THE REPUBLIC OF UGANDA
MINISTRY OF WORKS, HOUSING AND COMMUNICATIONS

Gender and Rural Transport Initiative Project

Workshop Report for District Engineers

Dissemination of Gender Responsive Policies and Strategies for Sustainable Maintenance of Rural Roads

Rural Travel and Transport Programme - Uganda   **June 2003**

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1.0 INTRODUCTION

1.1 Background

The Gender and Rural Transport Initiative (GRTI) is a project of the Rural Travel and Transport Programme (RTTP), which is one of the five components of the Sub-Saharan Africa Transport Policy Programme (SSATP). The RTTP helps member countries put in place policies and strategies for addressing their rural travel and transport problems. The GRTI project was started in November 1999 and is funded by the World Bank Development Grant Facility (DGF). The project aims at strengthening capacity to design rural Travel & transport projects that respond to the needs of both women & men

In April 2002, the GRTI review team in Harare approved a funding of US$ 14,000 to the Ministry of Works, Housing and Communications to implement a GRTI Project. The project is to disseminate Gender Responsive Policies and Strategies for Sustainable Maintenance of Rural Roads to the District Local Governments in the country.

The project activities include: circulation of the White Paper containing gender policies and strategies among others to local governments, a gender-training workshop for district engineers to sensitise them on issues of involving women in planning and execution of road programmes and a two-month study to establish the good practices of involving both women and men in rehabilitation and maintenance of rural roads in seven districts of the country.

This report gives the proceedings of the District Engineers' Workshop that took place on 11th March 2003 at Hotel Africana, Kampala, Uganda. The workshop was held as one of the project activities aimed at sensitising and strengthening the capacity of District Engineers to prepare gender responsive plans and promotion of gender issues in implementation of rural road works.

The GRTI workshop was followed by a two-day District Engineers annual workshop (12th – 13th March 2003) to review the progress and performance achieved in FY2001/02. During the review gender issues in implementation of rural road works were also discussed. The workshop proceedings are presented in a separate report.

1.2 Workshop Objective

The objectives of the workshop was to:

a) Introduce to the District Engineers to the National Gender Policy
b) Discuss the Gender Policies and Strategies in the White Paper for Sustainable maintenance of district, urban and community access roads
c) Disseminate the good practices of involving both women and men in implementation of rural roads

1.3 Workshop Participants

The workshop participants included District Engineers, Consultants in the road sector and senior officials from Ministry of Local Government, Ministry of Gender and Social Development, Ministry of Finance, Planning and Economic Development and Ministry of Works, Housing and Communications. The workshop programme is shown in **Annex I**.

Eng. Samson Bagonza who is Commissioner Quality Management and Ag. Engineer in Chief/Director of Engineering, MOWHC opened the workshop. Mrs Justina Stroh of the Danish Embassy closed the workshop.

2.0   OPENNING SPEECH

(Presented by Eng. Samson Bagonza, Commissioner Quality Management and Ag. EIC/DE Ministry of Works, Housing and Communications)

Senior Officials of the MOWH & C
Workshop Facilitators,
Ladies and Gentlemen.

It is my pleasure and honour to officiate at the opening of this workshop for District Engineers. I am informed that for the next three days you will have three mains sessions where you will discuss key issues related to the implementation of programmes for district roads. The discussions will centre on:

a) Review of progress over the last financial year;
b) Mainstreaming gender in the implementation of district road works programmes;
c) Engineering Practice in Local Governments; and
d) Progress on the preparation of the Ten-Year District Roads Investment Plan.

Allow me at the onset to talk about a few issues related to Government Policy and strategy issues for the roads sub-sector.

Although the MOWH&C is responsible for all matters relating to national (trunk) roads network, it is also responsible for policy issues relating to the other three categories of roads (District, Urban and Community Access Roads). However, I wish to stress here that your respective Local Governments are responsible for planning, setting priorities and execution of works on district roads. The Ministry, as I said, is only responsible for, as far as district roads are concerned, sector policies, setting standards and monitoring to ensure that this category of road is implemented to the set standards, serves the purposes it is intended for and complements the other road categories. Needless to say, you are the persons directly responsible for roads management in your respective districts. The Ministry therefore holds you, Engineers, responsible for the planning and management of district road and other technical matters in the districts.

It is in the interest of MOWH&C and indeed Government, that construction and maintenance of all categories or roads is harmonised so that development of the transport infrastructure is integrated and complementary. In this respect, Government in 1997 initiated the review and update of the 1992 Feeder Roads Rehabilitation and Maintenance Strategy. The details of this revised strategy were drafted into a White Paper that sets out new strategies and plans for sustainable maintenance of District, Urban and Community Access Roads (DUCAR) over the next 10 years.

The DUCAR strategies and plans have therefore been integrated into the 10-year rolling RSDP2. As you will be informed during the course of your workshop, there is an on-going study to prepare the 10-Year Investment Plan for district roads that Government will use to seek assistance from development partners.

Successful implementation of the RSDP2 and the DUCAR strategy paper largely depends on the technical capacity of both public and private sector. Government is aware that most Local Governments lack the technical capacity to effectively and efficiently implement road programmes. It will therefore continue to build capacity in the districts to ensure proper execution of road works. As a transitional measure, one of the DUCAR strategies is to establish Technical Support Units (TSUs) to assist in implementation of road programmes in the districts. The TSUs jointly with the District Engineers will be responsible for planning, management, supervision and quality control of road works. The TSU staff will train the District Engineers and other technical staff of Works Departments. They will gradually and systematically transfer know-how and responsibility to your departments to ensure effective functioning of the departments and guide you on how to effectively utilise Consultancy and Contractor services.

Government emphasizes use of private sector in execution of road works. The Ministry is therefore preparing a strategy paper for development of the Local Construction Industry. One of the problems facing the industry is lack of continuous work among others, yet a lot of resources are being channelled to the roads sector and some of it sent to you directly in form of Conditional Grants. These funds would partially solve the problem of lack of work for the small-scale contractors. As a Government policy you are urged to make use of the private sector in rehabilitation and maintenance of district roads. The Ministry has drawn up a register of Contractors whom you can draw from to execute road works in your respective districts. We are also in the process of classifying the labour-based contractors who, again, will be available to you for labour-based works.

Let me now turn to some of the issues you will be discussing in the course of your workshop.

First, I want to address myself to the issue of gender in implementation of road works. Gender does not apply to women, as most people may seem to think but applies to both women and men. However, the practice in implementation of road programmes has been that women are not given equal opportunities to access employment and earn some income. The majority of the rural poor are women and if we have to address poverty then the issue of equity in employment particularly in implementation of road programmes is paramount. Mainstreaming gender in rural travel and transport, gender equity in access to and control of resources are factors for fighting poverty in the rural areas.

I want to appreciate the assistance given to the Ministry by the Gender and the Rural Transport Initiative (GRTI) project of World Bank for extending assistance to the Ministry so that you are sensitised on the gender responsive policies and strategies in implementation of road programmes. I am also informed that using the same resources, a short-termed study of two months will be conducted to document good practices of mainstreaming gender in road programmes. Once the study is completed the findings will be communicated to you.

On the part of the Ministry, an Environmental Liaison Unit (ELU) has been established to mainstream crosscutting issues into the ministry's programmes, plans and activities in terms of Environment, HIV/AIDS, Gender and Occupational Health and Safety. Already the Unit has received TA (Social Assessment Advisor) financed by Danida under RSPS2. She is to assist in formulation of guidelines for mainstreaming these social issues. In addition, appropriate strategies and plans to address gender in road works have been outlined in the DUCAR White Paper. They include, affirmative action to ensure that women and other marginalised groups participate at all levels of road rehabilitation and maintenance. A target of at least 30% of workforce to be women and increase in women's access to training opportunities is planned. The challenge is therefore on you who are on the ground to ensure that the plans are translated into reality by involving both women and men in road programmes.

Secondly, let me now turn to the review of progress. As you are aware, Government is implementing Result Oriented Management (ROM) system in all its programmes. Even the Local Governments, too, are required to use ROM system. Under the system you define key outputs, performance indicators and targets. At the end of a reporting period you are required to measure your outputs against the set targets. Through this you are able to assess your performance for that particular period. Review of progress is therefore important in that you will be able to assess your performance and identify areas of improvement. It will enable you to assess how each district has performed in relation to the rest. You will also share experiences in implementation of road works.

The unfortunate bit is that you are here to review progress of FY 2001/2002 after eight months since the close of the year. For sure, whatever corrective measures you will come up with may not enable you to improve performance this financial year but the coming year. I therefore urge the organisers to arrange this kind of workshop within the first quarter after the close of the financial year so that the experiences can be used to improve the performance during that year.

Linked to the review of progress is the issue of reporting. I know this subject has been put to you on several occasions. However, I would like to re-emphasise the need for you to report to your respective Local Governments, to us at the centre and other stakeholders of what you are doing. It is only through reporting that we can assess your performance and use the reports as a basis for monitoring progress and seeking for more funds. The reports also provide data upon which your future planning

is based. Please ensure that you timely submit your reports. If you have any problems with reporting, please, discuss them exhaustively in this workshop and propose solutions so that we have improved reporting next financial year.

Lastly, let me talk about the sub-standard work being executed by Local Governments under your supervision as the persons in the districts who are supposed to advise your respective districts on technical matters. Reports have been received by the Ministry about the shoddy work not only on roads but also on schools, health and water structures. The outcry from the public about unsatisfactory work questions the integrity and capacity of you as individuals and the engineering profession as a whole. Please know that you are held responsible for those collapsing school buildings that are constructed under the Government's School Facilities Grants (SFG) and other structures constructed under your supervision.

I therefore want to remind you of the need to exercise professionalism in execution of your duties. As engineers, you are expected to know the ethics that govern the engineering profession. You are required to register with the Engineers Registration Board in order to legally practice as a Professional Engineer. I therefore urge you to fulfil this requirement, which I am sure all of you would like to attain. I know papers will be presented on this issue but take it as a very serious matter because unregistered engineers will not be allowed to work as District Engineers in the nearby future.

With those few words, it is now my pleasure to declare this workshop open and wish you fruitful deliberations.

Thank you for listening to me, Ladies and Gentlemen

3.0   GENDER AND RURAL TRANSPORT INITIATIVE (GRTI)

(Presented by Eng. Were-Higenyi, Ministry of Works, Housing and Communications / GRTI Project Coordinator)

3.1   Gender and Rural Transport Initiative Project

The Gender and Rural Transport Initiative (GRTI) is a project of the Rural Travel and Transport Programme (RTTP). The RTTP is a component of the Sub-Saharan Africa Transport Policy Programme (SSATP), supported by the United Nations Economic Commission for Africa (UNECA), the World Bank and other donors. The mandate of RTTP is to help countries put in place policies and strategies for addressing their rural travel and transport problems. GRTI was started in November 1999 and is funded by the World Bank Development Grant Facility (DGF). The project aims at strengthening capacity to design rural Travel & transport projects that respond to the needs of women & men

3.1.1   Purpose of GRTI

The purpose of GRTI is to strengthen the capacity of RTTP national programmes to incorporate gender issues into rural travel and transport policies and strategies; improve upon existing methods and approaches for the design and implementation of gender responsive rural travel and transport projects.

3.1.2   Implementation of GRTI

GRTI will be implemented over a period of four-one year phases. The project is implemented in both Francophone and Anglophone Africa. GRTI activities are overseen by a five-member Steering Committee, comprising one representative each from Anglo and Francophone national RTTP, the RTTP Regional Advisor and MWENGO a regional non-governmental organisation (NGO) and currently the Secretariat for GRTI. The Steering Committee is chaired by UNECA.

3.2   Components of GRTI

GRTI has five components, which are:
a)   Promotion of pilot projects
b)   Facilitation of studies
c)   Country Workshops
d)   Capacity building and advisory services
e)   Dissemination of information and awareness raising

3.2.1   Promotion of Pilot Projects

The objective of the promotion of pilot projects is to identify and document best practices in mainstreaming gender in projects. Several pilot projects have taken place in Kenya, Senegal and Malawi.

3.2.2   Gender and Rural Transport Studies

The facilitation of the Gender and Rural Transport studies is to enhance the assessment of the gender impact on rural travel and transport. Studies have been carried out in Zimbabwe, Uganda, Burkina Faso, Ghana, Cameroon, Ethiopia, Nigeria, Malawi and South Africa. Study themes under current facilitation include; identifying problems in gender and rural travel and transport in Zimbabwe; how to make intermediate means of transport accessible to rural women in northern Ghana; assessment on the gender sensitivity on surveys used in rural travel and transport and the extent to which the data analysis is gender responsive. There is also a study to analyse gender specific problems affecting Nigerian women in rural travel and transport and to identify possible solutions.

3.2.3   Country Workshops

Country workshops usually concentrate on the gender sensitisation aspect with regards to mainstreaming gender in rural travel and transportation projects.

3.2.4   Capacity Building and Advisory Services

The capacity building element of the programme is being achieved through the development of training materials on gender and rural transport and gender training for RTTP Country Coordinators. This is in response to the need to develop capacities in raising awareness in gender and rural transport. A technical Note Series is also published which provides discussion of a specific subject. A regional workshop is held annually every fourth quarter for the purpose of sharing experiences of participating countries.

3.2.5   Information

GRTI disseminates information on its website. The main objectives of the website are to disseminate information on gender and transport in general, outputs from GRTI work and facilitate networking on matters relating to gender and rural transport. Whilst the primary audience are RTTP Country Coordinators and countries participating in the GRTI, the website is also source of information for other stakeholders who have interest in gender and rural transport. (www.grti.org)

3.3   Accessing Funds

Two windows are available for accessing funds through GRTI.

a) Support for RTTP National Programmes:
    Support for national programmes is only open to RTTP countries. The RTTP National Committee in the respective countries must clear submitted proposals. Funding per country is between US$ 5000 and US$ 20,000.

b) Support under the GRTI Technical Grant
    The technical grants are open to any individual, organisation, government entity or country that can demonstrate creativity and innovation in addressing the gender dimension of Rural Travel and Transport (RTT) activities. The maximum size of total grants to any single institution or country will not exceed US$ 5000.

4.0   GENDER CONCEPTS

(Presented by Eng. Were-Higenyi, Ministry of Works, Housing and Communications / GRTI Project Coordinator)

4.1   Sex and Gender

For a long time, sociologists, psychologists and other development theorists were of the belief that men's and women's characters, behaviour, thinking, aptitude and capabilities were natural and immutable, being God given. Hence what was considered masculine (strong, ambitious) and what was considered feminine (emotional, quiet) were seen as being determined by one's biological attributes (Two Halves Make a Whole: Balancing Gender Relations in Development, Canadian Council for International Co-operation Match International Centre: August, 1991: 15).   However, research has now shown that a lot of the characteristics society felt were God given are in fact shaped and constructed by society hence the concepts, sex and gender.

4.1.1   Sex

According to Anne Oakley (cited in Suzanne Williams et al: The Oxfam Gender Training Manual; Oxfam United Kingdom;   1994: 94), sex   refers to those characteristics that are biologically determined, or divinely ordained and which are unchangeable. Common examples of men's and women's sexual characteristics include men's ability to impregnate and of women to bear and breastfeed children (Two Halves Make a Whole: Balancing Gender Relations in Development, IBID: 15).

4.1.2   Gender

Gender is used to describe those characteristics that are socially determined. It is a set of socially constructed set of expectations that give social meaning to the male or female sex. This set of expectations is held as to the likely behaviour, characteristics, and attitudes men and women will have of each other. Each society constructs its attributes of what is `maleness' and what is `femaleness' so that different societies have different perceptions of what is `man' and what is `woman'. Thus to be `unmanly' or `unwomanly' is to think, act or behave in a manner that contradicts the expectations about `men's' or `women's' ways of thinking, acting and behaving. In brief, gender is about `masculinity' and `femininity', for example, men think rationally; men are strong and courageous; and men are ambitious, adventurous and are natural leaders. Women are supposed to be the opposite, irrational, weak, timid, not ambitious, conservative and need to be led. These constructions are not static but may vary from community to community or culture to culture. In other words, they are dynamic and change over time. For example, a woman working on the road may be viewed with suspicion and scorn in some societies while this may not be so in another society.

Gender also defines what men do and what women do and the relations between them. The question of who makes decisions in the household, for example, about how the household income will be spent and the types of assets the household will buy, how and who will use them are culturally determined. In most societies, particularly in Africa, the social constructs about gender relations keep women subordinate to men so that women's identity and roles are looked down upon and they have less access to resources than men. Gender relations between men and women are therefore, unequal, hence the need for gender equity in poverty reduction strategies.

4.2   Gender Stereotyping

Gender Stereotyping has been defined as: `A common set of beliefs and attitudes that define society's perception of the attributes and abilities of women/girls compared to men/boys'.

Gender stereotyping can be divided into two:

- Personal attributes; and

- Gender role stereotyping

4.2.1 Personal Attributes

It is people who define certain characteristics as masculine or feminine. These social characteristics of masculinity and femininity are acquired through a complex set of processes, which start at birth. The family, being part of the wider society, and as the primary institution of socialisation, plays an important role in shaping a child's perception of what is masculine and what is feminine. Such stereotypes are obtained from the wider society and passed on from generation to generation through the family institution.

Some common examples of personal attributes of men and women commonly cited in gender training workshops are contained in the figure below.

Gender Stereotyping/Personal Attributes

Males	Females
Aggressive	Gentle
Strong	Weak
Cruel	Kind
Leader/Decision Maker	Follower
Selfish	Selfless
Stable	Weepy
Rich	Poor
Assertive	Dependent
Reliable	Unreliable
Hardworking	Lazy
Organised	Disorganised

4.2.2 Gender Role Stereotyping

Gender role stereotyping occurs through various processes such as socialisation in the home where girl children are constantly being reminded to `eat, talk and behave like a girl' and boys are told `not to cry or behave like girls". Gender role stereotyping developed in the home is also reinforced through constant portrayals, for example, in the media, literature, books, etc. of women and men occupying social roles according to the traditional gender role division models. For example, the portrayal of a father coming home from the office to a mother who has been looking after the home, and has his supper ready and waiting for him. Such gender role stereotype works to support and reinforce the traditional gender division of labour by portraying it as `normal' and `natural'. As a result of this, girls and boys form ideas and values about who they are and what they can do according to these portrayals. Stereotyping usually lags behind reality and usually takes a lot for people to erase from their minds. Thus it is not unusual to find pictures that give the impression that engineers or doctors are mostly male though women have since broken into these fields.

Gender role stereotyping has been found to be one of the major reasons why women are not able to participate equally with men on labour based road rehabilitation programmes. Because men are defined as `strong' and perceived as the breadwinners, they are more likely to find jobs on the programmes than women. Women's participation in a Sida funded labour based programme in Zimbabwe was found to be as low as 20% even though gender equality was stated as a principle for the project .

4.2.3 Socialisation

Stereotyping is learnt through a process of socialisation. Socialisation starts and occurs primarily in the family where children are told how to be boys or girls. Children also learn gender stereotypes from observing adults such as fathers, mothers, uncles, aunts, brothers and sisters. Stereotypes learnt in

the family are reinforced through the education system, the media, religious beliefs, songs, story-tales and public institutions such as the formal and informal employment sectors.

4.3   Practical and Strategic Gender Needs

Needs arise out of the roles and responsibilities that society assigns on men/boys and women/girls. Because men/boys and women/girls perform different roles, it follows that they face different needs and constraints.   Men's/boys' and women's/girls' needs are closely related to their condition and position in society, hence women may be responsible for transporting produce to the home and market but lack the ability to influence how income will be used and assets acquired at household level.

Policies, programmes and projects are used to address the needs of men and women. Such interventions may address practical or strategic gender needs of men and women or both.

4.3.1   Practical Gender Needs

Practical gender needs can be easily identified and usually relate to unsatisfactory living conditions and lack of resources.

a)   They arise from women's/men's roles in and outside the home.
b)   They are to do with what men and women need to perform their current sexual and gender roles easily, effectively and efficiently.
c)   They are a response to an immediate perceived necessity.
d)   They are formulated from concrete conditions of men and women.
e)   They are derived from women's/men's position within the gender division of labour (i.e. men's and women's roles).
f)   In any given sector of development, they maintain the status quo of male and female roles and superior and subordinate position respectively.   In other words, they do not challenge the subordinate position of women although they arise out of it.

Some examples of strategies that meet the practical gender needs of women may include:

a)   Policy or law that grants paid maternity leave and breastfeeding time to women.
b)   Policy that recognises that African women are disadvantaged and there is need to address their specific needs.
c)   Clean and near situated water facilities to ease women's burden of water collection.
d)   Improved and near situated health care facilities to facilitate women's role of nurturing and caring for the family members.
e)   Improved income-earning opportunities.
f)   Housing and basic services to meet family's need for shelter.
g)   Family food provision
h)   Encouraging men to share their IMTs with their wives

Examples of interventions that meet the men's practical gender needs are:

a)   Legal or administrative policies that grant men more access to employment and land rights.
b)   Training in leadership and management skills
c)   Improving men's access to IMTs

Practical gender needs may be shared by all household members yet can be identified specifically as practical gender needs of women, as it is women who assume responsibility for meeting these needs.

In the field of transport, the culturally constructed gender division of labour determines women's transport activities and needs.   Urban women, for instance, are likely to use public transport during non-peak hours to do their shopping and other family related chores.

In the rural areas, women use transport primarily to fulfil the `reproductive' tasks of the household. Studies show that fetching water and firewood represent the greatest burden on rural women, closely

followed by visiting the grinding mill. Agricultural activities also require travelling and transportation, although the amount will depend on the extent to which cultivation and marketing of food crops is women's responsibility. Travel time to and from fields comprises a significant proportion of time and women's fields are often those located furthest from the village (DFID: 1999) and women can spend many hours walking to the market to buy inputs and sell outputs. However, some studies note that agricultural transportation takes up the least amount of household time and an insignificant proportion of its effort (I.T. Transport: 1999). As caregivers, women are likely to accompany those in their care if they need to travel e.g. the sick to medical facilities. The problems of the disadvantaged groups e.g. the sick, elderly or very young, also impact disproportionately on women.

Travel within the village is much more frequent than that outside of the immediate village. Empirical studies suggest that as many as 90 per cent of all trips are internal and women have little choice in the form of transport they will use. Transportation within the village is usually done through head-loading and physical carrying. For travel outside the vicinity of the village buses are most frequently used. Women, however, may or may not use some form of public transport to access medical facilities.

Women are also involved in productive tasks such as selling farm produce and this usually involves transporting crops to the market.

Rural women lack the necessary technologies to perform the above tasks. There are numerous IMTs that are available for transportation in the rural areas yet as a result of the unequal traditional gender relations of power which give men more decision making power in the home, few women are able to access these IMTs. Men are, however, more likely to give priority to those technologies that relate to their tasks and also that raise their status. There is evidence to show that bicycles in some parts of sub-Saharan Africa have been used more to raise men's social class than for transportation.

Women's and men's practical gender needs in rural travel and transport are therefore, related to the roles that they perform both within and outside the home. Examples of projects to address both men's and women's practical needs are:

a) For men and women: Those that promote women's and men's ownership and/or use of IMTs such as scotch-carts, bicycles, sledges etc. to help them to perform their `reproductive' and `productive' activities more efficiently and in lesser time than before.
b) For women: An infrastructure project to bring water sources, grinding mills, health and education facilities nearer to the homesteads.
c) For women and men: A rural road rehabilitation project that specifically encourages the employment of women and men on such a project.

4.3.2 Strategic Gender Needs

These are formulated by an analysis of women's subordinate position in society and attempt to address the root cause of gender disparities based on roles.

a) They aim to overcome women's subordination and establish true equity, efficiency and sustainability in development.
b) When addressed, they should lead to the transformation of the gender division of labour/roles.
c) They challenge the nature of the relationship between women and men, particularly within the household and create equitable decision-making processes between women and men.

Because women are in a more disadvantaged position than men, the former tend to have more strategic needs than the latter.

Interventions that address women's strategic gender needs may include:

a) Introduction of projects that alleviate the burden of domestic labour and child-care such as nursery schools/day care centres.
b) Laws that remove institutionalised forms of discrimination such as male monopoly in ownership and access to land rights.

c) Increased access by women to credit, skills training in leadership, business management etc.
d) Allowing women to have a say in the number of children a family should have
e) Allowing women to have a say over how household income is spent and assets bought
f) Measures against male violence and control over women.
g) Increased participation of women in Parliament and other decision making structures at local (village or cell), district, provincial and national levels.
h) Measures to increase men's participation in household chores.

Strategies for men's strategic gender needs are:

a) Policies that introduce paternity leave for men
b) Training in child care
c) Projects that increase men's role in household chores and child care.

Some examples of how a project or policy can meet the strategic gender needs of women in the field of rural travel and transport include:

a) Promoting women's participation in decision-making and leadership roles, for example, in infrastructure projects such as rural road rehabilitation projects. An example of a position a woman could be promoted to in such a project is foreperson. Strategies to increase women's say in development at village level are other examples. Another example is ensuring women's participation in deciding rural roads that must be rehabilitated
b) Increasing women's participation in RTT project design (as data collectors, project planners) and project implementation (as field officers). The use of female officers in data collection has been found to be effective for making female target beneficiaries participate actively in data collection for project design.
c) Training women in leadership and project management roles
d) Establishing a quota for women's participation in employment relating to RTT and leadership.
e) Project addressing the cultural, economic and social constraints inhibiting women from participating in road rehabilitation projects
f) Promoting women's ownership of IMT businesses through addressing issues that prevent women from owning IMT businesses.
g) Allocating resources (particularly financial) for training in gender sensitive planning, project design, implementation, monitoring and evaluation.
h) Doing away with gender division of labour in labour based projects.
i) Designing gender sensitive IMTs for use by both men and women.

There are also some examples of how projects in the RTT sub-sector can address the strategic gender needs of men:

a) Projects that carry out gender sensitisation of communities as a strategy for reducing the cultural factors that prevents women, particularly married women, from participating in rural road rehabilitation programmes.
b) Gender sensitisation workshops to equip RTT staff with skills in gender sensitive planning, data collection, analysis, monitoring and evaluation and mainstreaming in general.

4.4   Gender Issue, Gap Discrimination and Oppression

Analysing women and men's problems in terms of gender issues provides a way of analysing a situation in terms of the underlying causes of the situation. A gender issue can be divided or `unpacked' in terms of three basic components: gender gap, gender discrimination and gender oppression.

4.4.1 Gender Gap

A gender gap is a measure of gender inequality and inequity on any particular socio-economic indicator, which both men and women are aware of and can easily observe and measure. It may be defined as a difference in any aspect of the socio-economic status of women and men. It is not just a female-male gap because it does not arise from biological differences. On the other hand, it is a gap

arising from different gender roles and the condition and position of men and women in a given society. It is often supported by statistical evidence. Examples of gender gaps in various sectors and sub-sectors include:

Economy:

a) Men constitute the greater percentage in the formal sector
b) More men than women are in managerial positions
c) Women are concentrated in low paying businesses in the informal sector such as vegetable vending etc. while men own better paying businesses.
d) Men have greater access to loans and credit because they have more access to collateral than women.

Politics

There are female than male MPs in most African governments

Agriculture

a) Men have more access to land than women
b) Women contribute more labour to subsistence agriculture than men
c) There are more male agricultural extension workers than female ones
d) More women participate in food for work programmes than men.

Health

a) There are more female than male nurses
b) There are more male than female doctors
c) More women come for ante and post natal care than men
d) More girls than boy children survive in the first five years of their lives.

Rural Travel and Transport

a) More men own IMTs than women
b) Women head-load while men do not
c) More men than women use IMTs to carry their agricultural produce
d) Women are involved in household chores such as fuel-wood and water collection

For each of the above gaps, there is always a discriminatory practice to explain it.

4.4.2 Gender Discrimination

Gender gaps do not arise by accident but are caused by the different treatment given to girls and women, as compared to the treatment given to boys and men.
A gender gap could be a single incident – as when an employer selects a man for employment even though the woman has better qualifications. But a national pattern of gender gaps reveals something much more than isolated instances of gender discrimination. Gender gaps at a national level are due to systematic gender discrimination that is part of the social system and runs through all aspects of national life.

Discrimination against women can be found at different levels of social organisation. Examples of the different levels at which such discrimination can exist are given below. The forms of discrimination also explain why the above gender gaps in the different sectors exist.

a) Family and household – for instance the decision to send a boy-child for secondary or higher education, but keep a girl-child at home to help with domestic work will result in gender gaps in the employment, education, human resources sectors where more men will have managerial positions than women.

b)   Within the family, children may also be <u>socialised</u> to believe that because certain roles are culturally assigned to men, it therefore, follows that certain vocations will only be open to men. Until recently, professions such as engineering and medicine were seen as typical male professions. Men tend to be the major decision makers in the home and consequently have more decision over what assets (including IMTs) are purchased at the family level.

c)   Customary practice/law – for instance in the custom of bride price, when there is no groom price. In some countries such as Lesotho, women are minors under the guardianship of their husbands or fathers. The same does not apply for men though. African customary law also requires that land is passed through the male line. This means that women have no control over how land is used and also its produce as well as proceeds from use of that load.

d)   Government administrative regulations and practices – for example, in denying various services and benefits to women who do not have the written permission of their husbands whereas husbands do not require the permission of their wives.

e)   Government legislation – for example, by requiring different treatment for women and men, or by failing to require equal treatment or equal opportunities at various social levels.

4.4.3   Gender Oppression/Underlying Causes

Discriminatory treatment of women does not happen by cultural accident, but is itself a means for women's oppression. Discriminatory practices are a means by which men maintain their domination over women.

The male monopoly of decision-making, even at household level, is used to maintain male privilege and to preserve male leisure. Whereas the men may claim that they are making decisions for the general benefit of the household, the actual outcome is usually that they allocate to themselves the larger part of the resources, and to the women, the larger part of the labour that produces these resources.

Underlying the systematic discrimination against women is therefore, the maintenance of male domination within the home (private sphere) and government (public/political) for the purpose of maintaining male privilege.

Examples of underlying/root causes of female discrimination are:
a)   Ideology: societies often use ideologies to maintain male domination and female oppression. Such ideology is embedded in culture
b)   Religious interpretation: a good example is the Islamic religion which is used to restrict women's movement and hence participation in economic and political activities.

4.5   The Multiple Roles of Women

Every society assigns different tasks/work to men and women (often called the sexual or gender division of labour). The Gender and Development (GAD) theory has divided work into four categories. Women's roles encompass work in all these categories, and this is referred to as `*multiple roles of women*`.

4.5.1   Productive work

This involves the production of goods and services for income. Some examples of productive work include farming, fishing, employment, self-employment. However, in every day life, people tend to define work as that which is remunerated and which is counted in the national accounting systems (e.g. Gross National Products (GNP) and labour statistics). If a farmer (female or male) produces maize or garden vegetables for her/his family to eat, s/he is not defined as working. If however, s/he sells her/his products and uses the money to buy food, then s/he is counted as contributing to the economy and the society. As a result, subsistence farmers (who are mostly female in Africa) are seen as less skilled and productive, so fewer resources are devoted to them than cash crop farmers (Moser: 1970).

In most African societies, both men and women can be involved in productive activities, but for the most part, their functions and responsibilities will differ according to the gender division of labour. Thus men's tasks usually involve ploughing, working with machinery while women's activities include planting, weeding, harvesting and transporting harvest from the household to the field. Women's productive work is often less visible and less valued than men's.

4.5.2 Reproductive work

Reproductive work is that which reproduces the labour force and occurs within the household. The family is the key institution in providing reproductive services and within it, women and girls contribute more than men and boys. Examples of reproductive work include the care and maintenance of the household and its members. It includes activities such as bearing and caring for children, food preparation, water and fuel collection, cooking, washing, shopping, housekeeping and family health care. Reproductive work is crucial to human survival, yet it is seldom considered `real work'. In most African societies, reproductive work is, for the most part manual-labour-intensive, and time-consuming. It is almost always the responsibility of women and girls.

There are two types of reproductive work:

Biological/sexual reproductive work: this includes activities that are important for the biological reproduction of the child such as child bearing and breast-feeding. Men's reproductive work is confined to impregnating.

Social reproductive work: involves those social (social because they are unpaid) activities that facilitate the reproduction of the household and its members. Examples include child rearing, food processing and preparation, water and firewood collection etc.

Community work

Community work involves the collective (men and women) organisation of social events and services to maintain and improve the community and community relations. Community related activities include ceremonies and celebrations, (including weddings, funerals, naming ceremonies, initiation etc.), community improvement activities, participation in (income or other) groups and organisations, local political activities, neighbourhood policing, construction, maintenance of water, schools, health facilities, roads and footpaths, natural resource management, making laws and judging disputes. This type of work is unremunerated and therefore, not considered as work in economic analyses of communities. However, community work involves considerable volunteer time and is important for the spiritual and cultural development of communities is also a vehicle for community organisation and self-determination. Both men and women engage in community activities. Gender division of labour also prevails with men tending to have the more public and high status roles of chairing volunteer boards, judging disputes, leading ceremonies, making of laws and policing, while women tend to perform the more organising and supportive roles and labour related work.

In recent years, community work has been divided into two:

Community based management work: helps in the caring and management of the community and community resources. Examples include natural resource management activities such as tree-planting projects, which have been introduced in many African countries to provide fuel-wood to rural communities, participation in construction, management and maintenance of water, energy etc. and in women's church related group meetings to encourage women in their various roles in the household and community.

Community based political work: All over Africa and more recently, women have become more and more responsible for organising, mobilising others and attending political meetings. This is an issue of good governance, accountability and transparency.

Women, men, boys and girls are likely to be involved in all areas of work. In Africa, however, women do almost all of the reproductive and much of the productive work. Any intervention in one area will necessarily affect the other areas. Women's workload can prevent them from participating in

development projects. When they do participate, extra time spent farming, producing, training or meeting, means less time for other tasks, such as childcare or food preparation. There is thus need to re-visit women's work and introduce mechanisms that will enable their full participation in community development.

5.0 POLICY FORMULATION/ANALYSIS PROCESS

(Presented by Mr. Charles Opio Owalu, MOWHC)

5.1 What is a Policy

Policy formulation is based on how problems are defined, policy formulated, decisions are made, policy is evaluated and implemented.

What do we mean by "public". Common terms: Public interest, Public opinion, Public sector, Public Health, Public Transport, Public Accountability etc.

Hence "Public Policy" has to do with those spheres, which are so designated as "public" as opposed to "private". Therefore, public policy presupposes that there is a sphere or domain of life, which is not private or purely individual, but held in common. The public here is comprised of the dimension of human activity, which is regarded as requiring governmental or social regulation or intervention, or at least common action.

The question here is: What should be "public" and what should be "private"? Simple to understand, isn't it. Public Sector Vs. Private Sector

What is a Policy? In simple terms it is defined as a course of action adopted by government, a party etc...

5.2 What is Policy Analysis

Is concerned with improving the methods by which problems are identified and defined, goals are specified, alternatives are evaluated, options are selected and how performance is measured. It is therefore, defined as "knowledge based interventions in public policy making process".

The policy analysts may be interested in the roles of interest groups in shaping policy, impact of the bureaucratic process on decision-making and above all is interest stages on policy formulation, implementation or evaluation.

Forms of policy analysis include:

a) Prospective Policy analysis, which involves the production and transformation of information of information before policy actions are initiated/implemented.
b) Retrospective Policy Analysis is confined to the production/transformation of information after policy actions have been taken.
c) Integrated Policy Analysis is therefore a continuous, interactive and unlimited analytical process.

Monitoring is the policy-analytical procedure used to produce information about the causes and consequences of public policies. It permits analysts to describe relationship between policy-program operations and their outcomes in policy implementation. In one sense, monitoring is simply another way for efforts to describe and explain public policies. It is mainly concerned with establishing factual premises about public policy.

Monitoring therefore has four major functions in policy analysis:

a) Compliance to determine whether actions of program administrators, equity stakeholders, staff etc are in compliance with set standards

b) Auditing to know whether resources/services intended for targeted beneficiaries i.e. Men or women have actually reached them.

c) Accounting for social and economic changes that follow the implementation of public policies.

d) Explanation: Monitoring yields information that helps to explain why outcomes of public policies and programs differ, how programs work, why and hoe they work best.

Evaluation in policy analysis mainly dwells on impact of public policies on society, were the intended objectives of public policies achieved and what future lessons do we learn from the outcomes.

5.3   Mapping the Policy Making Process

This is the proposed checklist for better Policy/Regulatory Decision Making Process:

Question 1:   Is the problem correctly defined?
a) The problem should be precisely stated
b) Define the nature and size of the problem
c) Why has the problem arisen now?

Question 2:   Is government Action justified
a) Realistic assessment of benefits/costs of action
b) Do alternative solutions exist?
c) Can Market Mechanisms " solve" problem?
d) Can Public take action to deal the problem?
e) Can other Government action solve problem?
f) Is problem due to prior government action?

Question 3:   Is Regulation/Policy the Best for of Government Action?
How Government intervenes may be as important as whether it intervenes
a) Alternative solutions include
b) Economic instruments
c) Voluntary agreements
d) Self-regulation
e) Giving information to Public.

Question 4:   Is there a Legal Basis for Policy/Regulation
a) Regulatory actions should respect the "rule of law"
b) Valid legal authority required and enforcement done by those authorized.
c) In many countries, Parliaments delegate broad regulatory authority to Ministries or to independent regulators. New regulations should be consistent with earlier regulations; but can existing rules be repealed or amended to ensure consistency?

Question 5:   Appropriate level of action?
What level or system of cooperation between levels, of government can regulate effectively.

Answer may depend on: -

a) Is the issue a national, regional or local one?
b) Are there economies of scale in regulating across a large area?
c) Capacity of various levels of administration?

Question 6:   Do the Benefits of Regulation justify the costs
a) Consider who the direct Beneficiaries are?
b) Consider the costs falling on all groups
c) Look at the indirect effects if big impact on Economy
d) Bottom line: in every case a judgment must be made that costs of government actions are justified by the benefits generated by the action.

Question 7:   Are effects on Society Transparent?
a) In most cases, government policies provide benefits to some while imposing costs on others

b) Government should measure these differences and make them clear to all groups

Question 8: Is Regulation Clear to Users?
a) Will proposed rules be understood by those subject to them?
b) Is the text and structure of the rules as clear as possible?
c) Can business people, workers and consumers find copies of the law or regulation?

Question 9: Have all parties had opportunity to present their views?
a) Government should provide as much information as is feasible e.g. text or proposed regulations; explanations of need for action; assessments of benefits and costs.
b) Consultation can bring into the discussion the expertise, perspectives, and ideas for alternative actions of those directly affected
c) Meaningful consultation
d) Media: Use a Pragmatic Approach, Stakeholder groups –fronts

Question 10: How will compliance be achieved?
Real test of law is how well regulation is complied with
a) Implementation can be achieved by: Education, Sanctions, Monitoring and Enforcement
b) Implementation strategy should be developed:
c) Information may be more effective than fines
d) Talking may give better results than confrontation
e) Communities, trade unions, businesses etc can monitor behaviour

5.4   Policy/Regulatory Impact Assessment (RIA)

Regulatory impact assessment, which consists of scrutinizing a regulation's costs and benefits, is designed to prevent adoption of regulations harmful to Uganda's economy. It is also a way of ensuring that Ministries, officials and parliament have a shred understanding of why a law is being proposed and what its likely consequences are. It RIA is not undertaken, the chances are greater of imposing unintentional costs on those that the lay is trying to help.

It is recommended that RIA be done very early in the process (in Ministries), before a proposal reaches Parliament. The analyst needs to use available data and make judgments, and be prepared to defend those judgments. A RIA should be performed on ALL regulations likely to affect business and society. The larger the potential impact on the economy of the regulation, the more detailed the RIA should be. An RIA has 4 essential components as outlined below.

a) A brief, clear introduction explaining the proposed regulation, the problem the regulation is seeking to address, why the action is being taken, what it is proposed to be done, and the desired outcome.
b) An explanation and quantification of expected benefits.
c) An assessment of the likely costs – both direct and compliance costs.
d) A clear bottom line on the size of the net Benefit or Cost

Stage 1 – Clear Explanation of purpose/effect

This explanation should include:
a) What problem the law is seeking to address
b) A statement of what the law is designed to achieve
c) Reasons why the law is necessary

Stage 2 – Examination of Benefits

The examination of benefits should address:
a) Type and nature of direct benefits
b) Number of people likely to benefit
c) Size of any expected direct benefits
d) Identification of any indirect benefits (when the regulation has a broad impact on the economy)

Stage 3 Assessment of costs

The assessment of costs should address:
a)   Who is likely to face costs
b)   Size and type of direct costs
c)   Direct/policy costs)what the firm must doe to comply with the law)
d)   Implementation costs (costs of enforcement)
e)   Direct costs to Government
f)   Indirect costs

Stage 4 Adding costs and benefits

     This final stage of the analysis should consist of:
a)   Subtracting annual costs from annual benefits
b)   If positive, the policy has a Net Benefit
c)   If negative, the policy has a Net Cost

Documents used in presenting Policy Formulation and Analysis are:
a)   Issues Paper
b)   Cabinet Memos etc.

6.0   NATIONAL GENDER POLICY

(Presented by Mrs. Jane Ekapu, Ministry of Gender, Labour and Social Development)

6.1   Introduction

The purpose of this paper is to highlight the National Gender Policy (NGP) context in relation to the works sector in Uganda. The paper will focus on the general background to the NGP context, delivery mechanisms, and major actors in implementation, expected outcomes, major achievements and constraints in the implementation of the policy. The NGP was approved by cabinet in 1997 and has been in operation for the last 6 year.

The NGP is a policy document that outlines the legitimacy of gender equality as a fundamental value that should be reflected in Uganda's development choices, poverty reduction strategies and institutional practices. In this way gender equality is pursued from the centre and not the periphery!

The Gender Policy Works by:

a)   Outlining a framework that ensures that women and men have access to society's resources
b)   Ensuring that there is equal participation of women and men in influencing what is valued shaping development directions and distributing opportunities

There was compelling evidence to show that due to systematic social-cultural practices of discrimination against women, there was an intrinsic tendency for most sectoral development programmes not to reach or benefit women. There was therefore a need to institute a policy mechanism for purposes of influencing the national development process to consciously target and benefit both women and men.

The process of developing a NGP has been a long and protracted one. In the beginning it was dialogue advocacy, sensitisation and all the seminar fatigue we all experienced. We had to negotiate and persuade for more integration of women into the development agenda. Later it was documentation, capacity building, organizing and re-organizing the national machinery for gender mainstreaming and women's advancement.

In the recent past it has been re-examining strategies and moving towards gender and development. Today it is no longer persuasion but an obligation. It is institutionalising gender mainstreaming and this is exactly what NGP has provided, for the last 6 years.

6.2 Achievements of the NGP

a) Gained recognition worldwide – Uganda is a reference point
b) Agencies, NGOs, Sectors and districts have been guided to come up with their own gender specific policies
c) National plan and programmes take recognisance of the NGP e.g. PEAP, vision 2025, PMA, Local Government etc
d) Used as an advocacy tool
e) Provides a framework for the implementation of gender sensitive policies
f) Government accepts as a basis for planning

6.3 Goal and Objective of the NGP

The NGP is and has been an integral part of national development policy. The overall goal of the NGP is to mainstream gender concerns in the national development process in order to improve the legal civic, social, economic and cultural conditions of the people in Uganda, in particular women.

6.3.1 Specific objectives

a) To promote equal access to and control over economically significant resources
b) To identify and establish an institutional framework for promoting gender responsiveness in the national development process
c) To ensure the participation of both women and men in all stages of the development

6.3.2 Delivery Mechanisms of the NGP and Key Actors

Considering the crosscutting nature of gender inequalities the policy defines a broad institutional framework for giving due effect to its provisions. The MGLSD is charged with the overall coordination and monitoring gender responsive development and in particular ensuring the improvement of women's status.

The MFPED is given a central role under the policy, specifically for ensuring that all policies plans and programmes at all levels address gender concerns. Other sectoral ministries including works are required to take appropriate action to promote gender equality in their areas of mandate

6.3.3 Key actions to be undertaken by the water sector

a) Integrating gender concerns in your policies and planning process
b) Formulating gender specific strategies to ensure that gender issues and concerns are routinely addressed
c) Ensuring that development programmes and projects address the specific gender needs of men and women
d) Taking gender specific affirmative action for the disadvantaged
e) Increasing awareness, knowledge and sensitivity of staff on gender in your respective institutions

6.3.4 Key Target Areas:

a) National Policy Formulation/National Policy Forum
b) Sectoral planning level/Sector Investment Plan
c) National Plan of Action
d) District Plans/District Development Plans sub-county investment plans
e) Sub-county and other community levels/SCI investments
f) Political processes/legislation

6.4 Major Constraints in Implementing the NGP

6.4.1 Technical

a) Inadequate skills/capacity in all sectors
b) Limited availability of simplified tools for mainstreaming
c) Lack of ownership/the feeling that the responsibility to address gender concerns lies with the MGLSD or GFPs

6.4.2 Financial

▪ Gender equality activities budget allocations have been very low at all levels

6.4.3 Social Cultural

▪ Resistance towards gender equality among decision makers, planners and implementers at all levels

6.4.4 Institutional

▪ Incentive system/boundary system where reward and imposition of sanctions

Constraints not with standing it is expected that the ultimate outcomes of NGP is to have a society that is both informed and conscious of gender and development issues and concerns. Where there is maximum and equal participation and benefit for both women and men in all spheres of development namely, economic, political, social and cultural.

7.0 DISCUSSIONS (Part I)

7.1 Questions/Comments by the Participants

a) A participant hoped that from the workshop he would be able to understand what the National gender policy was.
b) Are District Engineers obliged to implement the National gender policy?
c) That the issue to present to the grassroots is actually poverty and not gender discrimination.
d) What are the specific instruments in mainstreaming gender in MOWHC?
e) It was noted that the problem of gender discrimination was evident in MOWHC, as the Commissioner for Human settlement (were roads are grouped) was not invited.
f) That gender was a sensitive issue, e.g. in case of labour-based contracts in Kabale and Mpigi, labour-based contracts led to social upheavals in the families in these areas.
g) Whether pressure groups, interest groups, status quo groups were fully informed about the National gender policy? It was noted that implementation would then become difficult if all groups were not informed.
h) A participant hoped that from the presentation on 'Policy formulation process' he would be able to understand how to formulate policies for the district.
i) Are local government policies reflected at district level?
j) It was noted that MOWHC was putting up beautiful gender policies, e.g. 3 out of 10 Labour-based contractors must be women.
k) It was proposed that the National gender policy should look at gender issues using the bottom to up approach and not the top to bottom approach.
l) Whether women new what they wanted and whether the public new about gender issues. That what should be considered is fairness rather than equality.

7.2 Answers/Reactions by the Presenters

a) That while eliminating poverty, gender discrimination leads to poverty.
b) It was reported that an Environment Liaison unit had been created in MOWHC to handle cross cutting issues like gender, environment, etc. This unit was responsible for mainstreaming gender in the Ministry's programmes and projects.
c) Guidelines had also been developed to aid in mainstreaming gender in MOWHC.

d) Members of Parliament in Parliament will do that lobbying aspects.
e) It was noted that there was need for sensitisation of the Public about gender issues.
f) That gender shock results when gender roles are redefined this explains the cause of family upheavals that occurred in Kabale and Mpigi.
g) That social construct plays a big role; people tend to think gender refers to only women, yet it refers to men also.
h) That with gender awareness and sensitisation as time goes on, gender shocks, negative effects towards gender issues will change.
i) It was noted that mistakes occur and can be corrected , there was need to exhibit a positive attitude towards gender issues.

8.0 MAINSTREAMING GENDER INTO POLICIES, PROGRAMMES AND PROJECTS

(Presented by Eng. Were-Higenyi, MOWHC)

8.1 Definitions

8.1.1 Policy

A policy is a plan of action, a statement of ideas proposed or adopted by Government, NGO or any institution. A policy provides guidelines or direction, which should be followed in implementing programmes or projects that fall under the policy. A policy is like a compass. It gives direction. A policy gives a formal position in how problems in a given sector, should be identified and defined. A policy provides guidance for a sector, or at the national level.

Defining a policy involves asking questions such as for example, is it a problem that women have problems of transporting their wares to markets at certain times of the day or is it just a situation that should be accepted as natural and should not be considered as a problem?   What implications on development does this problem have? Women's lesser access to means of transport in light of a guiding policy principle that states "all resources supplied by government, relevant authority should be equally available to women and men" means that the policy is not being implemented.

8.1.2 Programme

A programme is a course of action to pursue a goal or goals that are part of a policy or a guiding policy. A programme usually has a number of closely related projects or activities all seeking to satisfy a goal. For example, a programme for gender equity in Rural Travel and Transport in Africa may have separate projects such as literacy campaign, a project to encourage use and ownership of bicycle among women, a revolving loan fund from which women can borrow funds to purchase the bicycles, and income generating projects to enhance women's income and to raise funds to pay back their loans.

8.1.3 Project

A project is a course of action, which is more small-scale than a programme in terms of limited or short-term objectives, time-scale and budget. Several projects form the larger programme.

8.2 Types of Policies, Programmes and Projects

Policies, programmes and projects can be:

a) Gender specific
b) Gender redistributive/transformative
c) Gender blind/neutral

8.2.1 Gender Specific: Women Specific and Men's Specific Projects

These usually address specific gender gaps or forms of discrimination and oppression from the standpoint of women or men's gender needs and interests.   Income generating activities can be

examples of women and men specific projects. However, without some transformative potential built into these types of policies, programmes and projects they are likely to:-

a) Leave existing division of resources and responsibilities intact
b) Fail to conscientise the other half of the gender group i.e. men about existing gender gaps, discrimination and oppression in the sector being addressed. This means that while practical gender needs are met, the strategic issues that would transform the relationship between women and men in a given sector would be left unattended.

Gender specific policies and projects, however, are the quickest method of reducing practical gender gaps and forms of discrimination in a given sector.

8.2.2   Gender Blind/Neutral Projects/Policies

Gender-neutral policies and programmes are those that treat men and women as a homogenous and non-differentiated group who, although may have different roles and needs, but assumes that every intervention will necessarily benefit them equally.

Characteristics of Gender Blind/Neutral Policies

a) No gender disaggregation of statistics
b) No explicit identification of the woman or man's gender needs and interests.
c) Strategies and project activities are designed for a homogenous group of people
d) Addresses practical as opposed to the strategic gender needs of men and women.
e) Leave existing division of resources and responsibilities intact.

8.2.3   Gender Redistributive/Transformative Policies, Programmes or Projects

These seek to transform the traditional gender relations in a more democratic direction by redistributing more equally and evenly the division of resources, responsibilities and power between women and men.

Gender redistribution is the most culturally and politically challenging option because not only does it seek to channel resources to women and men within the existing framework but requires that men and women have new attitudes, perception and give up certain privileges and take on certain responsibilities in order to achieve greater equality in social relationships

Advantages Of the Gender Redistributive/Transformative Strategies

a) They empower both women and men
b) They lead to improved relationships between women and men
c) They address the social and infrastructure causes of gender gaps, disparities, forms of discrimination and oppression in all sectors of development.
d) They address both the practical and strategic gender needs of women and men. This is done in a complementary manner.

Gender Redistributive/Transformative policies should be an ultimate goal of all policies but the reality may be difficult to achieve. Redistributive/transformative policies may/should be the ideal for a first and empowered society where women and men constantly negotiate their position and condition within their households, communities and public sphere.

8.3   Gender Mainstreaming

Mainstreaming is a process or strategy that seeks to work towards the goal of gender equity. During the process of gender mainstreaming, gender issues and gender gaps are identified and strategies of narrowing or eradicating these are identified and implemented.

Mainstreaming women in development is about strengthening women's capabilities in active involvement and contributions from the micro to macro economic issues. Mainstreaming women's concerns into all aspects of development policies, programmes and projects requires deliberate

consideration of the actual and potential role of women in all key sectors such as education, health, economy and transport.

Mainstreaming provides the rationale and relevant justification for drawing upon large-scale resources for development, which has not yet been considered for the development of women specific policies, programmes and projects.

Mainstreaming involves more than just having equal numbers of men and women in any situation and positions. It involves changing policies/programmes/projects and organisations or institutions so that they can actively promote gender equity.

Mainstreaming involves efforts to ensure that the authorities in a given sector of development are equipped to develop and implement initiatives that support gender equality and equity. They are equipped with analytical skills and research base for appropriate development of gender sensitive policy and programme development.

9.0   COMMUNITY MOBILISATION AND PARTICIPATION IN ROADWORKS

(Presented by Mr. Osinde Owor, Ministry of Gender, Labour and Social Development)

9.1   Community Participation and Mobilisation

Community Participation and Mobilization are concepts, which have become popular in use today like Gender. The two concepts therefore need to be thoroughly understood.

9.1.1 Community Participation

Participation means full involvement of people in community-based programme. People can be involved in these programmes in many ways. Initially community based programmes were initiated by government or the sponsoring agency without involving the people who are the direct beneficiaries. There is emphasis on a shift today. The beneficiaries who are the communities are required to contribute as a way of being involved in these programmes.

What can the communities contribute?
a)   Time
b)   Resources such as money, labour and others
c)   Land
d)   Ideas

The level at which people are involved in making decisions about the programme and contribution of other programme requirements matters a lot. When people are in the highest level of involvement in programmes intended for them, for instance it if is assumed 100% level of involvement, this is what is called participation in full involvement.

The people at this level have become fully involved and taken over the programme and achieved sustainability.

9.1.2 Community Mobilisation

This also is a new concept that has become prominent in use today. In simple terms it means, "Pulling people together to do a particular work e.g. constructing a road. What do we mobilize besides people?

a)   Time
b)   Financial and other resources
c)   Other forms of support e.g. policy

Why do we mobilize people?
a)   To involve them in assessing their needs
b)   To sensitise and motivate people to participate in programmes, designed to meet their needs

c) To involve people in identifying their problems (community)
d) To involve people in designing solutions to meet their needs
e) To identify resources with people
f) To create opportunity for people to participate in these programmes (meetings)
g) To permit people to assume responsibility for their own programme i.e. sustainability

9.2 Community Management Concerns

A look at our communities/settlements reveals the following:-
a) Over crowded, unhealthy homes and neighbourhoods;
b) Inadequate basic community services especially roads, water and sanitation, health, food, shelter etc;
c) Malnutrition, ill health and disablement;
d) High rates of infant and maternal mortality;
e) Illiteracy and under development;
f) Poor roads;

In terms of Government responses, we see:
a) Decreasing public resources (human and financial)
b) Institutional inadequacies, constraints and shortcomings

Most common and current answers to these problems are:
a) Decentralization policies
b) Enabling strategies
c) Community participation
d) Democratisation
e) Sustainable development

So the rationale behind this idea of community participation is the need for Government to make fundamental changes in their provision of services and facilities by shifting national programmes from direct provision of services to an *"ENABLING FUNCTION"* where by full potential and resources of actors in community Development can be mobilized.

The leading idea is that there should be genuine participation of communities in the management at all stages of the developmental activities facilitated by especially the local authorities. The main focus of these activities is to strengthen the capacity of local communities to improve their living and working conditions by collective action, in partnership with local governments.

9.3 Benefits of Community Participation

a) People can be stimulated to use mutual aid and self-help approaches in project implementation. Community spirit can be crated through it
b) Encourages self reliance, leads to development of skills in decision making
c) It harnesses people' energies to become a primary motive for human settlements improvement. More is accomplished if energies of the people are harnessed.
d) In community participation every member of the community is a principal engine for his own development for an individual is strong as a community
e) Community participation is a kind of basic human right. The community should have a right to know what happens, what will happen because these things directly affect their lives
f) Community participation is a process of empowerment.
g) By involving people a part of power is transferred from government to community. It empowers people to have a hand in matters of community improvement programmes like in drawing plans, in decision making and in the process of implementation and evaluation
h) It is the people who live in a particular community who can best make choices that have to be made
i) Community participation should be about using indigenous knowledge and expertise and about increasing awareness of community interests. It is seen as both as end and means for achieving

basic social infrastructure goals. It accomplishes such appropriate designers and standards and assures project maintenance and sustainability

j) Community participation may ensure more equitable distribution of benefits and may ensure that politically or economically weak groups may have access to the project services to benefit. Cost recovery rates are normally much higher the more the community is actively involved

In summary, through community participation the following may happen:-
a) More activities may be accomplished
b) More services may be provided and more resources can be mobilized
c) The communities value their activities
d) There is a sense of responsibility among the people
e) It ensures that things are done the right way
f) There is more use of indigenous valuable knowledge
g) It contributes to people to be self – reliant

9.4   Some Guidelines for Promoting Community Participation

a) Project/programmes should be designed flexibly to accommodate existing local organization and changes
b) Projects should make maximum use of indigenous knowledge and materials
c) Catalysts (promoters) should be used to help strengthen community organizations and participation
d) Bureaucratic re-orientation through training and other methods is needed so that bureaucrats will be able to work with local groups rather than see them as a threat. Involving communities in decision making is very important
e) Participatory approaches are intimately linked to decentralized development, thus achievement of significant community involvement depends on the willingness to delegate authority to local government
f) Implementation procedures must be designed to ensure participation of particular section of the community such as women ad other groups that are economically/politically weak
g) Training to develop both skills and attitudes needed in community participation promotion
h) A concerted effort must be made to identify and promote community leaders.

9.6   Obstacles to Community Participation

Some government officials are not willing to change their established perspectives and procedures to allow the sharing of information and decision-making. As a result, the programmes they initiate are often designed and implemented without adequate and sufficient consideration of the particular community's needs or human/financial capacities.

a) Poverty restricts the poor especially women from participating in and benefiting from intended community based programme. Most of the time the poor are struggling to survive, have little time to attend to project meetings.
b) Heterogeneity along economic, racial, ethnic, religious, political lines and the culturally biased gender factor all hinder the participation of a community as a whole
c) Frequent political changes common in most developing countries damage the potential for community participation because programmes of a participatory nature don't have time to nurture government staff become hesitant and communities become sceptical
d) Some staff members from central to local governments especially the technicians have not been trained in participatory skills.

9.7   Ensuring Community Participation

a) Need for regular dialogues between government functionaries of the community before communal activities are identified
b) Training concerning government officials in communication skills and participatory approaches
c) Changing planning procedures to facilitate bottom-up planning to community involvement in the choice of location of services and programme beneficiaries

d) Community participation is facilitated when government encourages the establishment of CBOs and training of community leaders

e) When financial and administrative authority is decentralized

f) Give direct responsibility to communities to carryout at least some of the activities and do monitor and evaluate the results of the projects.

10.0   GENDER AND THE ENGINEERING PROFESSION

(Presented by Eng. Ssebbugga Kimeze, MOWHC and President of Uganda Institution of Professional Engineers)

10.1   Introduction

10.1.1 Background to UIPE

Formal engineering professional organizations in Uganda, Tanzania and Kenya started in 1945 as the East African Association of Engineers and subsequently the East African Institution of Engineers (EAIE), which became unworkable in the seventies with the political turmoil in the region. In 1972, the Uganda Institution of Professional Engineers (UIPE) was born and has the mantle of steering the engineering profession in Uganda ever since.

10.1.2 Objectives and Purposes of UIPE

The objectives and purposes for which the Uganda Institution of Professional Engineers (hereafter called "The Institution" or "Just UIPE" as constituted are to promote the general advancement of the science and practice of engineering and its application, and to facilitate the exchange of information and ideas on those subjects amongst the members of the Institution and otherwise and for that purpose.

a) To hold meeting of the Institutions for reading and discussing communications bearing or the application thereof or upon subjects relating thereon.

b) To co-operate with Universities, other Educational Institution and Public Educational Authorities for the furtherance of Education and Training in Engineering Science and Practice.

c) To initiate research programmes and to co-operate with Government, Private Research Institutions and Private individuals in promoting research into Engineering Science and Technology.

d) To print, publish, sell, lend or distribute the proceedings or reports of the Institution any papers, communications, works or treaties on Engineering or its applications or subjects connected therewith.

e) To do all other things which the Council of the Institution may think proper, including advising Government, Public Bodies and other organizations or individuals on matters concerning Engineering.

f) To do other things incidental or conducive to the attainment of the above objects or any of them.

10.1.3 Administration

The Institution is governed by a Constitution, By-laws and Regulations approved (and amendable) by the membership at General Meeting, UIPE being the legal successor to the EAIE is recognized by the Engineers Registration Act 1969 as amended by the 1977 decree. The Institution is guided on policy by a Council comprising of a President who is the Chairman, three Vice Presidents, an Honorary Secretary, an Honorary Treasurer and at least eight ordinary members (two of who must be Graduate Members).

10.1.4 Institution Secretariat

Over the years, UIPE has established a full-time secretariat at Total House, Plot 29/33 Jinja Road. Four permanent staff headed by an Administrative Secretary currently man the Secretariat. Three out of four are women.

10.1.5 UIPE Membership by Category and Gender

GRADE	NO.	MALE	FEMALE
Fellows	15	15	-
Honorary Fellows	4	4	-
Members	345	337	8
Graduate	147	127	20
Technologist	24	24	-
Technician	15	15	-
Total	550	522	28
%age	100	95	5

For internal administration purposes, there are currently four Branches of UIPE namely: Kampala, Mbale, Fort Portal and Jinja branches. Additionally the membership is based on three Divisions representing the three major arms of the profession, i.e.

a) Civil Engineering Division
b) Electrical Engineering Division
c) Mechanical Engineering Division

10.2   Membership

Please, find herewith the requirements for membership in the various classes of membership of the institution.

10.2.1 Honorary Fellow

An Honorary Fellow shall be a person who shall have rendered fellows conspicuous services to the Institution or the profession of engineering or is Eminent in engineering or in public service who shall be elected by the Council. Every such election shall be announced at the Annual General Meeting of the Institution. The number of Honorary members shall not at any time exceed ten, and not more than two Honorary Members shall be elected in any one year.

10.2.2 Fellows

Every candidate for election as Fellow or transfer from Member to Fellow shall satisfy the Council that:

a) He/she has attained the age of 33 years on the date of his application for election or transfer, and either,
b) He/she has been a member of the Institution for a period of at least 3 years. Provided that in the case of a candidate who has possessed for 3 years the qualifications for election to membership the Council may waive the stipulation as to his/her been a member, and
c) He/she has held a position of such responsibility for at least five years in the   Science   or practice of Engineering as in the opinion of the Council justifies his/her election.
d) Or that he/she; has such knowledge of the Science or practice of Engineering and has acquired such eminence in his/her profession that his/her admission as a fellow would conduce to the interest of the Institution, and
e) Is engaged in the Science or practice of Engineering.

For the purpose of this Bye-Law, employment as a Senior Member of the Academic Staff in an Engineering College or Institute which has regular courses of study leading to an educational qualification recognised by the Council or employment in a responsible position on important

engineering research may be accepted by the Council in place of employment in the Design, practice or execution of important Engineering works.

10.2.3 Members

Every candidate for election or transfer to the class of Member shall satisfy the Council, that he/she

a) Is at least 25 years of age, and either;
▪ Has passed or been exempted from the Corporate membership examinations of an engineering Institution, Institute or Society approved for the purpose of the Council, or
▪ Has obtained a degree or diploma of a University of school of engineering approved for the purpose by the Council.

b) Has had at least two years adequate practical training as an engineer and additionally has had at least two years suitable experience in a position involving responsibility as an engineer. Provided that the Council may, at their discretion, accept any additional period in a position of responsibility as an engineer in excess of two years in substitution for two years practical training, and has attended and passed a professional interview as prescribed by the Council.

For the purpose of this Bye-Law: Employment as a Teacher or Lecturer of Engineering or in a likewise capacity in an Engineering College or Institution which has regular courses of study leading to an educational qualification recognised by the Council; or employment in Engineering research, may be accepted by the Council in place of employment in the Design, practice and execution or operation of Engineering works.

10.2.4 Companions

Every candidate for election or transfer to the class of Companion shall satisfy the Council that, not being an engineer by profession, he/she

Either:

Has rendered important services to engineering in the field of science, education, commerce, finance or law;

Or

Is so connected with the application of engineering science that his/her admission would conduce to the interest of the Institution.

10.2.5 Graduate Member

Every candidate for admission or transfer to the Class of Graduate Member shall satisfy the Council that he/she:

a) Is at least 21 years of age;
b) Holds one of the educational qualifications prescribed in Bye-Law 4.03 (b); and
c) Intends in due time to seek Corporate membership and that the work upon which he/she is engaged is conducive to this end.

No person shall remain as Graduate Member after 31 December in the year in which he/she attains 40 years of age, except as provided for in Bye-Law 4.08.

10.2.6 Technologist Member

Every candidate for election or transfer to the class of Technologist member shall satisfy the council that he/she:

a) is at least 23 years of age;
b) is a holder of a Higher Diploma in Engineering; and
c) has at least 3 years of working experience in a position related to engineering. Is not qualified for admission as a Corporate Member.

10.2.7 Technician Member

Every candidate for admission or transfer to the class of Technician member satisfy the Council that he:

a)   he/she is at least 21 years of age;
b)   is a holder of an Ordinary Diploma in Engineering; and
c)   has at least 3 years of working experience in a position related to engineering.

Is not qualified for admission as a Corporate Member.

10.2.8 Student Member

Every candidate for election to the class of Student member shall satisfy the Council that:

a)   he/she is neither under 18 years of age, nor subject to the provisions of Bye-Law 4.08, over 30 years of age; and
b)   he/she is of good education; and
c)   he/she is receiving adequate instruction in the theory of engineering; and
d)   has received or is receiving, or intends to receive adequate practical training as an engineer.

No person shall remain a student after 31st December in the year in which he/she has attained 35 years of age, except as provided for Bye-Law 4-9.

10.3   Constraints Faced By Women Engineers

a)   Only a few girls do sciences at school (O' and A' Levels).
b)   Very few women graduate in engineering courses.
c)   Some employers categorically state that they prefer men for some jobs.
d)   There are no facilities for women (sanitation, etc) at engineering places of work.
e)   Women miss opportunities (often challenging) because some employers feel they cannot post women to such places of work.
f)   Subordinates can be hostile. "I do not take instructions from a woman," attributed to some cultures.
g)   Patronising. "*Oli muwala wange*" - what a saying?

10.4   Affirmative Action for Women Engineers

Institution(s)	Government
a) Equal opportunities for admission b) Gatsby Trust of Makerere University is proposing sponsorship of girls to be implemented by UIPE. c) Representation at UIPE Council d) WETSU e) African Forum	a) The Girl Child Programme b) UPE c) The 1.5-point scheme for girls in science courses on University admission. d) PSC is supportive during recruitment. e) OSHE policy

Generally professional women engineers (8 No.) are well placed.

10.5   The Situation with District Local Governments

Engineers and technicians employed by District Local Governments hardly subscribe to UIPE. Out of the 55 District Engineers, only 6 do so. There is an equal number at the lower level (Asst DEs). The situation is equally poor in Urban Authorities.

In the decentralised system of governance, where a lot of work is being managed and implemented by DLGs the situation should not be left like this. We need professionals to manage such programmes. Engineers should strive to join UIPE and also ultimately get registered by the Engineers Registration Board. This condition should be enforced during recruitment.

10.6   Conclusion

The engineering profession started in East Africa way back in 1945. Its growth was interrupted during the years of political turmoil. The present Government supports professionalism. Engineers should come up and join the Institution. We can only build it with people. The membership has to grow so that we speak with one loud voice like the lawyers and doctors.

Women face particular problems in the profession. They are indeed few and account for only 5% of the membership. There are affirmative actions being taken to improve the situation. Employers should provide enabling environment and encourage the full participation of women in the profession.

Thank you very much.

11.0   DISCUSSIONS (Part II)

11.1   Questions/Comments By The Participants

a)   That women should be involved in the actual road works and not only cooking.
b)   A participant reported that there was a lot to learn from experiences of implementing gender policies in Kotido district, suggested that maybe a workshop be organized to share these experiences.
c)   Suggested that a follow up be made on women contractors.
d)   It was suggested that MOWHC should get interested in who is using their funds.
e)   That the issue of women joining road works should be looked at as away of improving the earnings of the household.
f)   It was noted that a community was a diverse entity (i.e. it constituted peasants, petty traders, idlers, etc); it was a challenge to mobilize such a community for a common good.

11.2   Answers/Reactions by the Presenters

a)   It was noted that there was need to organize a workshop to discuss and give experiences of implementation of good practices of mainstreaming gender into road works.
b)   That a lot of sensitisation was required at district and local levels.
c)   It was noted that gender issues were cross cutting issues.
d)   It was reported that girls are increasingly doing engineering and technical courses.

12.0   GROUP WORK/PRESENTATIONS

The participants formed five groups and each group had various issues to discuss accrued from the presentations made in the workshop and thereafter made presentations.

12.1   Group Work Assignment

The groups constituted the following;

Group No.	Topic
1	Examine the Gender policy.
	▪ Does the policy answer the ten questions of policy formulation?
	▪ Categorize the policy (gender blind/specific/transformative)
	▪ Identify the key characteristics
	▪ Identify the shortfalls of the policy and suggest means of addressing the

		shortfalls
2	Role play	
	Presentation of a women's road project to the Ministry of Planning, Finance and Economic development.	
	▪ Key Players: -Ministry of Finance	
	-Ministry of Works, Housing and Communications	
	-EC/DE	
	-Project Manager	
	▪ Bring out the gender issues	
3	Examine the DUCAR policy	
	▪ Does the policy answer the ten questions of policy formulation?	
	▪ Categorize the policy (gender blind/specific/transformative)	
	▪ Identify the key characteristics	
	▪ Identify the shortfalls of the policy and suggest means of addressing the shortfalls	
4	Role play	
	Presentation of a donor to a community for funding of a small bridge connecting two villages. Bring out the gender issues	
5	Identify the gender roles in:	
	▪ Implementation of district roads	
	▪ Practical and strategic gender needs of men and women	
	▪ Strategies/actions for mainstreaming gender in planning and execution of road works.	

12.2   Group Presentations

The group presentations were made in the following order; Group3, 1, 5, 2 and 4.

12.2.1 Group 3- DUCAR policy

Observed/noted the following:

- That the policy answers most of the questions of policy formulation with the exception of Question 4, on the basis of legal grounds since the policy was still in draft form, it was not legally binding.
- That the policy was transformative as it seeks to transform traditional gender roles by distributing more equally and evenly the division of resources, responsibilities and power between men and women.
- That the characteristics of the policy were;
    - A participatory policy
    - Gender sensitive
    - It encouraged increased application of the labour-based technology in road works as opposed to machined based.
    - Environmentally friendly
    - Sustainable
    - In line with PEAP
- The short falls of the policy were not looked into.

12.2.2 Group 1- Gender policy

Observed/noted the following:
- That the policy answers most of the questions with the exception of questions 8 and 9.
- That with question 8 the regulation was not clear to the users.
- That with question 9, the government had not provided as much information as was feasible.
- That the policy was gender specific as far as redressing the gender imbalance and generally transformative in mainstreaming gender concerns in the national development process.
- That the characteristics of the policy were;
    - Well defined goals, objectives and strategies .on how to address gender gaps.
    - It brings out institutional framework and target areas to be addressed.

- It has a monitoring and evaluation mechanism.
- That the short falls of the policy were;
    - That the policy was not clear to the users because of poor dissemination methods.
    - It lacked specific activities for each stakeholder e.g. there were no specific activities listed for the works sector.
    - It had not been able to attract adequate funding.
- That the proposed remedies for the above shortfalls were;
    - The policy should be disseminated through the existing infrastructure using Change Agents such as Community Based Officials (CBOs) and CDAs.
    - The key activities for each stakeholder should be developed and disseminated to the implementers.
    - Lobbying should be done at the National level for funding of the dissemination process.

12.2.3 Group 5- Identification of Gender Roles

Observed/noted the following:
- That the roles were;

Levels	Men	Women
At Planning level	-ADRICS -RAMPS -Work Plans	-None
At Procurement level	-Pre-qualification -Tendering	-None
At Implementation level	-Contracts management & supervision -Ground implementation	-Are confined to peripheral activities e.g. cooking, secretarial, etc.

- That the practical and strategic gender needs were;

Levels	Practical needs	Strategic needs
At Planning level	-Views were being solicited from both men and women.	-Incorporation of women's ideas in the planning process.
At Procurement & Tender award level	-Adverts should invite women participants. -Contracts should be awarded to both male and female contractors.	-Make emphasis to solicit for participation of women. -Affirmative action during evaluation and award of contracts. -Consideration of contractors with female employees.
At Implementation level	-Employ both men and women. -Appropriate/sufficient working tools. -Provide sanitary facilitation -Provide shade/shelter for all -Provide safe drinking water. -Provide first aid services. -Flexibility in work time. -Timely payments, equal pay for equal work done.	-Establish quotas to filled by women. -Provide separate sanitary facilities for women. - Provide shade/shelter for women to keep children. -Incorporate issues like first aid, shade, water in the Bills of Quantities (itemized). -Task oriented work. -Payments to rightful people who did the work.

- That the strategies for mainstreaming gender were;
    - At Planning and procurement levels;
    - Incorporating women's views , ideas and decisions.

- Incorporating line departmental Community Development Officers in the evaluation at the procurement level.
- Training and sensitisation of stakeholders on the importance of women involvement.
- At Management level;
  - Mobilization and sensitisation
  - Strategies for recruitment e.g. 30% of the places being occupied by women.
  - Avoid stereo types in work allocation
  - Penalty for non-compliant contractors and managers.

12.2.4 Group 2- Role Play- Women's Road Project

This was acted out. The key players introduced themselves and an official gave the overview of the project from MOWHC, the other players presented the case/need for the road project. The gender issues were brought out.

12.2.5 Group 4- Role Play- Donor to fund a small bridge

The key players also acted this out. The following presents the verbatim;

Sub-county Chief:	The Guest of Honour, the representative of the Donor community (DANIDA),
	The chairman LC V (Pader)
	The Hon. Councillor (women) representative of Pajule sub-county
	The Hon. Youth representative to the district council
	Local council III Chairperson (of Pajule sub-county)
	The community in these two sub-counties
	Ladies and Gentlemen.
	Guest of Honour, the need for having this bridge on this stream connecting these villages has appeared some 3years ago in our development plan.
	At last we have received donors to address the problem presented.
Youth Representative	Mr. Chairman LC V, our Visitor, Hon. Councillor, Parish Chiefs, Ladies and gentlemen
	Thank you LC V chairperson for the tireless efforts you have been making to have a bridge built here.
	I don't want to repeat what the Chairperson has said but for purposes of emphasis, I want to say that we had a big problem of accessibility to nearby facilities, e.g. health centres, schools, etc and also selling our bricks and sand. We have youth groups involved in brick making as you can see across and in sand excavation.
	I appeal for employment of Youth in the implementation of the project. The groups can be employed thus raising their income base. Thank you.
The Donor	I appreciate the importance that the local community here attaches to developmental projects that directly affects their livelihood.
	I want to recognize the tireless efforts your LC V chairman with your support is putting in the project.
	My government policy is to assist grass root projects that will improve on the lives of the local community by way of improving household incomes.
	My government has therefore considered this project to be such project.

I am therefore glad to announce here that my government has accepted your request through your Chairman to fully fund the project to the tune of USD 50,000.

I would like however to spell out the policy guidelines that need to be adhered to during implementation;
We require that;
▪ There be transparency at all levels of implementation.
▪ That strict adherence to financial regulations.
▪ That there shall be full community participation of all stages of implementation particularly, the women, youth as away of poverty reduction.
▪ Lastly I would like to assure the people of Pajule and Lapul and indeed the people of Pader that my government pledges continued support for community projects that aim at raising household incomes in the district.

Thereafter the session chairperson thanked the groups for the presentations made and gave a summary of the papers presented that day. The chairperson also thanked the Presenters of the day and called upon the DANIDA representative to officially close the session.

13.0   CLOSING REMARKS

(By Mrs. Justina Stroh, Danida Representative in charge of Gender)

Ms. Stroh thanked the participants for staying till the end. She commended the MOWHC officials for presenting gender issues on the first day of the workshop.

She hoped that the Participants had learnt a few things and would strive to integrate gender issues within their work plans and budget framework papers. And further hoped that was not the last day for the participants to think about gender issues.

She observed further that the session had also been a learning experience for her. Thereafter she passed a word of thanks to the participants and wished them the best and hoped they would mainstream gender issues in their work.

Annex I: Workshop Programme

SESSION I: DISSEMINATION OF GENDER POLICIES AND STRATEGIES - 11th March 2003			
Time		**Activity**	**Presenter**
From	**To**		
		Chairperson: Karuma Kagyina	
08.00 a.m	08.30 a.m	Registration of participants	Luswata Buzibwa & Waduwa
08.30 a.m	09.30 a.m	Opening of Workshop by EIC/DE	
09.30 a.m	10.00 a.m	GRTI Project / Gender Concepts	Were-Higenyi
10.00 a.m	***10.15 a.m***	***Tea / coffee Break***	
		Chairperson: Karuma Kagyina	
10.15 a.m	10.45 a.m	Policy Formulation Process	Charles Opio Owalu
10.45 a.m	11.15 a.m	National Gender Policy	Jane Ekapu (MOGLSD)
11.15 a.m	11.45 a.m	*Discussions*	
11.45 a.m	12.15 p.m	Mainstreaming Gender into Policies, Programmes and Projects	Were-Higenyi (MoWHC)
12.15 p.m	12.45 p.m	Good Practices of Mainstreaming Gender in Rural Roadworks	Winnie Adoch (COWI)
12.45 p.m	1.15 p.m	Discussions	
1.15 p.m	***2.15 p.m***	***Lunch Break***	
		Chairperson: Were-Higenyi	
2.15 p.m	2.45 p.m	Community Mobilisation and Participation in Roadworks	Osinde Owor (MOGLSD)
2.45 p.m	3.15 p.m	Gender and the Engineering Profession	Ssebbugga Kimeze
3.15 p.m	3.45 p.m	Discussions	
3.45 p.m	5.00 p.m	Group work / Presentations	Participants
5.00 p.m	5.15 p.m	Closing of Session by Danida - Justina Stroh	
SESSION I: DISSEMINATION OF GENDER POLICIES AND STRATEGIES - 11th March 2003			

EVALUATION FORM: Before Workshop

NAME:..
DISTRICT/MINISTRY:...
PROFESSION:...
MALE:...............................   FEMALE:...............................

Part A

1.   When was the first time you heard about Gender?
....
2.   Have you ever undergone Gender training?
....
3.   In your own opinion what is Gender?
....
4.   Is Gender Important?........................   Explain.
....
5.   Does gender apply to your area of work?.............   If yes, how does it apply?
....
6.   State the number of women and their positions in your Department / Division
....
7.   What area on Gender would you like to know more about?
....
8.   How have you addressed Gender in on-going Projects / Programmes? Explain.
....

Part B

ANSWER *TRUE* OR *FALSE*

9.   Only men have the brains to become Engineers....................................
10.   Men are born to be leaders and women are born to be followers..................
11.   Women are gentle, weak and emotional while men are aggressive, strong and stable.......
12.   Only men can work on labour-based road construction sites, women are too weak..........
13.   Women and men have the same rural transport needs...................................
14.   Gender is about reversing the roles of women and men..................................
15.   Sex and Gender mean the same thing...

SUMMARY OF RESPONSES

The following table gives the total number of participants that attempted the questionnaire:

	No	**%**
Male respondents	34	92
Female respondents	3	8
Total	37	100

1.   33% had first heard about gender between 1980-1989, 64% between 1990-1999 and 3% between 2000-2003.

2.   72% had never undergone gender training whilst 28% had undertaken gender training before.

3   The following table shows the different definitions of gender by the participants:

Definition	Proportion (%)
Men are equal to women	6%
Fair participation in programs	3%
Gender means women	3%
Relationship between man &woman	9%
Balanced form of response towards sex	3%
Interaction between opposite sexes	3%
Balancing the rights of men &women	3%
Involvement of men &women in social, economic &political activities	3%
Equal treatment of men &women	3%
Integration of both men &women	3%
Issues related to diff sex &the way they are treated.	3%
Issues regarding women, boys and girls	3%
Socially constructed phenomenon that specifies roles &responsibilities of both men & women in the society	3%
Conceptualising of social relationship between men and women	3%
Sex	6%
Equal opportunities for both sexes	11%
Woman/man in a socio culture setting	3%
Relation of men, women & disadvantaged groups	3%
Identification of what female &male can do	3%
Deals with addressing social issues concerning men, women &children	3%
Involvement of women in mgt of society & execution of works	3%
Encouraging all sexes take active participation in society's activities	3%
Mainstreaming & inclusion of women in work plans &men	3%
Consideration of men & women in any activity	3%
Identification of an individual according to sex	3%
Social values/rights/responsibilities acquired at birth	3%
Characteristics that can be socially determined	3%
Relation between different sexes	3%

4.   Is Gender Important?......................   Explain.
All participants stated that gender was important. Below are the various explanations given;

- That men and women must have equal opportunities (i.e. employment, roles), responsibilities for economic and social development of society.
- That gender affects development and life in society.
- That gender consideration aids in equal participation in community programs.
- That men and women are equally important in the social economic development and in making political decisions.
- That this encourages uniform development.
- That it involves co-existence of women and men in any development area.
- That there is need to understand the relationship between men and women to be able to appreciate the underlying implications of the relationship.
- For equal distribution of resources.
- Men and women have different roles.
- It contributes to eradication of poverty.
- It addresses inequalities in all aspects of social life.
- Women have been marginalized over along time
- Reduces conflicts in communities.
- When women are empowered the nation is empowered.

5.   Does gender apply to your area of work?.............   If yes, how does it apply?
95% stated that gender applied to their work area whilst 5% gender did not apply to their work area.

The following account shows how gender applied to their work areas:
▪ Men and women participate in local government activities.
▪ In labour-based contracts, collection of ADRICS data, contract implementation of building construction.
▪ Petty road maintenance contracts are being awarded to both men and women.
▪ Women are doing 30% of petty road maintenance contracts.
▪ Both men and women participate in planning and implementation of programs.
▪ Trying to promote women participation in road sector.
▪ Emphasis on distribution of jobs along gender lines.
▪ In road routine maintenance.
▪ No job discrimination against gender.
▪ Communities are involved in road maintenance.
▪ Four women groups per county supply the district with culverts.
▪ Women are employed as road contractors.
▪ Men and women are invited for interviews for any post and evaluated on same grounds.
▪ Males are more than females.
▪ Women are given preference for every job.
▪ Encourages female participation in engineering works and exposes them to changing technology.
▪ Assigning roles to people irrespective of sex.

6. State the number of women and their positions in your Department / Division
The following table shows the proportions of women employed in the respondents
Departments / divisions

No. of women employed	Respondents (%)
0	13
1	19
2	23
3	26
4	10
6	10

Most of the women employed where secretaries, office attendants, clerks and there was only one lady engineer employed in a certain department.

7.   What area on Gender would you like to know more about?
The following lists the areas on gender participates desired to know more about:
▪ Limitations of men and women
▪ Gender including marginalized groups
▪ How women can best serve in road maintenance
▪ Whether women are equal to men
▪ Contract management.
▪ People confuse gender to be female related only
▪ How women be involved and encouraged to participate in road works
▪ Employment opportunities, gender analysis in poverty alleviation, poverty indicators in gender.
▪ Involvement in mobilization and sensitization of community.
▪ Use and effects of gender.
▪ How good and effective is the involvement of women in running road works?
▪ Everything
▪ Whether women associations can undertake road works.
▪ How far Uganda as a country has gone with those policy issues set to penalize departments that fail to mainstream gender issues.
▪ Efforts by women to liberate the rural woman from the burden of existing gender stereo types.

- Gender limits
- Integration of women in road construction.
- Guidelines on recruitment
- Affirmative action and gender mainstreaming.
- Women involvement in rural transport and travel.
- How to involve gender issues in all eng. Procurements.
- Roles of Ministry of gender, social development, and how gender has helped in poverty alleviant
- Physical strength
- Practicability of active involvement of women in field works especially in road works.
- Difference between sex and gender.
- Gender equality.

8.   How have you addressed Gender in on-going Projects / Programmes? Explain.
92% stated that they had addressed gender in on going projects whilst 8% had not.
The following lists the various ways gender had been addressed:
- Opening equal opportunities
- Participation of women &other marginalized groups in programmes.
- Encouraging use of Labour based methods in road maintenance.
- Community mobilization and sensitization, giving contracts to trained women, masons and youth groups.
- Women and men are doing petty road maintenance contracts.
- Women are doing 30% of petty road maintenance contracts.
- Equitable employment of both men and women in labour based & rehabilitation works
- Training women as contractors to undertake road maintenance
- In tender evaluation, capacity building under LGDP, contractors have been encouraged to employ women
- 40% of labour based works and 20% of SFG are given to women
- Training of stakeholders in districts and METC.
- Labour based contracts awarded considering gender.
- Equal opportunities in works/tenders
- By sensitising women to apply for road/eng related works
- Women supply culverts, women participate in routine maintenance
- Women are employed as road contractors.
- Attempted to empower the disadvantaged groups.
- Equal opportunities for training and work

9.   Only men have the brains to become Engineers
All the respondents stated that this was false.

10.   Men are born to be leaders and women are born to be followers
86% stated that this was false and 14% stated that this was true.

11.   Women are gentle, weak and emotional while men are aggressive, strong and stable
63% stated that this was false and 37% stated that this was true.

12.   Only men can work on labour-based road construction sites, women are too weak
All the respondents stated that this was false.

13.   Women and men have the same rural transport needs
19%stated that this was false and 81% stated that this was true.

14.   Gender is about reversing the roles of women and men
83%stated that this was false and 17% stated that this was true.

15.   Sex and Gender mean the same thing
78%stated that this was false and 22% stated that this was true.