. Second was that, despite Government's good will, the political commitment to gender equality was yet to translate into responsive national and sector policy and development. In particular, planning for road works was not sensitive to the distinct mobility and accessibility needs of women relative to men. Additionally, technical standards and specifications including contract documentation, varied significantly and included a bias towards the use of equipment and were gender insensitive.

The PD identified various barriers to women's equitable participation in, and benefit from the RSPS1, relative to men's. It identified women amongst the majority of the poor who predominantly reside in rural areas. Further to that, it highlighted the widening disparities between women and men as regards access to education, productive resources, employment opportunities and participation in political processes.

The PD underscored how the interplay of social norms, values and practices undermine women and privilege men. In particular, that the belief that women cannot manage road construction works appeared to be pervasive resulting in a predominantly male labour force at all skill levels. Adding that the inadequacy of the labour camps to meet women's specific interests related to privacy further excluded them from road construction works. Further to that, it pointed out the male bias in formal national and local government institutions as well as private road construction firms that almost exclusively attract men. Furthermore, that the common tendency was to exclude women in road construction conversations rationalised by the belief that the sector was a male domain. Echoing this, the DRN component description document pointed out that whereas some districts had Women in Development officers (WID) seconded by the MoGLSD, these were disregarded in discussions pertaining to road development and improvement (Danida, 1998b).

RSPS1 thus emphasised the importance of involving women, as road users, in agenda and priority setting. Further to that, it highlighted the importance of involving WID officers in road planning as a way of ensuring that women's needs were prioritised. The project also identified women local Government councillors as an important resource in community sensitisation and in mobilisation of women for road works. The project recognised the need for utilisation of women-specific channels to disseminate work and training opportunities and recommended the use of CSOs such as the Uganda Women's Network (UWONET), the National Association of Women of Uganda (NAWOU) and WETSU, for the purpose.

### *6.2.2 Project design and appraisal*

Whereas the programme document did not identify and specify explicit strategies to address gender and mobility/accessibility issues, it defined measures to improve women's participation in, and benefit from the RSPS1, relative to men's. This included awareness creation to increase the participation of women in what is traditionally a male sector and specific measures to be taken to improve the gender balance by selecting an appropriate number of women to become contractors and workers in the labour-based gangs. The project also provided for a socio-economic sub-component of the Kampala-Fort Portal trunk road to maximise returns to the communities. The CTTTP sub-component of the DRN was designed to improve local transport infrastructure and to promote IMTs.

The RSPS1 feasibility study included gender assessments of all the three components and made recommendations to strengthen the project benefits to women. The formulation document

indicated that RSPS1 baseline surveys would capture data on women's involvement in the formal and domestic economy including their participation in local roads. The institutional support for coordination of the RSDP implementation component document specified that performance monitoring would include gender and provided for a set of gender monitoring indicators as well as action plans for gender interventions to be established under the component.

### 6.2.3 Project implementation, monitoring and evaluation

As Table 6 shows, most of the specified strategies to promote gender equality and women's participation in the RSPS1 were implemented.

**Table 6 RSPS1 Implementation against Specified Strategies**

Strategy	Implementation
<b>Institutional Support Component</b>	
Conduct a study to inform the mainstreaming of gender in RSPS1 implementation.	<p>The study was undertaken at the beginning of the programme and specified the following strategies and practical measures to ensure that gender was mainstreamed in RSPS1:</p> <ul style="list-style-type: none"> <li>- Review of road sector documents including training manuals for gender sensitivity.</li> <li>- Integrating gender during the early stages of project design.</li> <li>- Establish gender quotas for the workforce.</li> <li>- Collect gender disaggregated data.</li> <li>- A dedicated budget line of about 5% to facilitate gender-oriented activities for all future Danida funded road projects.</li> <li>- Incorporation of gender and encouragement of the recruitment of women in road-related training courses.</li> <li>- Separate facilities for women and men in road labour camps.</li> </ul>
<b>Kampala-Fort Portal Trunk Road Component</b>	
Development of a gender action plan for all RSPS1 components.	A gender management and action plan developed under the socio-economic component
Contractors to employ a gender consultant.	A gender specialist attached to contractor's team.
Awareness creation to increase the participation of women.	<ul style="list-style-type: none"> <li>- Mobilisation meetings conducted with different communities including women's groups along the road corridor.</li> <li>- Women informed of potential employment opportunities in the project.</li> <li>- Gender awareness creation workshop for the contractor's top management</li> </ul>
Promotion of women's prospects for participation in all stages of the roadworks.	<ul style="list-style-type: none"> <li>- Women represented in the workers' welfare committees.</li> <li>- Three-month paid maternity leave including meeting pre- as well as postnatal medical care bills.</li> <li>- Family planning services offered within the contractor's clinic.</li> </ul>
Gender sensitive monitoring	<p>The gender specialist undertook the following tasks:</p> <ul style="list-style-type: none"> <li>- Quarterly meetings with female workers.</li> <li>- Site visits to observe working the environment.</li> <li>- Collection of gender disaggregated monitoring data.</li> </ul>
A socio-economic sub-component of the Kampala-Fort Portal trunk road to maximise returns to the communities.	<p>The sub-component included activities such as:</p> <ul style="list-style-type: none"> <li>- Agro-forestry training for women's groups.</li> <li>- Construction of protected water wells.</li> <li>- Construction of access roads within a 3-km radius of the trunk road.</li> <li>- Construction of separate pit latrines (for girls and boys) in schools.</li> </ul>
<b>District Road Network Component</b>	
Conduct baseline studies.	<ul style="list-style-type: none"> <li>- Baseline survey conducted in the programme districts to establish (gender sensitive) benchmarks.</li> <li>- All the technical studies undertaken under the DRN had a gender perspective and to ensure responsive outcomes, the study teams included sociologists.</li> </ul>
Development of a gender action plan for all RSPS1 components.	A gender management and action plan was developed.
Involvement of district local government gender officers in road planning.	District gender officers and other officials participated in the programme through public hearings, mobilisation and awareness creation workshops about the road works including the significance of women's participation.
Prioritisation procedures to solicit and incorporate women's views.	Some RSPS1 districts started collecting data during the ADRICS (annual district road inventory and condition surveys) and using it in road prioritisation.
Contractors to employ a sociologist.	Component contracted a sociologist to provide technical oversight for mainstreaming gender and other cross-cutting issues in implementation.
Awareness creation to increase the participation of women.	<ul style="list-style-type: none"> <li>- MELTC conducted gender awareness training of local government non-engineering technical staff specifically community development/gender officers, environmental officers as well as labour officers.</li> <li>- In recognition of the importance of community mobilisation in the promotion of women's participation in roadworks, a district community mobilisers' course was incorporated in the MELTC</li> </ul>

	curriculum.
Promotion of women's prospects for participation in all stages of the roadworks.	<ul style="list-style-type: none"> <li>- Contractors were encouraged to employ women, use task instead of daily rates, adopt flexible working times, allocate women non-traditional tasks as well as provide them with separate and special facilities in order to promote their participation.</li> <li>- Most contractors provided equal employment opportunities through advertising on market days and through community as well as local government administrative structures. Others, however, informed communities of potential work opportunities through their staff, thus limiting women's participation.</li> <li>- The principle of equal opportunities was not always taken into consideration during the recruitment process. The criteria predominantly used for recruitment included physical fitness, trial as well as interviews on fixed dates, thus deterring women's participation.</li> <li>- 50% of the works undertaken through task rate,</li> <li>- 60% of the contracts adopted flexible working hours.</li> <li>- Work sites did not provide separate sanitary facilities for women and men since most road works were near the worker's homes. For the one contract executed away from residential areas, however, a road camp with separate facilities was constructed.</li> <li>- No shelters were provided for breastfeeding mothers.</li> </ul>
Contractors encouraged to employ women for all staff categories.	70% of the contractors employed women in supervisory positions.
Equal opportunity to be provided to men and women in the selection of contractors for training.	<ul style="list-style-type: none"> <li>- Separate rooms, toilet and shower facilities for women during the training.</li> <li>- Quotas defined for women/ women-owned firms in the selection as trainees.</li> </ul>
Mainstream gender in road documentation.	<ul style="list-style-type: none"> <li>- Contract documents, tender evaluation documents, MELTC curricula, training manuals screened for gender sensitivity.</li> </ul>
Increased use of LBMs to create employment opportunities.	<ul style="list-style-type: none"> <li>- Gender sensitive MELTC training</li> <li>- LBMs used on project-funded roads</li> </ul>
Gender sensitive performance monitoring.	<ul style="list-style-type: none"> <li>- The programme developed monitoring forms to ensure gender sensitivity in the recruitment process as well as to track the proportion of women in responsible positions, views on female employment as well as remuneration of women relative to that of men.</li> <li>- Monitoring was participatory including local government gender officers as well as female and male representatives of the community.</li> </ul>
CTTP sub-component to improve local transport infrastructure and to promote IMTs.	<ul style="list-style-type: none"> <li>- Implementation of the CTTP commenced with a baseline study designed to identify indicators, some of which were gender sensitive.</li> <li>- Gender awareness creation of district and sub-county officials of the gender dimensions of community access.</li> <li>- Piloting of IMTs in the communities.</li> </ul>

#### 6.2.4 Gender outcomes of the project

This section presents the major gendered outcomes of the RSPS1 as captured in the respective component completion and other evaluation reports.

##### Institutional Support

The major gendered outcome of support to this component was the institutionalisation of the good DRN gender mainstreaming practices through the publication of national (MoWHC) manuals, contract documents, and guidelines as well as the formulation of policy documents like the White Paper on DUCAR (Tanzarn, 2003). The White Paper included most of the RSPS1 gender mainstreaming strategies including defining a minimum quota of 30 percent women's participation in the workforce and as small-scale contractors in LB projects. All the documents are owned by the Government and not the project.

##### Mubende-Fort Portal Trunk Road Rehabilitation

This was the first equipment-based major road project to employ a considerable number of women. The highest percentage achieved as regards women's participation was 17.1. Women were involved in a wide range of activities. Women's participation in non-traditional work reached a peak of 13.3 percent during the project. One of the three sub-contractors was a woman. The improved women's visibility in road works contributed to their empowerment as well as breaking the stereotype that road works are for men (Tanzarn, 2003). Further to that, there was a notable change in attitude towards women's capacities to execute road works as a result of their work reportedly being of a better quality compared to men's. The project also pioneered gender sensitivity in the language used from: "Go Slow, Men at Work" to "Caution, Roadworks ahead" or "Go Slow, Work in Progress"

(Tanzarn, 2003). Negative impacts of the component identified by the community included increased road accidents, spread of HIV/AIDS and teenage pregnancy.

Women were also the major beneficiaries of the auxiliary works. The socio-economic component of the trunk road rehabilitation was an innovative programme that maximised the gendered outcomes accruing from investment in the physical infrastructure through improvements in health facilities, water supplies, market structures, school facilities, and the rehabilitation of several community access roads.

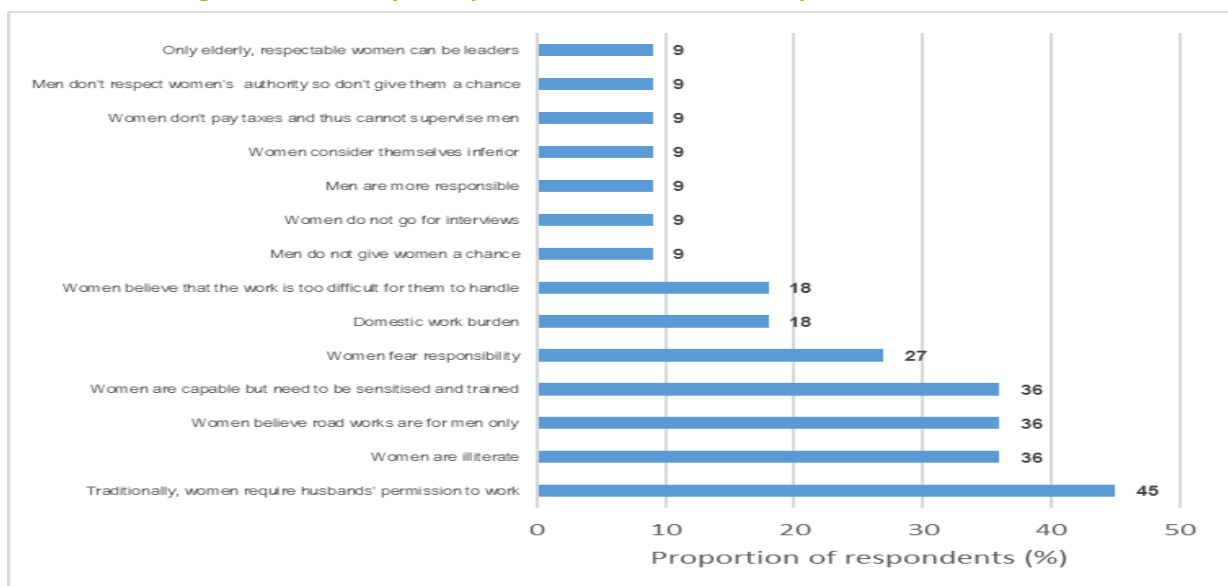
### District Road Network

The component project completion report (PCR) indicated that the intensive awareness campaigns increased the knowledge level of gender and its road-related positive impact. This, coupled with the recognition of the valuable contribution of women to road improvement resulted in a reported improvement of the communities' attitudes towards female contractors and labourers. Further to that, local governments were reportedly more appreciative of the gender dimensions of rural transport and some districts started collecting gender disaggregated data during the ADRICS (annual district road inventory and condition surveys) and using it in road prioritisation. Gender was incorporated in the MELTC draft training policy, the curriculum, as well as the trainers' guides and manuals.

The component also achieved the following quantitative outcomes:

- Women's labour in contracted works constituted 23% of the total 485,000 worker days.
- Women constituted 11% of the total person training days.
- One out of the 20 private sector firms (5%) trained and eligible for certification as LBMs contractors (rehabilitation) was owned by a woman.
- Females comprised 106 of the 514 firms/individuals (20.6%) prequalified and trained by MELTC to undertake labour-based routine maintenance.
- 70 percent of the trained contractors had women in supervisory positions of forepersons and gang leaders.
- Women's participation in construction site meetings ranged from 16-21%.
- Women comprised of 37 percent of the community members engaged in the 7,416 spin off businesses from the RSPS1, most of them selling food and beverages to the workers.
- 

Figure 5 Community Perceptions about Women's Participation in Road Works



Source: Danida, 2003. Support to District Road Networks in Six Districts, Completion Report

The PCR report noted that mainstreaming gender required addressing the prevalent stereotypes (Danida, 2003). Adding that whereas attitudes towards women's participation in road projects were changing, the progress was relatively slow. Figure 5 presents community perceptions about women's participation in road works, captured during the DRN evaluation.

### **6.3 Second Road Sector Programme Support (RSPS2), 2003-2009**

#### **6.3.1 Project identification**

The RSPS2 PD document acknowledged that despite the progressive national Constitution, gender discrimination persisted supported by customary practices and statutory laws (Danida, 2002a). As a result, women were overburdened with domestic and agricultural work, under-represented in the waged labour force and experienced restricted voice in household and public decision-making. Further to that, the PD pointed out that majority women are poor, less skilled than men, have limited access to capital and are clustered in the least lucrative trades.

The PD also highlighted women's limited knowledge of their rights and the lack of legislation on GBV, both of which are exacerbated by the bureaucratic resistance to legal reform. Drawing from experience from implementation of RSPS1, the PD pointed out that leveraging the opportunities for women's participation in the road sub-sector requires mainstreaming gender in transport policy and strategy as well as programme formulation. Adding that existing policies and strategies for national and district roads were not explicit on gender. The document argued that the inclusion of women councillors in the planning process was likely to influence women's participation in road works either as contractors or workers and to address their transport requirements relative to men's.

The document acknowledged that the use of labour-based approaches to road works coupled with the promotion of women's participation was likely to lead to sexual relationships between workers themselves, or between workers and members of the local communities thus increasing the risk of HIV infection.

#### **6.3.2 Project design and appraisal**

One of the specified objectives of RSPS2 was to: "Contribute to improved gender equality through promotion of women's participation as contractors and workers and thus provide income that will benefit the general welfare of their households, but also through increased accessibility to public services that are essential to women". Formulation of the RSPS2 was participatory and included consultation of Government and CSOs at national and subnational levels. The process included gender reviews of RSPS1 as well as a gender appraisal of the individual RSPS2 component descriptions. The appraisal concluded that adoption of labour-based approaches to road improvement as well as investment in community access had the greatest potential development impact on gender equality. The expected gender outcomes of investment in national road sector institutions, national gravel roads as well as district roads were ranked as being medium.

The design process identified key gender concerns essential for consolidating the gains from, and addressing the shortcomings of the RSPS1 in addition to ensuring a further incorporation of gender in the RSPS2. These were incorporated in the RSPS2 gender capacity development plans.

#### **6.3.3 Project implementation, monitoring and evaluation**

Gender capacity development plans, based on the proposed strategies, were developed for all the five RSPS2 components (Danida, 2003b). The time and resource-bound plans detailed the capacity development issue, the action required, the institution responsible as well as the national standards or guidelines. As Table 7 shows, most of the strategies specified in the gender capacity development plans were implemented.

Table 7 Implementation of RSPS2 Gender Strategies

RSPS2 Gender Strategies	Implemented?
<b>Component 1: National road sector institutions</b>	
Attach a technical adviser (social assessment) to the ELU.	YES
Gender training for ELU staff.	YES
Develop and institutionalise national guidelines for gender assessment and management for the road sector.	YES
Develop mandatory gender equal opportunities labour recruitment procedures including sensitisation and mobilisation for incorporation into road works contracts.	YES
Develop and conduct gender training programme for road sector personnel.	YES
Develop gender awareness raising material for the road sector.	YES
Review and revise social and gender baseline and performance monitoring indicators for road works.	PARTLY
Review and revise formats and modalities for reporting on gender in the road sector.	PARTLY
Establish a road sector social and gender information system and database.	YES
<b>Component 2: National labour-based training</b>	
Attach a part-time sociologist to the METC.	YES
Gender training needs assessment (TNA) and training METC trainers.	YES
Review and revise METC curricula and training manuals for further gender sensitivity.	YES
Review and revise guidelines for selection and registration of contractors for METC training to ensure equal opportunities for women.	YES
Ensure that gender is adequately covered in all training, mentoring and monitoring activities.	YES
Road works tailor made gender TNA and training of district councillors, staff and tender board members.	YES
Incorporate accommodation and facilities for women in the METC master plan.	YES
Monitor trainee, tender document as well as contractor gender compliance.	YES
<b>Component 3: National Gravel Roads</b>	
Assess and train station engineering staff and/or private consultants in gender.	YES
Sensitise women and men re: road sector employment opportunities for women for all categories and classes of road works.	YES
Tailor made LBMs road works gender TNA and training of female and male workers.	NO
Incorporate specific gender recruitment, including sensitisation and mobilisation requirements into contract documentation.	YES
Monitor tender document and contractor gender compliance.	YES
Collect and collate gender disaggregated road works data.	PARTLY
<b>Component 4: District Roads</b>	
Gender TNA and training of female and male district councillors, staff and tender board members.	YES
Sensitise women and men re: road sector employment opportunities for women for all categories and classes of road works.	YES
Tailor made LBMs road works gender TNA and training of female and male workers.	NO
Ensure that transport needs of women and men considered in development plans.	YES
Ensure participation of women in development planning.	YES
Incorporate specific gender recruitment, including sensitisation and mobilisation requirements into contract documentation.	YES
Monitor tender document and contractor gender compliance.	YES
Collect and collate gender disaggregated road works data.	PARTLY
<b>Component 5: Community access</b>	
Attach local gender advisors to the component.	YES
Attach part-time international gender advisor to the component.	
Gender TNA and training of female and male district councillors, staff and tender board members.	YES
Gender TNA and training of sub-county and village leaders and staff, female and male workers and communities.	YES
Ensure that transport needs of women and men considered in development plans.	YES
Ensure participation of women in development planning.	YES
Incorporate specific gender recruitment, including sensitisation and mobilisation requirements into contract documentation.	YES
Monitor tender documents and contractor gender compliance.	YES
Collect and collate gender disaggregated road works data.	PARTLY

#### **6.3.4 Gender outcomes of RSPS2**

The PCR states that as a result of the RSPS2, the MoWT started including activities and budgets to support the improvement of community access roads in its development programmes (Danida, nd). Further to that, in financial year 2009/2010, the Uganda Road Fund disbursed funds, for the first time, for bottlenecks removal on community access roads. Additionally, the MELTC extension service to local governments and the private sector resulted in a wider appreciation of gender issues in the road sub-sector, countrywide.

About 30 percent of LB worker-days were undertaken by women and about 15 percent of the trained contractor staff were female. Sustainable procedures, guidelines and practices to improve community level travel and transport were established, adopted and by the time of the evaluation, were in use by the district and sub-county councils. IMT awareness creation activities were carried out in 66 percent of the project partner sub counties.

### **6.4 Rural Roads Programme (RRP), 2009-2015**

#### **6.4.1 Project identification**

The Rural Roads Programme (RRP) was a two-year period of support, that bridged the gap between the end of RSPS 2 and the commencement of an envisaged new support intervention area linked to one of Government's development pillars namely: "Enhancing production, competitiveness and incomes". The RRP built on the lessons learned during RSPS 1 and RSPS 2. However, unlike RSPS1 and 2, the main focus of the RRP was district roads and community access with related institutional and capacity development.

The RRP PD acknowledged that women and men have different travel patterns and therefore, transport needs. Furthermore, that their opportunities to participate in, and benefit from, interventions are also different. Adding that these differences that arise out of the work they do and the resources they have to undertake that work are more distinct in rural than urban areas. The PD noted that women's travel is generally undertaken on relatively different roads, paths and tracks from that of men. Furthermore, that district roads are used more by the relatively mobile men to engage in productive work outside the home. Adding that women use foot paths and tracks more than men while collecting firewood and fetching water, activities which constitute most of their time. The PD concluded that whereas investment in community access roads is important to both women and men, investment in foot paths and tracks is particularly critical for women.

Making reference to micro-level case studies conducted in Uganda, the PD pointed out that women's transport needs are typically more complex than men's, in part due to the demands of water, fuel wood, food and healthcare provisioning, over sometimes very long distances. Adding that women spend an estimated four times as much time as men in transport tasks, and carry, usually on their heads, around five times as much in volume. Furthermore, that whereas a considerable number of rural men use bicycles for transport, most women walk and headload their transport burden.

The PD also highlighted women's under-representation at all levels and in all aspects of the road sector, including decision making, attributed to their low educational levels and limited skills, as well as time poverty associated with their work burden.

The PD emphasised that whereas both RSPS1 and RSPS2 had contributed to the improved visibility of women in road works, gender inequalities persisted. Adding that, unlike other cross-cutting issues (HIV/AIDS, environment and safety) there had been a failure to follow through some of the good policy intentions into practice resulting in gender not gaining total legitimacy in the sector. This, in part, due to the lack of ownership of the gender mainstreaming guidelines and related procedures by the MOWT top management team and the lack of gender disaggregated performance monitoring

transport data. The other challenge identified was sensitivity to gender not being a contractual obligation making it difficult to enforce compliance.

The PD cautioned that whereas there was a commitment to attaining the defined quota of 30 percent women in the workforce and as small-scale contractors in LB projects, the means through which this was implemented could cause a backlash to the promotion of gender equality, in the long run.

#### *6.4.2 Project design and appraisal*

The RRP PD specified that: “Women shall benefit equally to men from the direct as well as the spin-off effects of the intervention. It shall also be ensured that specific consideration is taken in relation to the transport needs of women and men, when appropriate. Improving community access as well as core roads will help to address women’s needs, since they derive benefits from improved access to markets, water sources, grinding mills and other local services.”

The PD indicated that RRP would take into consideration women’s work burden and time poverty informed by a mapping of the prevailing gender division of labour. Further to that, it specified that the RRP would be flexible regarding setting quotas for women’s participation. Adding that the 30 percent minimum target set by the MOWT would be the desired target to be achieved in the long run. However, in order to motivate the local governments to achieve this figure, district engineers would be required to set quarterly/annual targets which they believed could be realistically attained, bearing in mind the importance of ultimately achieving the 30 percent minimum.

Gender equality was mainstreamed in the RRP programme and in the three component descriptions. As with the RSPS2, a complementary resource- and time-bound Gender Equality Plan (Danida, 2006a) was developed to facilitate the implementation and monitoring processes. The Plan built on the achievements of the gender mainstreaming initiatives of RSPS1 and RSPS2 and was designed to consolidate and institutionalise the following good practices:

- a. Provide more flexibility in the criteria for selection of enterprises to be trained as rehabilitation contractors, thus removing the present bias towards firms led by technically qualified male degree holders.
- b. Incorporate mandatory recruitment procedures in minor works contracts, which allow for adequate sensitisation of women to employment opportunities.
- c. Sensitisation activities targeting men to ensure that they allow their spouses to participate in road works.
- d. Require contractors to recruit a new workforce at every 5 km or less to spread work opportunities and to ensure that women are not discouraged from participating due to excessive travel time.
- e. Require contractors to be flexible in the working hours.
- f. Include mobilisation and gender awareness creation provisions in contracts.
- g. Incorporate requirements to ensure separate site facilities for women.
- h. Ensure equal pay for equal work to men and women.
- i. Require all contractors to weekly submit a return of daily labour disaggregated by gender.

The Plan asserted that considering that many of the proposed actions were to be undertaken as part of the general RRP implementation process, a separate budget was not necessary. Adding that a few of the actions such as awareness creation and strengthening stakeholder gender capacities required a “small” dedicated budget that would be funded the “Monitoring and Reviews” budget.

### 6.4.3 Project implementation, monitoring and evaluation

Sub-county Community Development Officers were involved in the mobilisation and sensitisation of women for the works. This, coupled with non-discriminative recruitment of labourers led to an increased number of women participating. However, women were confined to the traditional tasks of grabbing, loading, offloading and spreading gravel, supplying water to labourers, cooking, and support activities at the site camps. Whereas about 1 percent of the contract sum was allowed in the contracts for cross-cutting issues, the working conditions were not gender sensitive as facilities like sheds for breast feeding mothers and separate sanitary facilities were not provided (Danida, 2014).

While all the three projects were implemented by the Government, the project funds for RSPS1 and RSPS2 were disbursed directly by Danida, and this ensured timely activities. RRP was implemented under the Government budget system where funds from Danida were channelled through the Ministry of Finance. According to the PCR, a number of teething problems were experienced (Danida, 2014). Irregular and partial disbursements of funds led to delayed execution of activities and reduced emphasis on others such as MELTC outreach services and performance monitoring. As Table 8 shows a considerable number of the planned gender mainstreaming activities, particularly those under the institutional support component, were not implemented.

**Table 8 Implementation of RRP Gender Strategies**

Issue	Proposed Action	Implemented?
<b>Component 1: Rehabilitation of District and Community Access Roads</b>		
Inadequate disaggregate data travel patterns and transport needs.	Gender disaggregated community transport and travel survey to inform design, prioritisation and planning.	YES
Women overburdened with domestic work rendering their labour not easily transferable to road works.	Continue with appropriate work practices:	
	Flexibility	PARTLY
	Task rather than daily rates	PARTLY
	Provide shelters on site	PARTLY
	Equal pay for equal work done	YES
Unequal opportunities due to women's limited rights, resources and influence.	Continue with affirmative action in recruitment of the workforce and in the procurement of contractors.	YES
Inadequate knowledge on how to mainstream gender in implementation.	Build the capacities of districts with limited gender competences.	NO
	Orient district engineering staff into the use of the gender mainstreaming guidelines.	YES
Limited or non-compliance to gender mainstreaming by the contractors.	Incorporate gender into work plans and budgets.	YES
	Gender should be made more explicit in the contract documentation.	YES
	Pilot gender management information systems.	NO
Limited attention to gender mainstreaming in district work plans.	Motivate district engineers to mainstream gender through rewarding gender mainstreaming efforts.	NO
<b>Component 2: Labour-Based Training and Capacity Building</b>		
Inadequate understanding of significance of gender sensitivity in execution of LB works.	Provide short-term technical assistance to review and revise the MELTC curriculum strengthen the incorporation of gender.	YES
	Participatory action learning workshops to review and improve the effectiveness of the training.	PARTLY
Gender not institutionalised within the MELTC.	Review and revise MELTC business plan to incorporate gender.	YES
	Integrate gender into component technical and financial audits.	NO
	Tailor made training to further orient trainers in gender and LBM.	NO
	Recruit a sociologist to ensure sustainability of mainstreaming efforts within MELTC.	YES
Unequal opportunities to participate in LB training due to women's limited rights, resources and influence.	Continue with affirmative action in trainee recruitment in order to give women an equal chance with men to access training and therefore to be competitive as LB contractors.	YES
<b>Component 3: Institutional Support to the MOWT</b>		
Limited gender awareness and capacities in MOWT.	Continued support to strengthen gender awareness amongst MOWT staff.	NO
	Tailor-made courses to enhance gender capacities.	NO
Lack of ownership of gender mainstreaming processes by MOWT policy makers	Focused training of MOWT policy makers.	NO
Inadequate political commitment to gender.		
Limited/no compliance to gender mainstreaming	Pilot gender MIS systems.	NO
	Integrate gender into component technical and financial audits.	

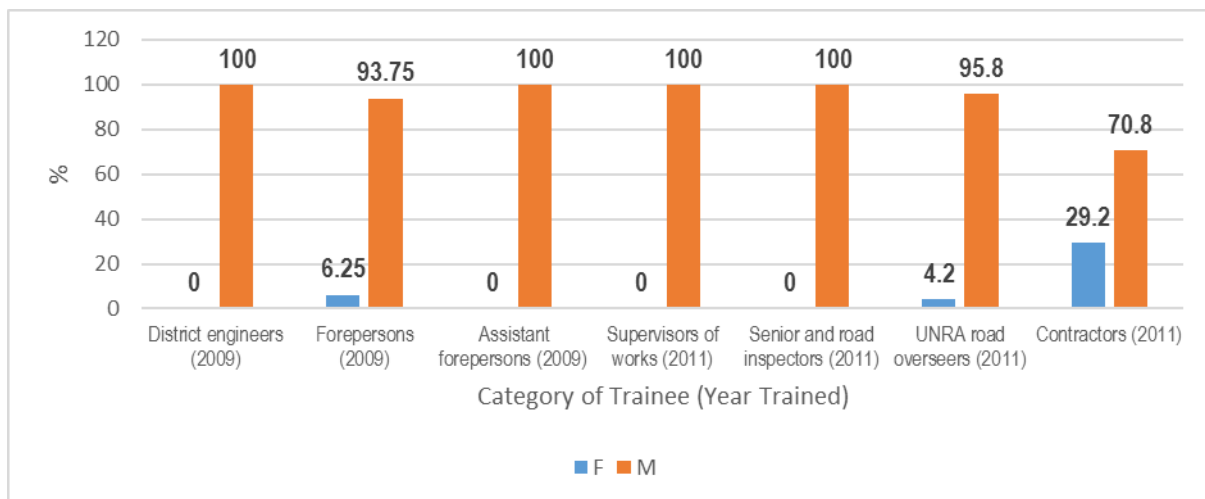
#### 6.4.4 Gender outcomes of RRP

Women comprised 8 percent of the 88 District Community Development Officers, Gender officers, Labour officers and District Engineers trained in community access planning and implementation procedures. A total of 120 contractor staff from 30 firms were trained in LBM. The proportion of female contractor staff trained was only 2.5 percent, far less than the target of 20 percent. Women constituted 29 percent of the total labour-force.

Capacity was built at district and sub-county level to plan and implement improvement and maintenance of community access infrastructure. A number of community access infrastructure were constructed which, contributed to the alleviation of women's transport burden.

Figure 6 is illustrative of the gender composition of MELTC trainees. As the figure shows, more success, in providing training opportunities to women, was achieved with respect to the target group of managing directors/contractors, a category that does not necessarily require an engineering background. Uganda did not have a female district engineers until a few years back.

**Figure 6 Gender Representation in MELTC Training in 2009 and 2011 by Category of Trainee**



**Sources:** MELTC Training Records

#### 6.5 Summary Analysis

All three projects were informed by a comprehensive gender analysis that identified pertinent gender issues and defined appropriate objectives and strategies to address them. However, some aspects were not implemented according to the design. This was particularly so as regards the execution of the road works where the three PCRs reported that most contractors did not comply with the requirements to provide a conducive environment for women to participate.

None of the projects identified potential SGBV in LB construction as an issue. As such there were no measures put in place to address or document its incidence.

Table 9 summarises the quality of gender mainstreaming in RSPS1, RSPS2 and RRP identification, design, appraisal, implementation, monitoring and evaluation.

Table 9 Summary of Gender Mainstreaming in RSPS1, RSPS2 and RRP

Identification	RSPS1	RSPS2	RRP
Gender expertise in project formulation team.	YES	YES	YES
Women and men consulted to identify their aspirations and transport needs.	YES	YES	YES
A gender analysis was conducted establishing the prevailing gender relations in respect to:			
• Women's and men's unpaid and paid work	YES	YES	YES
• Women's relative to men's time use	YES	YES	YES
• Women's relative to men's poverty levels	YES	YES	YES
• Women's relative to men's educational levels	YES	YES	YES
• Distribution of resources between women and men	YES	YES	YES
• Discriminatory cultural practices that could restrict women's participation in the project.	YES	YES	YES
• Women's groups identified which could be involved in the mobilisation of labour/as small-scale LB contractors.	YES	YES	YES
• Opportunities for strengthening women's participation relative to men's identified.	YES	YES	YES
Tools/approaches to identify gender issues and needs	YES	YES	YES
Institutional gender capacity gaps identified.	YES	YES	YES
Design	RSPS1	RSPS2	RRP
Gender equality objectives.	YES	YES	YES
Gender specific activities.	YES	YES	YES
Gender specific outputs.	YES	YES	YES
Gender sensitive baseline indicators defined.	YES	YES	YES
Gender sensitive performance and impact indicators defined.	YES	YES	YES
Dedicated budget for gender mainstreaming.	NO	YES	YES
Provision for gender expertise in implementation.	YES	YES	YES
Provision for women's groups'/local government officers' participation in implementation.	YES	YES	YES
Appraisal	RSPS1	RSPS2	RRP
Potential barriers to women's relative to men's participation identified.	YES	YES	YES
Potential project negative impacts on gender (i.e. increase women's work burden; more fragmented use of women's time).	NO	YES	YES
Measures defined to mitigate against the potential negative impacts on gender equality and women's empowerment.	YES	YES	YES
The gender dimension is explicit in the social, environmental and other impact assessments of the project.	YES	YES	YES
Implementation	RSPS1	RSPS2	RRP
Flexibility in work and training schedules taking into consideration women's domestic burden and relative immobility.	PARTLY		
Flexibility in execution of tasks.	PARTLY		
Reasonable walking distance from home to work or training sites.	YES	YES	YES
Separate toilet facilities for female and male workers on work sites and training.	PARTLY		
Child care facilities near the worksite with paid childminder.	PARTLY		
Maternity and paternity leave for workers.	YES	-	-
Minimum quotas for women's participation in employment and training	YES	YES	YES
Affirmative action for women workers and women's small contracting firms	YES	YES	YES
Institutional gender capacity building.	YES	YES	NO
Sex and gender disaggregated data for time poverty (or use), home-work site distance, and labour etc.	Y/N	Y/N	Y/N
Gender equality bills of quantity in contract documents.	YES	YES	YES
BOQs for road projects include a sum for gender analysis, mainstreaming and monitoring.	Y/N	YES	YES
Gender awareness creation of communities.	YES	YES	YES
Gender training of implementing staff and/or a gender specialist on the team.	YES	YES	YES
Resource-bound gender management/implementations plan.	Y/N	YES	YES
Zero tolerance to sexual harassment.	NO	NO	NO
Code of conduct including measures to minimise sexual and gender based violence.	NO	NO	NO
Monitoring	RSPS1	RSPS2	RRP
Project monitoring reports on progressive achievements in gender equality and women's empowerment:			
• No of women relative to men employed disaggregated across different project components/skilled/unskilled.	PARTLY		
• No of women's relative to men's workdays.	YES	YES	YES
• No of female relative to male participants of different project capacity building.	YES	YES	YES
• No of women relative to men in leadership positions in project i.e. as gang leaders.	YES	YES	NO
• No. of women relative to men assigned tasks that challenge the status quo/do not reflect traditional roles.	YES	YES	NO
• No of women's group/small contracting firms involved in implementation.	YES	YES	YES
• Total wages earned by women relative to men.	NO	NO	NO
• No of qualifying women offered maternity leave.	NO	NO	NO
Evaluation	RSPS1	RSPS2	RRP
Gender expertise in evaluation team.	YES	YES	YES
Evaluation reports include sex and gender disaggregated:			
• Proportion of women relative to men employed by category: target and achievement.	YES	YES	YES
• Proportion of total workdays undertaken by women.	YES	YES	YES
• Proportion of women relative to men benefitting from different aspects of project capacity building.	YES	YES	YES
• Proportion of women, relative to men, in leadership positions in the project.	YES	YES	NO
• Proportion of wages earned by female and male workers.	YES	NO	NO
• Qualitative outcomes i.e. extent to which infrastructure assets and services produced through the project:			
- Address women's time poverty	NO	NO	NO
- Promote more equitable division of labour between women and men	YES	YES	NO
- Promote women's participation in leadership positions in road works as well as in community structures	YES	YES	NO
- Strengthen women's relative to men's security of access to resources.	YES	YES	YES
Institutional gender capacities built.	YES	YES	YES

## 6.6 Knowledge Management, Embedment and Sustainability of Outcomes

All three projects recognised the need for capacity building in gender analysis, planning and implementation as a way of ensuring that this is routinely addressed by road sector institutions and incorporated in relevant structures and systems. Further to that, they acknowledged the need for a policy framework to provide guidance on gender mainstreaming. The projects underscored the need for awareness creation of policy makers, planners, road construction managers and contractors about the significance of promoting women's participation and mainstreaming gender in the roads sub-sector.

Each project had a component on institutional support to both the ministries of transport and that of finance. The major gendered outcome of support to this component was the institutionalisation of the good gender mainstreaming practices through the publication of national manuals, contract documents, and guidelines as well as the formulation of policy documents.

The projects supported the preparation of the following documents, which were adopted by the Government. The documents are either focused exclusively on promoting gender equality and women's empowerment in the roads sub-sector or have an explicit gender dimension.

- a. MoWHC, 2002. Final Draft White Paper on Sustainable Maintenance of District, Urban and Community Access Roads
- b. MoWHC, 2002. District Road Works Vol. No.5, Manual C: Gender Guidelines for District Engineers
- c. MoWHC, 2002. District Road Works. Vol 1: Planning Manuals. Manual A: Functional road classification. June 2002.
- d. MoWHC, 2002. District Road Works. Vol 2: Contract Documentation Manuals. Manual B: Contract documentation and procedures for labour-based routine maintenance. June 2002
- e. MoWHC, 2005. General Specification for Roads and Bridge Works, January 2005
- f. MoWT, 2008. Gender Policy Statement for the Roads Sub Sector. January 2008
- g. MoWT, 2008. Gender Mainstreaming Guidelines for the Roads Sub Sector. January 2008
- h. MoWT, 2012. Monitoring and Evaluation Framework for Cross-Cutting Issues in the Transport Sector. Monitoring indicators for environment, gender, HIV/AIDS, OSH and PWDs
- i. MELTC, 2011. Curriculum of Labour-Based Roads Work Training. For training both the public and private sector
- j. MoWT, 2009. Community Access Planning Manual
- k. MoWT, 2009. Reference Guide for Road Management Committees

An evaluation of Danish assistance to Uganda concluded that in terms of impact, Danida and non-Danida informants perceived Danish assistance to have been key in getting gender equality and women's empowerment onto the (transport) policy agenda (Danida, 2006b). Most of the research participants in this study concurred with this view and generally agreed that: "One is ruled out of order if they do not include women and/or gender in whatever transport intervention".

The RRP PCR report (Danida, 2014) suggests that the projects contributed to gender equality being given due consideration in, *inter alia*, the National Construction Industry Policy; the RSDP2 and the Strategy for Sustainable Maintenance of District, Urban and Community Access Roads.

As indicated in Section 5, for various reasons, not all these documents have been fully implemented or utilised and gender is not systematically addressed during road design, implementation and monitoring. A 2013 study commissioned by the World Bank reported that funds from the Government are insufficient to meet the requirements and certain activities are not implemented with cross-cutting issues being the worst hit (Tanzarn, 2013). Quoting a district engineer, the study further reported that local governments are likely to address gender only if there is someone closely

watching or if this is tied to funding. Furthermore, that while Danida continues to support rural roads, this is through sector budget support, the performance indicators of which do not require sex and/or gender disaggregation.

The institutionalised Annual Joint (GOU/Donor) Transport Sector Reviews monitor progress against the 17 key performance indicators. As indicated in Section 5.5, these do not include sex and gender disaggregated transport/road data.

### **6.7 Lessons Learnt and Good Gender Mainstreaming Practices**

This section summarises the various lessons and the related good gender mainstreaming practices generated during the implementation of RSPS1, RSPS2 and RRP between 1999-2011.

1. The sustained focus on mainstreaming gender during the formulation, implementation, monitoring and evaluation of the three projects drew attention to gender equality but the deeply ingrained practices limited the desired outcomes. Mainstreaming gender in projects can only be achieved after a sustained period of systematic and constant attention.
2. Baseline studies are key to analysing the underlying gender inequalities and are the foundation for defining appropriate approaches corresponding to the varying socio-cultural variations.
3. One of the underlying reasons for the low visibility of (gender mainstreaming) outcomes is the lack of clarity about how to mainstream and to measure progress.
4. Adoption of LB approaches to road improvement as well as investment in community access offer the greatest potential development impact on gender equality. The gender outcomes of investment in national road sector institutions, national gravel roads as well as district roads are medium.
5. Effective gender mainstreaming requires defining clear objectives, instituting accountability mechanisms; (gender) expertise and providing a dedicated budget.
6. Application of participatory methodologies that involve Government and CSOs enhances women's participation relative to men's.
7. Performance indicators need to be clearly defined, realistically measurable and should, preferably, be integrated into the existing monitoring systems.
8. Including exact specifications on how to address gender in contract and BOQs improves enforcement especially when combined with a separate budget line.
9. Tender specifications and tender evaluation criteria that allocate points to the use of female labour and supervision, provision of special facilities for women and men (toilets, shelter for children, etc.) improve women's participation.
10. To ensure the effectiveness (and acceptability) of a gender specialist/sociologist on the contractor's team:
  - a. The ToRs for the specialist need to be outlined in the tender documents, including objectives, outputs and activities.
  - b. The specialist should be mobilised at the beginning of the project.
  - c. Contract documents should provide an operational budget for the specialist.
11. Regular monitoring of the extent of compliance to gender mainstreaming is critical in gaining knowledge and insight into an area (transport) that is generally difficult to grasp.
12. The lack of penalties for non-compliance resulted in the non-enforcement of the contractual obligations to gender mainstreaming.
13. Women are generally willing to work if given the opportunity and their participation contributes to breaking the stereotype that road works are for men.
14. Contractors perceive women to be more disciplined, trustworthy and reliable workers and achieve better quality LB works than men, albeit at a slower rate.

15. Due to prevalent gender stereotypes (i.e. women not speaking freely in the presence of men), parity in representation in road/work committees does not necessarily result in gender-responsive decision-making.
16. Supporting technical education of women and small-scale labour-based contracting industries provide strategic entry points for gender mainstreaming.
17. Most success in increasing women's participation in road projects was achieved at the lowest levels due to either limited technical background, unwillingness of the female engineering professionals to work in rural areas or their preference to stay in town with their families.
18. Provision of a regular income (through LB approaches) even over a short period helps many women to escape poverty since they tend to invest their earnings in income generating activities.
19. Women's participation in road projects improves their confidence to aspire for community leadership positions thus improving their social status.

## **6.8 Gender Mainstreaming in ongoing Rural Transport Programmes**

This section provides an overview of gender mainstreaming in ongoing rural transport programmes in the country.

### **6.8.1 World Bank**

The bank used to focus on social safeguards in general, and not (gender or) SGBV, in particular. But the current Bank policy is for all projects to conduct social assessments, strengthen community engagement and address SGBV. *Key Informant, World Bank*

#### **World Bank: Uganda Transport Sector Development Project**

In December 2015, the World Bank cancelled support to the upgrading and rehabilitation of a 66-km road from Kamwenge to Fort Portal in western Uganda. This was in light of numerous allegations, including road workers' sexual relations with minor girls and resulting pregnancies, the increased presence of sex workers in the community, the spread of HIV/AIDS, sexual harassment of female employees, child labor, increased dropout rates from school, inadequate resettlement practices, fear of retaliation, failure to ensure community participation, poor labor practices, and a lack of road safety.

World Bank's response based on the lessons learnt:

- a. In partnership with the Government and CSOs, the Bank is implementing an Emergency Child Protection Response Programme to provide support to survivors of sexual abuse and strengthening institutional structures for child protection in the affected areas.
- b. Working with the Government to address endemic social issues.
- c. Review of environmental and social safeguards implementation in all relevant projects in Uganda.
- d. Strengthening the environmental and social provisions for contractors and supervising engineers for civil works carried out in, or near, vulnerable communities and in other high-risk situations.
- e. Dissemination of a guidance note for Bank staff on issues associated with labour influx. Based on this guidance, a portfolio-wide review of projects across the Bank is being carried out to ensure that pertinent issues are being appropriately addressed.
- f. A Global GBV Task Force formed to strengthen the institution's response to instances of GBV encountered as part of its operations.
- g. Mobilised USD1 million to support the UNRA and the MoGLSD to strengthen their Grievance Redress Mechanisms, with special focus on improved targeting of child survivors and populations at risk of SGBV and to scale up and sustain the programme for the wider road sub-sector in Uganda.
- h. Restructuring of other projects in the Bank-supported portfolio (e.g., in energy and education sectors) to incorporate GBV prevention components.

**Source:** World Bank, 2016c. Uganda transport sector development project –additional financing. Lessons learned and agenda for action, November 11, 2016

### 6.8.2 African Development Bank

We were not explicit about SGBV but focused on social issues, in general. We have started placing more emphasis on gender...projects that emphasise gender are currently under procurements so there are no lessons learnt as yet.

*Key Informant, African Development Bank*

#### **African Development Bank: Road Sector Support Project (RSSP) V**

RSSPV comprises of: a) civil works for upgrading the Rukungiri-Kihihi-Ishasha/Kanungu and Bumbobi-Lwakhakha roads (123km) from gravel to bitumen standard; b) consultancy services; c) capacity building for UNRA, d) gender empowerment; and e) compensation and resettlement. Ancillary activities include, afforestation, upgrading of the existing road side markets, providing boreholes or wells and introduction of NMTs such as cargo bicycles and carts to female roadside market vendors. The project includes awareness campaigns for behavioural change in communities and institutional actions on GBV prevention and response.

The project provides for gender sensitivity in the implementation of the resettlement action plans (RAPs) and indicates that UNRA will advise the contractors to reserve at least 25 percent of the construction for women.

#### **Expected gender outcomes:**

- a. Reduction in travel time, which will enable emergency cases including those related to maternity cases reach health facilities in a timely manner, with an expected 20% reduction in the prevalence of maternity emergencies.
- b. Improved girls; access secondary schools with a potential for achieving secondary school enrolment female to male ratio of 95:100.
- c. The improvement of the roadside markets, which are mostly patronised by women (60%) will result in increased income opportunities.
- d. The 16 boreholes financed by the project will reduce the burden faced by women in search of clean water, which often takes long hours and involves heavy loads.
- e. Women will use the time saved to engage in productive activities and the girls, to pursue their educational aspirations.

To ensure the gender outcomes are achieved, the appraisal document states that the “project’s contractor and site engineer will each hire a gender expert to prepare and supervise a Gender Management Plan, respectively, which will include gender sensitisation and awareness under the guidance of UNRA”.

**Source:** African Development Fund, 2014. Road Sector Support Project V, Uganda. Country: UGANDA. Appraisal Report, May 2014

### 6.8.3 European Union

Our programmes are based on Agenda 2030 (SDGs), which emphasises gender. All our programmes are assessed for sensitivity to gender before they are approved. We mainstream gender in the contract documents i.e. a minimum of 30 percent women's participation. We carry out regular monitoring on the projects we fund to ensure compliance. We have developed tools to monitor gender in projects and proposed structures are in place waiting for recruitment for the new programme (DINU). We have not been keen on evaluating gender in our previous projects but after the World Bank issues (SGBV etc.) we are now more alert and hope to evaluate the impact of our effort towards women's empowerment.

We rely a lot on Governments enforcing their policies. The challenge is that the Government's (of Uganda) implementing agencies don't see the benefit of mainstreaming gender. The Government prefers Chinese to Europeans funders, the argument being that the latter's funding comes with a lot of restrictions and impositions, such as gender mainstreaming.

*Key informant, EU*

#### **European Union: Development Initiative in Northern Uganda (DINU)**

The DINU comprises of three components, namely: (rural) transport infrastructure; food security and agriculture; and good governance. In collaboration with the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women), the EU undertook several measures to deepen the mainstreaming of gender in DINU. These included:

- a. Commissioning of a gender issues paper on infrastructure.
- b. Gender proofing of the initial DINU action documents.
- c. Training needs assessment and capacity building of Government officials (engineering and non-engineering) drawn from transport sector institutions including MoWT, UNRA, URF and DINU district works department.

## **7 Conclusions and Recommendations**

### **7.1 National Gender Policy Landscape**

1. Uganda's policy and legislative landscape provides an enabling environment for mainstreaming gender in rural transport. Collectively, the national policy directives on gender collectively oblige the transport sector to:
  - a. Mainstream gender in transport policy, legislation, regulations, strategies and programmes.
  - b. Promote labour-based approaches and prioritise investments in community access roads.
  - c. Address SGBV in sub-sector institutions and road improvement projects.
  - d. Ensure women's and girls' autonomous mobility and safety in public transport spaces.
  - e. Provide women-friendly transport services, spaces and facilities.
  - f. Stimulate female entrepreneurship in the transport sector as contractors, consultants and operators.
  - g. Strengthen the institutional gender capacities of roads sub-sector MDAs.
  - h. Collect sex and gender disaggregated transport data to inform policy and planning and to evaluate the quality of gender mainstreaming in the sub-sector.
  - i. Collect sex disaggregated employee data: recruitment and training.
  - j. Allocate resources for gender mainstreaming.
  - k. Institute affirmative action measures to improve women's participation in the:
    - Governance of roads sub-sector institutions.
    - Work force of the roads sub-sector institutions.
    - Road construction sector: as contractors, consultants and labourers.

### **7.2 Gender Mainstreaming in the (Rural) Transport Sector**

1. The transport sector has progressively consolidated the process of mainstreaming gender in policy. Some policies have the potential to transform the gender terrain in the country's transport sector, giving equal opportunities to both women and men, creating gender awareness amongst all categories of stakeholders, ensuring women's participation in agenda setting and improving their employment opportunities.
2. In contrast, with the exception of RSDP3, gender is absent from the sector strategic plans that define the frameworks for implementing the transport policies.
3. The sector is very weak with regards to policies and legislation promoting women's and girls' safety and personal safety in infrastructure works and in the context of mobility, including in relation to public transportation spaces, facilities and road construction. While we failed to access a copy for review, the transport sector officials indicated that the Road Safety Policy, 2014 is completely silent on gender.
4. Most of the policies and strategic plans do not have clear indicators for systematic monitoring and evaluation of results of mainstreaming and do not provide for the collection of sex and gender disaggregated data to inform policy and plans.
5. The sector has not fully adopted gender responsive budgeting. As a result, most of the specified gender equality enhancing actions contained in the policies and plans have not been implemented.
6. Both UNRA and URF have put in place progressive measures to ensure gender sensitivity in the management and maintenance of the national roads network and in the allocation of resources for road maintenance, respectively.

### **7.3 Gender Mainstreaming in Danida funded Rural Transport Projects**

1. The Danida-supported rural transport projects implemented between 1999-2011 adopted gender-transformative programming. The projects contributed to the transformation of

gender relationships in the rural transport sector and resulted in more equitable distribution of benefits between women and men.

2. The projects recognised the need for capacity building in gender analysis, planning and implementation as a way of ensuring that this is routinely addressed by road sector institutions and incorporated in relevant structures and systems. Further to that, they acknowledged the need for a policy framework to provide guidance on gender mainstreaming. The projects underscored the need for awareness creation of policy makers, planners, road construction managers and contractors about the significance mainstreaming gender in the road sub-sector.
3. All three projects were informed by a gender analysis that provided an assessment of the opportunities and constraints for improving the gender equality dimension in the roads sub-sector with respect to rights, security of access to productive resources and voice. The projects identified pertinent gender dimensions of rural transport and, to some extent defined appropriate strategies to address them.
4. The projects specified objectives on gender equality, in particular, the promotion of women's participation in, and benefit from the respective projects, relative to men's. The projects defined gender sensitive indicators and/or provided for the collection of sex and gender disaggregated data in the corresponding monitoring and evaluation frameworks.
5. The feasibility studies of the projects included gender appraisals which, amongst others, made recommendations to strengthen the outcomes of the specified gender equality objectives and to mitigate against potential negative impact on women's situation relative to men's.
6. To facilitate gender mainstreaming in project implementation, both RSPS2 and RRP developed resource and time-bound gender equality plans with verifiable indicators. The annual reviews included an assessment of the extent to which progress had been achieved in fulfilling the specified gender objectives of the respective projects and made recommendations for changes needed, as appropriate.
7. All three projects had a component on institutional support to both the ministries of transport and that of finance. The major gendered outcome of this support was the institutionalisation of the good gender mainstreaming practices in transport policy, strategies, road manuals, technical specifications, contract documents and LB training.

### **Impact of the Projects on Gender Relations and Women's Empowerment**

- a. The trunk road component of RSPS1 was the first major equipment-based project to employ a considerable number of women that reached a high of 17.1 percent, in general and 13.3 percent in non-traditional female domains such as operators.
- b. The projects were the first in the country to provide women with opportunities to enter the roads private sector and some have become successful contractors at the subnational, national and regional levels.
- c. Women's participation in the road works exposed them to the public sphere, many of them, for the first time. This empowered some to aspire for leadership positions in community decision-making structures as well as elective public office.
- d. The sustained women's visibility in road works over the years contributed to their empowerment as well as deconstructing the stereotype that road works are a male domain.
- e. Further to that, there was a notable change in attitude towards women's capacities to execute road works as a result of their work reportedly being of a better quality compared to men's.
- f. The project also pioneered gender sensitivity in the language used from: "Go Slow, Men at Work" to "Caution, Roadworks ahead" or "Go Slow, Work in Progress" and "foreman to foreperson".
- g. As a result of the project's focus on community travel and transport, the MoWT started including activities and budgets to support the improvement of community access roads and

in financial year 2008/2010 and the URF started disbursing funds for bottlenecks removal on community access roads.

- h. Additionally, the MELTC extension service to local governments and the private sector resulted in a wider appreciation of gender issues in the road sub-sector, countrywide.
- i. Sustainable procedures, guidelines and practices to improve community level travel and transport were established, adopted and by the time of the evaluation, were in use by the district and sub-county councils.
- j. IMT awareness creation activities were carried out in 66 percent of the project partner sub counties.
- k. Capacity was built at district and sub-county level to plan and implement improvement and maintenance of community access infrastructure. A number of community access infrastructure were constructed which, contributed to the alleviation of women's transport burden.
- l. The projects demonstrated the viability of mainstreaming gender in road works and some of the good practices generated have influenced transport policy and the design of subsequent rural road projects.

**Table 10 Summary of Quantitative Outcomes of RSPS1, RPSS2 and RRP**

Category of Project Benefits	Proportion Female (%)		
	RSPS1	RSPS2	RRP
Unskilled labour-force			29
Labour-based worker days	23	30	
Total person training days	11		
Trained contractor staff		15	2.5
Firms/individuals prequalified and trained to under-take LB routine maintenance	20.6		
Ownership of private forms trained and eligible for certification as LB contractors (rehabilitation)	5		
Trained local government engineering and non-engineering staff			8
Ownership of spin-off businesses	37		

#### 7.4 Gender Mainstreaming in ongoing Rural Transport Projects

The review of ongoing programmes revealed that the design and implementation of rural transport projects is becoming increasingly more gender responsive, informed by either internal learning or good practices adopted from other development partners, including Danida, that provide support to the sector.

1. The World Bank TSDP has improved the visibility of, intensified and strengthened the responses to SGBV and other gender concerns in road construction projects, albeit in a reactive manner.
2. The AFDB RSSPV includes a gender empowerment component designed to maximise the benefits of the investment to women. The ancillary activities include providing improved water sources, provision of NMTs to female roadside market vendors, awareness campaigns and institutional actions on GBV prevention and response. The RSSPV provides for gender expertise on both the contractor's and project consultant's teams, preparation of a gender management action plan and defines a minimum quota of 25 percent women's participation.
3. The EU DINU recognises the need for strengthening the capacities of the Government officials responsible for implementing the programme as a way of ensuring the gender outcomes. Further to that, it has put in place internal structures and mechanisms to facilitate gender mainstreaming in implementation.

## 8 Recommendations for Leveraging the Rural Transport Value Chain for Gender Equality

The following recommendations are proposed to provide an enabling environment for gender equality in the rural transport value chain (see also the Theory of Change diagram in Annex D):

1. Investment in regular and reliable data collection is instrumental in informing transport policies, plans and programmes that can deliver better results for rural women and men.

### **Recommendations:**

- The MoWT should enhance the capacity of the Transport sector institutions' planning units in gender responsive data collection, analysis, interpretation, monitoring and evaluation.
- The MoWT should collaborate with the Uganda Bureau of Statistics to include a gender and travel, accessibility and mobility module in the national household surveys.

2. Gender equality principles are not effectively articulated in transport policy and systematically reflected in practices due to inadequate institutional (gender) capacities.

### **Recommendation:**

- Enhance the capacity of the Works and Transport sector institutions' in gender and accessibility transport planning through. This could be through, *inter alia*, incorporating gender in all institutional capacity building activities.

3. Women and men have distinct mobility patterns and accessibility needs. Yet dominant transport planning models rarely consider gender differences in accessibility, mobility, as well as use of transport services.

### **Recommendation:**

- Adopt universal transport planning and roads construction designs, to ensure accessibility for all categories of women and men.

4. Transport and travel spaces are gendered and can potentially promote SGBV particularly in public transportation and construction projects.

### **Recommendations:**

- The statutory code of conduct for operators should explicitly include SGBV and mechanisms to report distress.
- Regulations of public service vehicles should provide for reserved seating facilities for pregnant women or women travelling with children, the sick and the elderly.
- Community awareness creation on rights in respect to SGBV should be integral to the design and implementation of road improvement projects that involve a high influx of labour.
- Mainstream gender in traffic and safety regulations and, in collaboration with the police department, ensure enforcement.
- NRSC should collect sex and gender disaggregated road safety data.

5. Socio-cultural norms and practices play a dominant role in the rural transport sector relegating the otherwise gender responsive policies and legislation to the background.

### **Recommendation:**

- To deconstruct gender stereotypes, community awareness creation should be integral to all road project design and implementation.

6. Women are under-represented in road construction and transportation due to gender inequalities in capabilities and opportunities.

**Recommendations:**

- Earmark a minimum of 30 percent of the road improvement budget for contracting firms owned by women.
- Provide flexible and favourable tender and performance securities' terms for contracting firms owned by women.
- Transport policies should promote the use of LBMs in rural infrastructure improvement as these offer greatest potential to target women and therefore, achieve gender parity in employment. Promoting and mainstreaming LBMs, in a manner that is cognisant of gender equality and women's rights.

7. Rural women bear a disproportionate transport burden.

**Recommendations:**

- The Government should prioritise the implementation of the Non-Motorised Transport Policy in the rural areas.
- Large infrastructure projects should incorporate ancillary activities with the potential to alleviate women's transport burden. These could include interventions such as transforming gravel borrow pits into water resources or constructing road side markets.

8. Rural women are overburdened with domestic and productive work and this imposes (time) restrictions on their participation in the transport economy.

**Recommendations:**

- Institute changes in the working environment and the organisation of projects to enable women to balance their domestic responsibilities with potential employment opportunities in road works.
- Tender documents should include incentives (i.e. bonus system) to encourage contractors to be gender sensitives. Include explicit specifications on, and a provisional sum, of 1 percent of the total project cost, for gender mainstreaming in the bill of quantities (BoQ).
- Compliance to gender mainstreaming should be a certifiable item.

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## Annex A: Details of Research Participants

NAME	SEX	POSITION	INSTITUTION
1. Susan Muwanga	F	Principal Gender Officer	Ministry of Gender, Labour and Social Development (MoGLSD)
2. Moses Mulengani	M	Assistant Commissioner Policy and Planning	MoWT (MoWT)
3. Usama Kayima	M	Senior Engineer, Project Coordinator	MoWT/ Rural Transport Infrastructure Project
4. Mike Kyakonye	M	Civil Engineer, Quality Assurance	MoWT
5. Winifred Adoch A. Gena	F	Senior Sociologist/Formal Sociologist Danida rural transport programme/Formal Gender Focal Point, MoWT	MoWT/ Standard Gauge Railway (SGR)
6. Juliet Atino	F	Senior Environment Officer/Gender Focal Point	MoWT
7. Evans Bazimbye	M	Economist/Data Management	MoWT
8. Immaculate Nyamaizi	F	Inspector of Vehicles	MoWT/Transport Licencing Board
9. Mark Henry Rubarenzya	M	Head, Research and Development Directorate of Network Planning and Engineering	Uganda National Roads Authority (UNRA)
10. Enid Kansiime	F	Sociologist	UNRA
11. Nora Njamjali	F	Ag. Head, Land Acquisition	UNRA
12. John Ocitti	M	Manager, Fund Management	URF
13. Namutebi Aisha	F	Finance Officer/ Gender Focal Point	Uganda Road Fund (URF)
14. Constance Nekessa Ouma	F	Social Development Specialist	World Bank
15. Cate Najjuma	F	Economist/Gender Focal person	DANIDA
16. Daniel Isooba	M	Infrastructure Specialist	African Development Bank
17. Enock Nyorekwa Twinoburyo	M	Economics Advisor	European Union (EU)
18. Fiona Nakasia	F	Operations advisor	EU
19. Aunieszka Skiba	F	Operations advisor	EU
20. Harriet Ayupu	F	Secretary to UNABCEC	UNABCEC
21. Kiggundu Yunus	M	Chairperson	United Bus Drivers Association
22. Kayondo Ibrahim	M	Secretary	United Bus Driver's Association
23. Florence Mutonyi D'ujanga	F	Associate Professor/Formal Chairperson WETSU	Physics Department, Makerere University

## Annex B Key Informant Interview Schedules

### KEY INFORMANT INTERVIEW SCHEDULE 1 (MINISTRY OF TRANSPORT)

The International Forum for Rural Transport and Development (IFRTD) is in the process of conducting a research titled: “Scaling up Gender Mainstreaming in Rural Transport: Policies, Practices, Impacts and Monitoring Processes”. The research is funded by the UK Department for International Development (DFID) as part of its Africa Community Access Programme (AFCAP). As the lead Ministry in the transport sector, your participation in this research is invaluable. This short questionnaire is designed to elicit your views about gender and rural transport in Ghana/Uganda. The findings will contribute to knowledge that can lead to improved policies and practices for sustainably mainstreaming gender in rural transport in Ghana/Uganda.

**Thank you for your cooperation.**

Please note that some questions may not be applicable to some functions.

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1. What is your understanding of gender equality and women’s empowerment?
2. What is your general view of gender equality and women’s empowerment in the country?
3. What are the key gender issues in the (rural) transport sector?
4. What measures has the Government put in place to address the key gender issues in the (rural) transport sector? What is the impact of these measures?

**Rural Transport/Roads Unit**

- a. (Road) prioritisation
- b. Road design

**Policy and Planning Unit**

- c. Transport Policy and legislation
- d. Strategic investment planning
- e. Annual planning and budgeting
- f. Annual sector performance reviews.
- g. Data management systems including indicators, targets and sources of information.

**Quality Assurance Unit**

- h. Quality assurance tools and processes
- i. Performance monitoring tools and processes

**Transport regulations/Safety Unit**

- j. Transport regulations
- k. Transport safety

**Human Resource Unit<sup>2</sup>**

- l. Client charter
- m. Capacity building

5. What are the key constraints to implementing the gender aspects in (rural) Transport.? [as per themes/function above- *probe for budgetary allocation, gender capacity and solutions*]
6. What is Government’s policy position on promoting equal participation of women in the sector i.e. in construction and as transport operators?
7. What is Government’s policy position on affirmative action for women in the (rural) transport sector?
8. What is Government’s policy position on promoting non-motorised and intermediate means of transport (NMTs/IMTs)?
9. What is Government’s policy position on investment in community access roads?
10. What is Government’s policy position on investment in foot paths and bridges?
11. What is Government’s policy position on addressing sexual and gender based violence in (rural) transport infrastructure construction?
12. What is Government’s policy position on addressing sexual and gender based violence in public transportation?
13. What is Government’s policy position on promoting safe travel (spaces) for women, girls, boys and men?

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<sup>2</sup> Please request for sex disaggregated data of staff by function/position.

14. What is Government's policy position on promoting equitable land acquisition, compensation and resettlement in transport construction projects?
15. How has the Gender Focal Point mechanism in the Ministry worked? What are some of the responsibilities/roles, successes, capacity/resources, challenges... how can it be improved?
16. Are there any champions<sup>3</sup> of gender in the (rural) transport sector? If YES, please specify the actors and their respective roles and achievements.
17. What lessons have been learnt and good practices generated mainstreaming gender in (rural) transport? What opportunities exist for scaling up the good practices?
18. What are the mechanisms for disseminating gender and transport information to a wider audience, or linking learning with related sectors such as gender, health and education, within the country?
19. Have you participated in any gender training programme? YES/NO?
20. Would you be interested in being trained in gender? YES/NO?
21. Do you have any proposals/comments on gender equality and women's empowerment (in the rural transport sector) you would like to make?

**For officials involved in Ghana TRP and Uganda RSPS1, RSPS2 and RRP**

22. What is the most significant impact of the programme as regarding promoting gender equality and women's empowerment?
23. What were the key factors that contributed to successful gender mainstreaming in the programme?
24. What lessons were learnt and good practices generated from implementing the gender aspects of the programme?
25. How were the good gender mainstreaming practices institutionalised in:
  - a. (rural) Transport policy
  - b. (rural) Transport programming
  - c. (rural) Transport service delivery
  - d. (rural) Transport performance monitoring

**Thank you very much for your time.**

**KEY INFORMANT INTERVIEW SCHEDULE 2 (MINISTRY OF GENDER/WOMEN)**

The International Forum for Rural Transport and Development (IFRTD) is in the process of conducting a research titled: "Scaling up Gender Mainstreaming in Rural Transport: Policies, Practices, Impacts and Monitoring Processes". The research is funded by the UK Department for International Development (DFID) as part of its Africa Community Access Programme (AFCAP). As the lead Ministry in promoting gender equality and women's empowerment, your participation in this research is invaluable. This short questionnaire is designed to elicit your views about gender and rural transport in Ghana/Uganda. The findings will contribute to knowledge that can lead to improved policies and practices for sustainably mainstreaming gender in rural transport in Ghana/Uganda.

**Thank you for your cooperation.**

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1. What is your general view of gender equality and women's empowerment in the country?
  2. What are the key gender issues in the country, in general and the (rural) transport sector, in particular?
  3. What measures has the Government put in place to address the key gender issues in the country, in general and the (rural) transport sector, in particular? What is the impact of these measures?
  4. What are the key constraints to implementing the gender aspects of Government Policy, in general, and the (rural) transport policy, in particular?
  5. What is Government's policy position on generating and using sex and gender disaggregated data in general, and the (rural) transport sector, in particular?
  6. What is Government's policy position on promoting equal participation of women in employment, in general and the (rural) transport sector, in particular?

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<sup>3</sup> Please interview any identified champions: role, achievements, lessons learnt and proposals for scaling up.

7. What is Government's policy position on affirmative action for women (in the rural transport sector)?
8. What is Government's policy position on addressing sexual and gender based violence (in rural transport infrastructure construction)?
9. What is Government's policy position on addressing sexual and gender based violence in public transportation?
10. What is Government's policy position on promoting a safe work environment for women and men?
11. What is Government's policy position on promoting safe travel (spaces) for women, girls, boys and men?
12. What is Government's policy position on providing flexible credit facilities for women/female entrepreneurs, in general and the rural transport sector, in particular?
13. What is Government's policy position on capacity building for women/female entrepreneurs, in general and the rural transport sector, in particular?
14. What lessons have been learnt and good practices generated mainstreaming gender in the country?
15. What are the drivers (tools and processes) of successful scaling up and institutionalising good gender mainstreaming practices in policy and practice?
16. What opportunities exist for scaling up the good practices (generated from other sectors) in the (rural) transport sector?
17. Do you have any proposals/comments on gender equality and women's empowerment (in the rural transport sector) you would like to make?

**Thank you very much for your time.**

#### **KEY INFORMANT INTERVIEW SCHEDULE 3 (NATIONAL ROADS AUTHORITY)**

The International Forum for Rural Transport and Development (IFRTD) is in the process of conducting a research titled: "Scaling up Gender Mainstreaming in Rural Transport: Policies, Practices, Impacts and Monitoring Processes". The research is funded by the UK Department for International Development (DFID) as part of its Africa Community Access Programme (AFCAP). This short questionnaire is designed to elicit your views about gender and rural transport in Ghana/Uganda. The findings will contribute to knowledge that can lead to improved policies and practices for sustainably mainstreaming gender in rural transport in Ghana/Uganda.

**Thank you for your cooperation.**

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1. What is your general view of gender equality and women's empowerment in the country?
  2. What is the mandate of your institution?
  3. What are the key gender issues in the (rural) transport sector, in general and your mandate, in particular?
  4. What measures has your institution put in place to address the key gender issues in your mandate? What is the impact of these measures?
  5. What are the key constraints to mainstreaming gender in your mandate?
  6. How does your institution promote equal participation of women in road development and maintenance?
  7. How does your institution promote affirmative action for women in road development and maintenance?
  8. How does your institution address sexual and gender based violence in road improvement projects?
  9. How does your institution promote equitable land acquisition, compensation and resettlement in construction projects?
  10. How has the Gender Focal Point mechanism in your institution worked? What are some of the responsibilities/roles, successes, capacity/resources, challenges... how can it be improved?
  11. What lessons have been learnt and good practices generated mainstreaming gender in national road development and maintenance? What opportunities exist for scaling up the good practices?
  12. Do you have any proposals/comments on gender equality and women's empowerment (in the rural transport sector) you would like to make?

**Thank you very much for your time.**

**NB.** Please request for staffing disaggregated by sex and function/position.

#### KEY INFORMANT INTERVIEW SCHEDULE 4 (NATIONAL ROAD FUND)

The International Forum for Rural Transport and Development (IFRTD) is in the process of conducting a research titled: “Scaling up Gender Mainstreaming in Rural Transport: Policies, Practices, Impacts and Monitoring Processes”. The research is funded by the UK Department for International Development (DFID) as part of its Africa Community Access Programme (AFCAP). This short questionnaire is designed to elicit your views about gender and rural transport in Ghana/Uganda. The findings will contribute to knowledge that can lead to improved policies and practices for sustainably mainstreaming gender in rural transport in Ghana/Uganda.

**Thank you for your cooperation.**

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1. What is your general view of gender equality and women’s empowerment in the country?
  2. What is the mandate of your institution?
  3. What are the key gender issues in the (rural) transport sector, in general and your mandate, in particular?
  4. What measures has your institution put in place to address the key gender issues in your mandate? What is the impact of these measures?
  5. What are the key constraints to mainstreaming gender in your mandate?
  6. How does your institution promote gender equality in road financing?
  7. How has the Gender Focal Point mechanism in your institution worked? What are some of the responsibilities/roles, successes, capacity/resources, challenges... how can it be improved?
  8. What lessons have been learnt and good practices generated mainstreaming gender in road financing? What opportunities exist for scaling up the good practices?
  9. Do you have any proposals/comments on gender equality and women’s empowerment (in the rural transport sector) you would like to make?

**Thank you very much for your time.**

**NB.** Please request for staffing disaggregated by sex and function/position.

#### KEY INFORMANT INTERVIEW SCHEDULE 5 (ONGOING RURAL TRANSPORT PROGRAMMES/PROJECTS)

The International Forum for Rural Transport and Development (IFRTD) is in the process of conducting a research titled: “Scaling up Gender Mainstreaming in Rural Transport: Policies, Practices, Impacts and Monitoring Processes”. The research is funded by the UK Department for International Development (DFID) as part of its Africa Community Access Programme (AFCAP). This short questionnaire is designed to elicit your views about gender and rural transport programmes in Ghana/Uganda. The findings will contribute to knowledge that can lead to improved policies and practices for sustainably mainstreaming gender in rural transport in Ghana/Uganda.

**Thank you for your cooperation.**

1. Name of programme	2. Duration
3. Scope of work	4. Funding agency
5. What is your general view of gender equality and women’s empowerment in the country?	
6. What are the key gender issues in the (rural) transport sector?	
7. How does your programme promote gender equality and women’s empowerment? What is the impact of these measures?	
8. What are the key constraints in mainstreaming gender in your programme?	
9. How does your programme promote equal participation of women (at different levels of operation)?	
10. How does your programme address sexual and gender based violence in (rural) transport infrastructure construction?	
11. Does your programme have a gender management plan? If yes, please avail a copy.	
12. Does your programme have a gender expert and/or sociologist <sup>4</sup> ? If so, what are his/her responsibilities?	

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<sup>4</sup> Please interview identified gender expert/sociologist using the questionnaire.

13. Does your programme collect and utilise sex and gender disaggregated data? If YES, please specify and avail copies.
14. What lessons have been learnt and good practices generated mainstreaming gender in your programme?
15. What are the key drivers of successful gender mainstreaming in programmes?
16. What opportunities exist for scaling up the good practices?
17. Do you have any proposals/comments on gender equality and women's empowerment (in the rural transport sector) you would like to make?

**Thank you very much for your time.**

**NB.** Please request for staffing disaggregated by sex and function/position.

#### **KEY INFORMANT INTERVIEW SCHEDULE 6 (DEVELOPMENT PARTNERS)**

The International Forum for Rural Transport and Development (IFRTD) is in the process of conducting a research titled: "Scaling up Gender Mainstreaming in Rural Transport: Policies, Practices, Impacts and Monitoring Processes". The research is funded by the UK Department for International Development (DFID) as part of its Africa Community Access Programme (AFCAP). This short questionnaire is designed to elicit your views about gender and rural transport programmes in Ghana/Uganda. The findings will contribute to knowledge that can lead to improved policies and practices for sustainably mainstreaming gender in rural transport in Ghana/Uganda.

**Thank you for your cooperation.**

1. Name of development partner	2. Scope of work
3. List and details of programmes supported	

4. What is your general view of gender equality and women's empowerment in the country?
5. What are the key gender issues in the (rural) transport sector?
6. How does your agency promote gender equality and women's empowerment in (rural) transport programmes? What is the impact of these measures?
7. What are the key constraints in mainstreaming gender in the support to (rural) transport programmes?
8. How does your agency promote equal participation of women in the support to (rural) transport programmes?
9. How does your agency promote female entrepreneurship in the support to (rural) transport programmes?
10. How does your agency promote capacity building for women in the support to (rural) transport programmes?
11. How does your agency promote women's leadership in the support to (rural) transport programmes?
12. How does your agency promote women's collective voice in the support to (rural) transport programmes?
13. How does your agency address sexual and gender based violence in in the support to (rural) transport programmes?
14. How does your agency promote the collection and utilisation of sex and gender disaggregated data in the support to (rural) transport programmes?
15. What lessons have been learnt and good practices generated mainstreaming gender in in the support to (rural) transport programmes?
16. What are the drivers of successful gender mainstreaming in in the support to (rural) transport programmes?
17. What opportunities exist for scaling up and institutionalising the good gender mainstreaming practices?
18. What strategies can be adopted for scaling up and institutionalising the good gender mainstreaming practices?
19. Do you have any proposals/comments on gender equality and women's empowerment (in the rural transport sector) you would like to make?

**Thank you very much for your time.**

### KEY INFORMANT INTERVIEW SCHEDULE 7 (PRIVATE SECTOR)

The International Forum for Rural Transport and Development (IFRTD) is in the process of conducting a research titled: “Scaling up Gender Mainstreaming in Rural Transport: Policies, Practices, Impacts and Monitoring Processes”. The research is funded by the UK Department for International Development (DFID) as part of its Africa Community Access Programme (AFCAP). This short questionnaire is designed to elicit your views about gender and rural transport programmes in Ghana/Uganda. The findings will contribute to knowledge that can lead to improved policies and practices for sustainably mainstreaming gender in rural transport in Ghana/Uganda.

**Thank you for your cooperation.**

1. Company name	2. Field of work
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- What is your understanding of gender equality and women’s empowerment?
- What is your general view of gender equality and women’s empowerment in the country?
- How does your firm promote gender equality and women’s empowerment in (rural) transport construction (contractors)/design and supervision (consultants)/transport service delivery (transport operators)? *(administer question to respective research participant, as appropriate)*
- What are the key constraints in mainstreaming gender in construction (contractors)/design and supervision (consultants)/transport service delivery (transport operators)? *(administer question to respective research participant, as appropriate)*
- What is your view of women working in road construction?
- What is your view of women working as road construction equipment operators/bus drivers/mini bus drivers/motor cycle taxi drivers? *(get responses for each category separately)*
- What are the advantages of women working in construction/as transport operators (bus/mini bus/motor cycle)? *(administer question to respective research participant, as appropriate)*
- What are the disadvantages of women working in construction/as transport operators (bus/mini bus/motor cycle)? *(administer question to respective research participant, as appropriate)*
- What are the key barriers to women working in construction/as transport operators (bus/mini bus/motor cycle)? *(administer question to respective research participant, as appropriate)*
- Are you aware of incidences of sexual and other violence against women, girls and boys in road works/public transportation? If, YES, please elaborate. *(administer question to respective research participant, as appropriate)*
- What measures has the construction industry/transport operators put in place to address sexual and other violence against women, girls and boys? What progress has been made and what lessons can be learnt from this? *(administer question to respective research participant, as appropriate)*

**Thank you very much for your time.**

*Please collect data on contractors by category (i.e. large, medium, small, petty), consultants, transport operators (buses, mini buses, motor cycle) owners, disaggregated by sex. Sources of information include contractors/consultants/operators’ associations.*

### KEY INFORMANT INTERVIEW SCHEDULE 8 (CSOS)

The International Forum for Rural Transport and Development (IFRTD) is in the process of conducting a research titled: “Scaling up Gender Mainstreaming in Rural Transport: Policies, Practices, Impacts and Monitoring Processes”. The research is funded by the UK Department for International Development (DFID) as part of its Africa Community Access Programme (AFCAP). This short questionnaire is designed to elicit your views about gender and rural transport in Ghana/Uganda. The findings will contribute to knowledge that can lead to improved policies and practices for sustainably mainstreaming gender in rural transport in Ghana/Uganda.

**Thank you for your cooperation.**

1. CSO name	2. Field of work
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- What is your general view of gender equality and women’s empowerment in the country?
- What are the key gender issues in the country, in general and the (rural) transport sector, in particular?
- What is your mandate?

6. Does your mandate include gender (transport CSOs)/ (rural) transport (for gender equality/women's CSOs)? Please explain your response.
7. What are the key constraints of mainstreaming gender, in general, and (rural) transport, in particular?
8. What measures can be put in place to promote equal participation of women and men in the (rural) transport sector?
9. What measures can be put in place to address sexual and gender based violence in rural transport infrastructure construction?
10. What measures can be put in place to address sexual and gender based violence in public transportation?
11. What measures can be put in place promote a safe work environment for women and men, in general, and the (rural) transport sector, in particular?
12. What measures can be put in place promote safe travel (spaces) for women, girls, boys and men?
13. What measures can be put in place promote female entrepreneurship in the (rural) transport sector?
14. What lessons have been learnt and good practices generated mainstreaming gender in the country?
15. What are the drivers (tools and processes) of successful scaling up and institutionalising good gender mainstreaming practices in policy and practice?
16. What opportunities exist for scaling up the good practices (generated from other sectors) in the (rural) transport sector?
17. Do you have any proposals/comments on gender equality and women's empowerment (in the rural transport sector) you would like to make?

**Thank you very much for your time**

## **Annex C Glossary of Key Terms**

### **Sex and Gender**

Sex is the biological difference between women and men. Sex differences are universal: they are the same throughout the human race and involve women's as well as men's bodies. The term gender refers to the economic, social, political and cultural attributes and opportunities associated with being male and female. Gender is determined by the conception of tasks, functions and roles attributed to women and men in society and in public and private life. In most contexts, women and men differ in the activities they undertake, in access to and control over resources, and in participation in decision-making. These differences limit the ability of women to develop and exercise their full capabilities and therefore, their full participation in and benefit from investments in the transport sector.

### **Time Poverty**

Time poverty refers to working long hours with insufficient time for rest and leisure. Women are more time poor relative to men due to their work in the household which includes fetching water, collecting fuelwood, cooking, cleaning and taking care of the young, the sick and the old. As such they are relatively immobile compared to men and their labour is not easily transferrable to infrastructure improvement projects especially if it involves travelling long distances from home. For equitable benefits for women and men, training and work sites should be a reasonable distance from the communities and transportation projects should offer child care facilities as well as flexibility in the execution of the work.

### **Gender Analysis**

A systematic way of examining the attribution and organisation of roles, responsibilities, resources and values attached to women and men in order to assess the differences and inequalities between them and to map out their specific interests, opportunities, constraints and needs in relation to transport.

### **Gender Equality**

Equal enjoyment by women and men of transport infrastructure, services and employment and other opportunities in the sector. For example, equal pay for equal work, equal numbers of male and female workers, equal representation of men and women in staffing, equal allocation of budget and other resources to respond to women's relative to men's needs.

### **Gender Equity**

Appropriate and fair allocation of human, physical, social, financial and other resources in the transport sector to address the specific needs and aspirations of women and men. For instance, considering that women are less educated and less skilled than men, the transport sector should provide capacity building for women to ensure equitable participation in, and benefit from employment opportunities accruing from investments in infrastructure.

### **Gender Mainstreaming**

Mainstreaming gender is a strategy to achieve gender equality. It means recognising that women and men often have different needs and priorities, face different constraints, and have different aspirations. It requires technical staff to incorporate a gender equality perspective in the way they work as well as in all stages of the transport policy, planning, budgeting and infrastructure improvement cycles. Considering that women are the majority disadvantaged, gender mainstreaming includes specific actions to empower women and bring them at par with men.

**Affirmative Action**

An active measure taken to redress perceived disadvantages due to overt, institutional, historical or involuntary discrimination to ensure equal opportunity between women and men. This could involve defining minimum quotas for women's, PWD's and other disadvantaged groups' participation in employment, training programmes, and contracting.

**Gender Blind**

A conscious or unconscious way of doing or saying things without recognizing or considering differences in women's relative to men's position, needs and feelings.

**Gender Sensitive**

The ability to recognise the differences between women's and men's perceptions, aspirations and needs as regards transport policy, planning, budgeting and infrastructure improvement.

**Gender Aware**

The ability to identify gender issues arising from stereotyping, discrimination and inequalities.

**Gender Responsive**

Planning and implementing transport policies, plans, budgets and projects that address women's as well as men's mobility and accessibility needs and which take into account differences in [women's and men's] labour allocation, time use, educational levels, resource and skill base.

**Inclusive Language**

The use of language which is not derogatory and discriminatory that promotes exclusivity or a sense of hierarchy which places one group of people, usually women, below others thus creating or perpetuating negative social stereotypes. Examples of inclusive language would be the use of "*works in progress*" instead of "men at work"; "*forepersons*" instead of "foremen"; "*human resources*" instead of "manpower"; "*chairperson*" instead of "chairman".

**Sexual and Gender Based Violence [SGBV]**

The different types of violence that are either sexual by nature or based on one's gender identity or expression. Includes physical, sexual, emotional and psychological dimensions. An underlying cause of SGBV is unequal power relations i.e. male dominance over women and girls as well as women's limited decision-making power.

**Sex and Gender Disaggregated Data [SDD/GDD]**

Information collected that indicates the different roles and responsibilities of men and women and the way opportunities and benefits from works and transport sector are distributed between the two sexes. SDD and GDD facilitate equitable targeting and planning projects which respond to women and men's needs. Further, such data helps in developing gender sensitive monitoring and evaluation indicators.

**Adapted from:** Tanzarn Nite and Maria Teresa Gutierrez Illustrated Guidelines for Gender Responsive Employment Intensive Investment Programmes [EIIPs]. Geneva, International Labour Office, ILO 2015. Available at:

[http://www.ilo.org/wcmsp5/groups/public/---ed\\_emp/---emp\\_policy/---invest/documents/publication/wcms\\_459976.pdf](http://www.ilo.org/wcmsp5/groups/public/---ed_emp/---emp_policy/---invest/documents/publication/wcms_459976.pdf)

## Annex D: Theory of Change: Leveraging the Rural Transport Value Chain for Gender Equality and Women's Empowerment

