



THE REPUBLIC OF UGANDA

## District Road Works

**VOLUME**

**5**

## District Administrative and Operational Guidelines

### Manual C: Gender Guidelines



Ministry of Works, Housing and Communications

OCTOBER 2003



# ACKNOWLEDGEMENTS

These manuals have been prepared by the Ministry of Works, Housing and Communications, Uganda.

The aim of the manuals is to complement the Ministry's effort in providing guidance and building capacity of Local Governments to enable them handle their mandated roles in planning and management of the road sector development.

This manual is part of a set titled District Road Works. The set consists of 5 Volumes, each volume comprising a series of manuals covering varying aspects under the following headings:

- |          |  |
|----------|--|
| Volume 1 | Planning Manuals                                   |
| Volume 2 | Contract Management Manuals                        |
| Volume 3 | Implementation and Monitoring Manuals              |
| Volume 4 | Technical Manuals                                  |
| Volume 5 | District Administrative and Operational Guidelines |


The Manuals describe in detail the organization and techniques for planning, implementation and administration of a district road network. The manuals support Government strategies on sustainable maintenance of district roads; they encourage community participation, promote use of labour based methods and gender balance, ensure protection of the environment, foster work place safety and health in implementation of road works by adopting appropriate contracting practices and support the local construction industry.

They are primarily aimed at Road Engineers, Planners and Managers involved in the planning and management of district road works.

In line with the topics covered in these manuals, related training modules have been designed and are incorporated in the curriculum of the Mount Elgon Labour Based Training Centre.

The manuals are the property of the Ministry of Works, Housing and Communications, but copying and local distribution is not restricted.

We wish to acknowledge the efforts of COWI Consulting Engineers and Planners AS who assisted in the compilation of the Drafts and the invaluable support of the Danish International Development Agency for the financial assistance extended to the Ministry in preparing the manuals.

  
L. Lutaaya

**Engineer in Chief / DE**



## **Volume 5 Manual C**

### **Gender Guidelines**

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### General Information

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## **Section C-1**

### **General Information**

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## General Information

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This Manual, read together with the following manuals provides systematic guidelines to District Engineers and other stakeholders on how to integrate gender in road works.

- Volume 1 Manual D (Annual District Road Work Plan for Routine and Periodic Maintenance, Rehabilitation and Spot Repairs)
- Volume 5, Manual B (Environmental Guidelines for District Engineers)
- Volume 5, Manual E (Occupational Health and Safety in the Work Place)
- Volume 5, Manual F (Road Safety Guidelines)

The rationale for mainstreaming Gender into the road and transport sector is based on the now common understanding of gender equality as both a human right and a development asset. In addition, the government of Uganda has committed itself to gender responsive development. Uganda is signatory to the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW) and the 1995 Beijing Declaration supposed to be a catalyst for government and NGO action to ensure equality, peace and development for women and men. In addition, Government has adopted both legal and non-legal strategies to promote gender equity. National machinery to ensure that gender is mainstreamed in the development process include the Ministry of Gender, Labour and Social Development with the mandate of mainstreaming gender in all line ministries. Further, the National Gender Policy (1997) and the Constitution (1995) provide the operational and the legal frameworks, respectively. Whereas Uganda has made considerable progress in addressing socio-cultural barriers to women's full participation in and benefit from economic and social development, gender equality, as a human right, is far from being a reality. Similarly, women's specific potential contribution in the road and transport sector has not been fully exploited and the benefits largely accrue to men. This is largely because conventional road and transport sector planning does not take into consideration the fact that the transport needs of (poor) women may be different from those of men (women are not consulted during planning). Furthermore, women are under-represented in road and transport works in the skilled engineering positions, semi- and unskilled labour.

The Manual's entry point is the "road improvement cycle". Its purpose is to achieve increased gender sensitivity, equality and equity in the execution of road works through mainstreaming gender in all phases of this cycle.

The phases of the road improvement cycle in which Gender issues are to be integrated include:

## PLANNING

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- Road Inventory and Condition Survey (ADRICS)
- Road Prioritisation and Selection (ADRICS/RAMPS)
- Procurement of Contractors
- Detailed Survey and Design

## IMPLEMENTATION

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- Road Works
- Monitoring and Reporting

## IMPACT EVALUATION

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The Manual includes additional material that is useful for the Additional activities aimed at establishing the preconditions for such integration through gender sensitisation and gender screening of training activities and training materials are also included.

The Manual also proposes the core actors and their roles and responsibilities as well as an institutional framework for the management of gender in road improvements that is rooted in existing local government and community structures. The Manual is a flexible document that recognises the road improvement cycle as an ongoing process. Improvements in the process shall therefore be encouraged on the basis of the experience gained in the application of the Manual.

Use of the Manual shall follow the planning and implementation timetable of the districts as follows:

- November/December of the current financial year, implementation of **ADRICS** (Volume 1, Manual B) to update road inventory and condition data
- November/December of the current financial year, using **ADRICS** data in the **RAMPS** (Volume 1, Manual C) to determine road works priorities and associated cost estimates
- December/January of the current financial year, attendance at the **LGBFP** workshops at which funding sources and ceiling amounts for the following financial year are identified and confirmed
- January/February of the current financial year, preparation of the first draft of the **ADRWP** (Volume 1, Manual D)
- March of the current financial year (and by no later than the 31<sup>st</sup> March), draft **ADRWP** transmitted to MoWHC-DUR Desk in Entebbe
- March/April/May (and by no later than the 15<sup>th</sup> May) of the current financial year, the final draft of the **ADRWP** transmitted to MoWHC-DUR Desk in Entebbe
- April/May of the current financial year, pre-qualification of suitable contractors for implementation of maintenance, spot repairs/improvements and rehabilitation works
- June of the current financial year, preparation of contract documents for tendered works
- July - October of the new financial year, procurement and implementation of contracts

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## Section C-2

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## **Section C-2**

### **Overview of Gender Guidelines for District Engineers**

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# Overview of Gender Guidelines for District Engineers (GGDE)

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## 2.1 INTRODUCTION

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The Government of Uganda is committed to the advancement of women, and gender has been acknowledged as an essential critical edge to development. Uganda is signatory to the Convention of the Elimination of all forms of Discrimination Against Women (CEDAW) and the Beijing Declaration. In addition, Government has adopted both legal and non-legal strategies to promote gender equity. National machinery to ensure the integration of gender in the development process include the Ministry of Gender, Labour and Social Development (MOGLSD) with the mandate of mainstreaming gender in all line ministries and the National Gender Policy (1997) that provides the operational framework. The Directorate of Gender of the MOGLSD is supposed to provide technical guidance and back-up support, including the promotion of, and training in gender analysis and planning skills. The sections below reflect on the prevailing policy environment in relation to gender concerns in the roads and transport sector. In addition, initiatives towards the translation of this commitment into action by the Ministry of Works, Housing and Communication (MOWHC) through training are presented.

## 2.2 POLICY FRAMEWORKS

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The frame of reference for the formulation of this Manual includes national and institutional policies and strategies that reflect the understanding of gender equality as a human right as well as a development asset.

These policies and strategies include:

- The Constitution (1995)
- The National Gender Policy (1997)
- The National Action Plan on Women (1999)
- The Decentralisation Policy as expounded in the Local Government Act of 1997
- The Poverty Eradication Action Plan (2000)
- The Final Draft White Paper on Sustainable Maintenance of District, Urban and Community Access Roads (2001)
- Plan for Modernisation of Agriculture (PMA)
- Development Aid Policy

### 2.2.1 THE CONSTITUTION

Uganda's commitment to equality is embedded in its Constitution promulgated in 1995, which is considered to be the most gender sensitive in the region giving equal rights to men and women with specific focus on the historically disadvantaged position of women among other marginalised groups. The Constitution embraces the principles of equality; gender balance; affirmative action in favour of the marginalised; recognition of the role of women, hitherto ignored; recognition of the Constitution over laws and customs; rights of the family; and rights of women. The Constitution thus provides the legal framework for ensuring that the road and transport sector provides for equal participation in as well as benefit from road improvements for both women and men.

### 2.2.2 THE NATIONAL GENDER POLICY

The 1997 National Gender Policy has as its central aim to incorporate a gender perspective into planning, resource allocation and implementation of all development programmes in Uganda. The policy recognises the pervasive and crosscutting nature of gender and complements all sectoral and district policies and programmes by defining structures and key target areas for routinely addressing gender. It thus provides an operational framework for strengthening gender responsive road and transport sector planning, resource allocation and implementation, monitoring as well as evaluation of gender policy in lined ministries.

### 2.2.3 THE NATIONAL ACTION PLAN ON WOMEN

The Uganda's National Action Plan on Women, a follow up to the 1995 Beijing Conference is aimed at achieving equal opportunities for women by empowering them to participate in and benefit from socio-economic and political development. The National Action Plan on Women provides a setting to guide and assist key players in identifying and implementing gender responsive interventions at community, district and national levels. The four key areas for the advancement of women in Uganda have been prioritised as poverty, income generation and economic empowerment; reproductive health and rights; legal framework and participation in decision-making at all levels by men and women; as well as the girl child education. Labour Based Road Works (LBRWs) have the potential to contribute to the implementation of the National Action Plan on Women by promoting women's control of productive assets through provision of equal access to job opportunities as well as entrepreneurial skills

## **2.2.4 THE DECENTRALISATION POLICY**

Uganda's decentralisation policy states an obligation to gender responsive planning through fostering gender awareness among local politicians and district staffs to enable them address gender concerns. Further, the Local Government Act (1997) gives decentralised local governments the mandate to develop and implement development plans based on locally determined priorities. Furthermore, the amended Local Government Act (2001) has included definite spaces for women in important bodies of the local government ( $\frac{1}{3}$  of representatives should be women) such as the tender board, a body that plays a key role in the award of district road contracts. Decentralisation thus provides the overall institutional framework for gender responsive implementation of road works involving popular participation and bottom up planning. Ministry of Local Government (MOLOG) is in the process of developing guidelines for mainstreaming gender in all Local government activities.

## **2.2.5 THE POVERTY ERADICATION ACTION PLAN**

The Poverty Eradication Action Plan (PEAP), the overall national planning framework, recognises the significance of gender related inequities and recommends that all national policies, plans and programs must demonstrate clear sensitivity to gender. Accordingly, the **PEAP** requires that road sector policies, plans as well as investment programmes demonstrate an obligation to gender.

## **2.2.6 WHITE PAPER ON SUSTAINABLE MAINTENANCE OF DISTRICT, URBAN AND COMMUNITY ACCESS ROADS**

A White Paper (2001) maps out a framework for the development of a sustainable district, urban and community access road network over the next seven years and inter alia, emphasises the integration of women's participation in labour-based road works through:

- Working towards attainment of the 30% national goal and indicative figure in the White Paper;
- Sensitisation of all stakeholders on the benefits of involving women in road works and maintenance;
- Introduction of flexible working hours; and
- Increase women's access to training opportunities

## **2.2.7 DEVELOPMENT AID POLICY**

Many of Uganda's major bilateral and multilateral development partners in the road and transport sector state an obligation to gender responsive development. Considering that most of the financial support for road improvements is from development aid, gender equality and equity must of necessity be taken as crosscutting concerns that should be incorporated into the identification, design, implementation, monitoring as well as evaluation of road works.

## **2.2.8 PLAN FOR MODERNISATION OF AGRICULTURE (PMA)**

Plan for modernisation of agriculture is to operationalise the **PEAP**, about 80% of Uganda's population is employed in the agricultural sector and females, who constitute majority of the poor in Uganda contribute over 80% of the entire agricultural labour.

The road sector is one of the key pillars of the eight components in the implementation of PMA. This is because access to, and from farms and to markets is considered a prerequisite in regards to farm inputs, outputs, and extension workers involvement when the need arises. Gender mainstreaming in the road sector shall play core role in the whole process of modernising agriculture which as already seen is a very important weapon to poverty alleviation if key stakeholders (females) are targeted in the poverty alleviation initiative.

## 2.3 EXPERIENCE WITH THE STAKEHOLDERS

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Consultations through stakeholder workshops in seven districts in Northern Uganda revealed the following gender related issues in road improvement works:

Consultation with national, district and sub-county stakeholders on the process of road improvement works is essential

- Women are available, willing and able to undertake road works
- Women are already involved in road works and small scale contracting
- Women are generally recognised as being serious, honest and hard working
- Low levels of awareness regarding employment opportunities for women at all levels, including among women themselves
- Negative attitudes, at all levels, to women's participation in road works
- Unbalanced representation in favour of men in decision-making regarding road prioritisation, allocation of resources, and distribution of work
- Spousal (husband's) acceptance is an important enabling factor in the wife's participation in road works
- Availability and willingness of women to participate in road works may vary according to seasonal agricultural cycles. However, if wages are competitive, women may engage others to undertake agricultural and domestic chores
- Employing home-based labour rather than all-male mobile gangs will encourage female participation
- Work offered on task and piece rate rather than daily rate is more attractive to women, since it allows work to be shared or completed in time for women to undertake other domestic or agricultural work.

## 2.4 TRAINING

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The Mount Elgon Training Centre (**MELTC**), the national institution responsible for all the training related to labour-based road improvement and maintenance of district roads, recognises the centrality of gender as well as the importance of women's participation in road works. Accordingly, the **MELTC** curriculum provides for a module on Gender and Women's Participation offered in all the training courses and for all the various target groups. In addition, a **MELTC** Technical Manual for Labour-Based Road Works (LBRWs) intended for use as a field reference book on all "technical" and cross cutting issues has been developed. The manual includes "How to" steps as well as the standards plus rules and regulations to guide the contractor in addressing, amongst others, gender concerns during implementation. These initiatives equip all stakeholders with theoretical as well as practical skills to mainstream gender in **LBRWs**. It will be the responsibility of the districts with the advice of the District Engineer to screen and send contractors including district technical staff (both engineering and non-engineering) as well as relevant political leaders for training at **MELTC**. In doing so, the districts must ensure male and female representation.

It is within the above national and institutional policies and initiatives as well as the experience with the stakeholders in the districts that this Manual has been written.



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## Section C-3

### Integrating Gender in the Road Improvement Cycle

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## **Section C-3**

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# Integrating Gender in the Road Improvement Cycle

## 3.1 PREAMBLE

Gender mainstreaming in the road improvement cycle has been considered under three distinct programming areas, namely preparation and planning, implementation as well as impact evaluation. Key players in the district include; local government staff (engineering department staff, the community development officer, the labour and the gender officers). Non-Governmental Organisations (NGOs), Women representative at local levels (e.g. women councils, secretaries for women, and representatives from disadvantaged groups), involvement is also very vital. The activities are described in detail in the following sections.

## 3.2 PLANNING AND PREPARATION

Activities under planning and preparation include the Annual District Road Inventory and Condition Survey (ADRICS), road prioritisation and selection, contractor procurement, mobilisation and sensitisation.

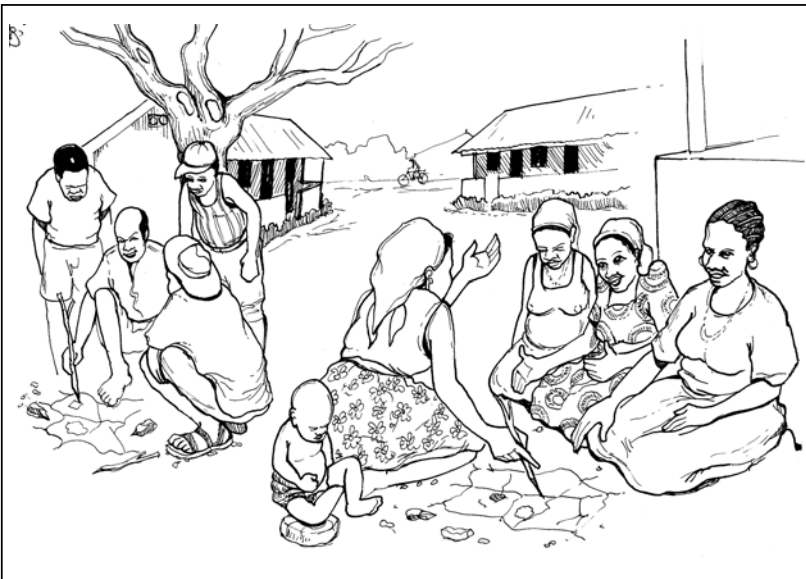
### 3.2.1 ANNUAL DISTRICT ROAD INVENTORY AND CONDITION SURVEY

**ADRICS** (Refer to Volume 1, Manual B) is a routine activity undertaken at the beginning of each planning cycle that involves collecting/updating data on the road condition including socio-economic data (using **Form C**). It is one of the major planning and preparatory activities for road improvement activities. The District Works Department, specifically the engineering assistants and the road inspector, shall work with the community development staff: the gender officer and the community development assistants, to conduct the **ADRICS**. During the process:

- Women shall be deliberately mobilised by the sub-county staff to participate in the sub-county inventory.
- Women's views shall be included in data collection.
- Women-specific transport needs shall be taken into account.
- Gender disaggregated data shall be used in the analysis.

### 3.2.2 ROAD PRIORITISATION AND SELECTION

The **RAMPS** programme, developed for the prioritisation of roads for maintenance and rehabilitation should take into consideration qualitative socio-economic data generated during the **ADRICS**. This will ensure that prioritised road works reflect the views and transport needs of both women and men. Key questions to be considered at this stage include: What is the potential impact of improving a road section to men and women? Who is likely to benefit more from the improvement of a road section?



### 3.2.3 **CONTRACTOR PROCUREMENT**

The process and end result of contractor procurement from pre-qualification to tender award shall be gender sensitive. This would mean that the District Tender Boards must be gender sensitive (The districts shall be required to send their Tender Board members for training at **MELTC**).

Pre-qualification of contractors will favour those who shall have undergone training at **MELTC** that includes gender--, demonstrate capability and willingness to address gender issues. The Detail Analysis Form (DAF) must be gender sensitive (Refer Volume 2, Manual A1).

In addition to technical and financial evaluation, tenderers will also be evaluated in regard to their response to gender related issues and their proposal of ways to secure gender equity and gender balance. The tender evaluation form is designed in such a way that it makes provision for appraisal of gender responsiveness (refer Volume 2, Manual A1 for samples of tender evaluation forms). During evaluation, first priority should be given to contractors willing to use labour-based technology, which is a prerequisite to addressing gender issues. Other factors to be considered would be availability of female technical staff, willingness to employ women and method of work e.g. task allocation and other forms of support to female workers.

The District Tender Board based on the advice and recommendations provided by the technical evaluation team and the District Works Departments will take the final decision to contract awards.

The District Councils should ensure that women are more equally represented among board members and in the evaluation team.

To ensure that gender issues are reflected in decision making, the evaluation team should co-operate closely with gender and community development officers.

### 3.2.4 **DETAILED SURVEY AND DESIGN**

In the calculation of bills of quantities, consideration should be given for sociological activities including gender-related concerns. Accordingly, estimates should include community meetings, mobilisation and recruitment of labour, provision of special facilities for women workers, participatory monitoring and the like.

### 3.2.5 **SENSITISATION AND MOBILISATION**

Various studies and stakeholder workshops<sup>1</sup> have indicated that there is poor awareness of gender inequalities in general and of the potential benefits of involving women in labour-based road works in particular. To reinforce the **MELTC** training, there will be a need to continue with gender awareness amongst the stakeholders in order to address gender as well as enlist genuine women's participation in and benefit from the road improvement process prior to and during road improvement works (see also Section Monitoring and Reporting). After the selection of roads for improvement, potential beneficiaries, sub-county officials, sub-county works or general-purpose committees and politicians in concerned communities and sub-counties will be mobilised through community meetings, radio programmes plus display of posters. The community meetings will be conducted as part of the Mobilisation Site Meetings (refer to information sheet and checklist in **Annex 4** for details) that are held prior to the beginning of road improvement works by the Contractor as follows. Following the Pre-tender Site Meeting, the Contractor -- awarded a tender -- with the assistance of the District Engineer or his/her representative shall convene a Mobilisation Site Meeting. The venue of the meeting shall be the sub-county headquarters in which works shall be executed. Arrangements shall be made with the sub-county administration to set a convenient date and time for the meeting.

The purpose of the meeting shall be to:

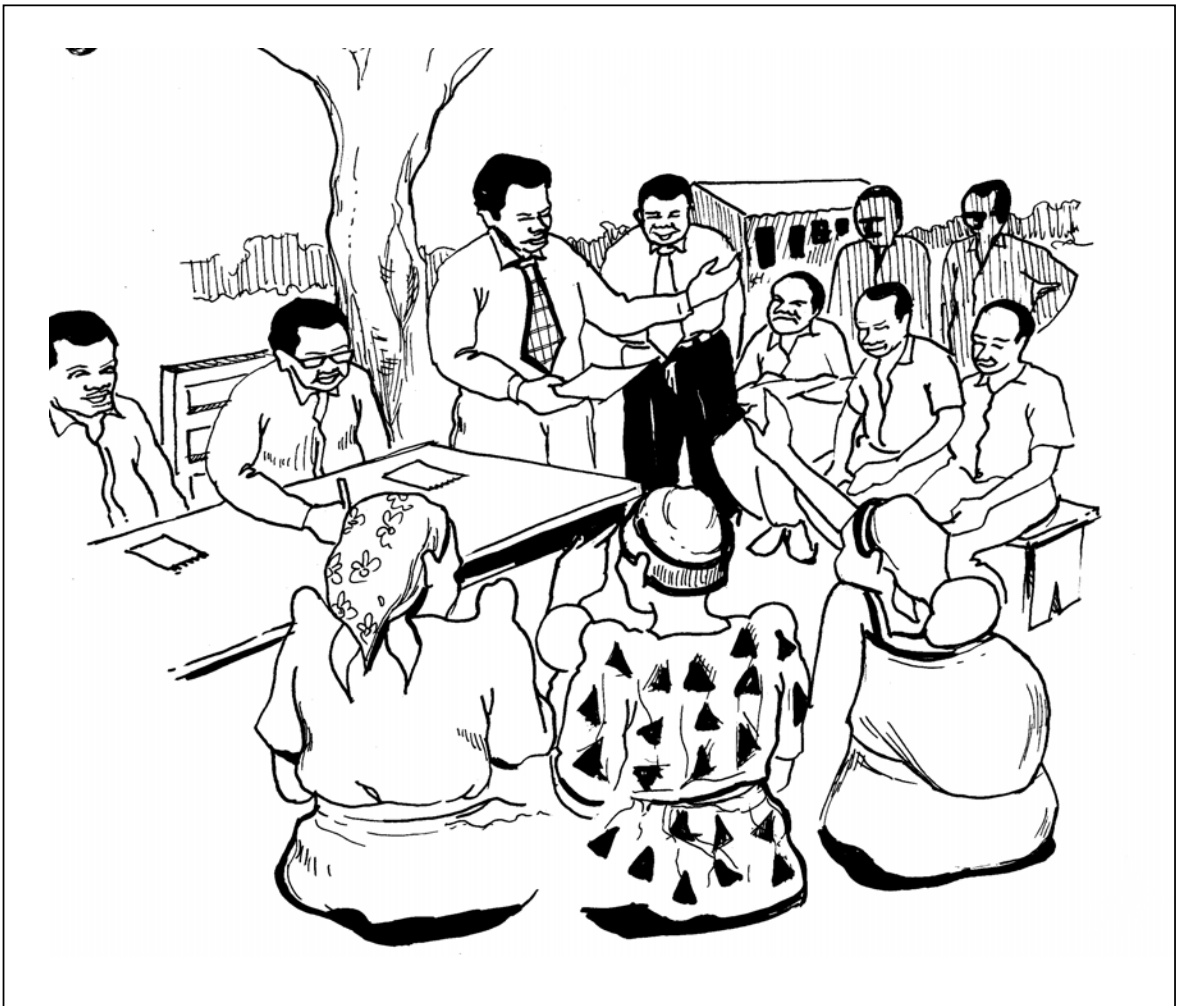
- Introduce the Contractor to the Sub-county Administration;

<sup>1</sup> IT Transport: Studies for the Road Sector Support Programme, Study Report on Environmental and Gender Action Plans, May 2000; Reports on Stakeholder Workshops on Gender Management and Action Plans, May and September 2000 and March 2001.

- Inform the local leadership about as well as to request them to participate in the mobilisation of their people for the works;
- To explain to Sub-county Officials the mode of operation such as work methods (task allocation and rates, working hours) and the target group eligible for employment laying emphasis on women's and other disadvantaged group's participation;
- Explain terms and conditions of employment
- Present and agree on the work plan for execution of the works and particularly set the date and venue at which recruitment meeting shall be held.
- Provide the local leaders with the Standard Notice of Recruitment (SNR) for display at public places in their respective communities.

During the meeting, the District Engineering staff assisted by the Community Development staff shall remind the Contractors and their staff as well as members of the community who are potential labourers about the significance of women's participation plus the incorporation of gender in labour-based road works. The community Development staff shall also use this opportunity to carry out an appraisal using a Gender Needs Assessment checklist provided for in **Annex 3**. Strategies on how to address gender and women's participation during road works shall be part of the discussions.

The Road Inspectors shall work with the Community Development Assistants, with the active participation of Sub-county Works Committee in carrying out sensitisation and mobilisation campaigns, site meetings and follow up activities.



### 3.3 IMPLEMENTATION OF ROAD WORKS AND SUBSEQUENT MAINTENANCE

Activities under implementation stage include road improvement works, monitoring and reporting. Road improvement works is the actual works process that will involve use of labour-based technology, while monitoring is the follow up process of works to ensure that activities are being undertaken according to plan. Integration of gender and women's participation in road improvement is action-oriented and can be elaborated as follows:

#### 3.3.1 ROAD IMPROVEMENT WORKS

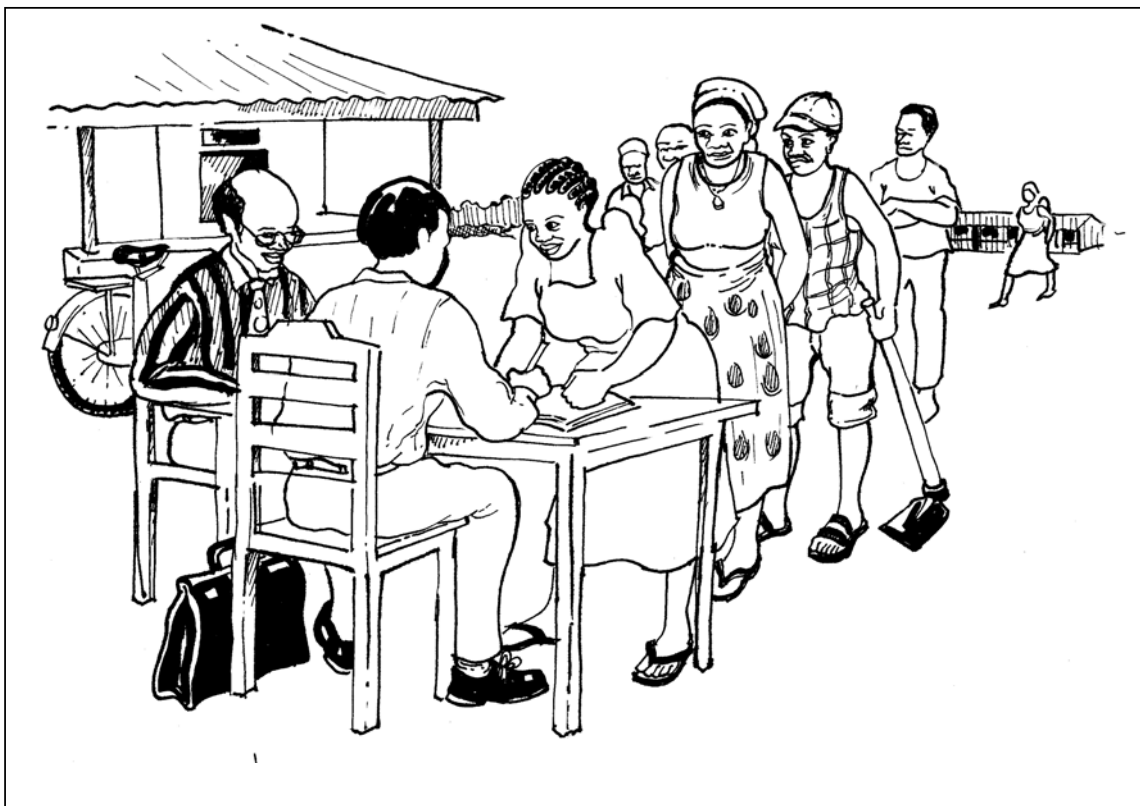
Road works will involve carrying out planned works, supervision of works, certification of payments and general contract administration. It must be recalled that during contract procurement at preparation phase, priority would have been given to contractors who are gender sensitive; for instance who have female staff, or had pledged to employ female workers.

During road improvement works, contractors must endeavour to comply with gender issues in the areas of:

- Recruitment of workers
- Work systems
- Flexibility in working hours
- Provision of special facilities for female workers such as sanitary facilities and shades for kids of working mothers

#### 3.3.2 RECRUITMENT OF WORKERS

Recruitment of unskilled labour follows mobilisation and sensitisation of sub-county officials as well as communities. Recruitment for each site should be carried out openly, preferably at a public meeting, a week before commencement of works. For contract work, the Contractor or his/her representative shall be



responsible with assistance from the local council or administrative staff. A representative of the District Engineer plus the Community Development Officer (Gender and Labour officers) should attend the recruitment meeting to ensure that correct procedures are followed.

To ensure appropriate dissemination of information about the recruitment as well as the participation of all potential workers including both women and men, the following procedures should be followed (refer to **Annex 6** for details):

- Announcement of labour requirements and recruitment meeting including the relevant location shall be made in good time (if possible two weeks in advance of the event) with specific encouragement to women
- A standard notice of recruitment shall be filled in and handed out to the local administrative leaders, local political leaders, women group's leaders, other local group leaders, church leaders, and youth leaders among others.
- Standard notices shall also be posted on public places such as schools, markets, trading centres and road junctions among others.
- Mobilisation meetings shall be convened by the Community Development staff for the local leaders and community members in locations where road works shall be taking place (see Sensitisation and Mobilisation above).
- In all cases, it must be stressed that both men and women are equally eligible for employment
- At the recruitment meeting, the Contractor or the representative of the District Engineer with the assistance of a member of the Local Council or local administration staff shall explain the nature of works to be undertaken, duration, contractor's obligations, terms and conditions of work, task allocation and working hours and their expectations.
- Discussions including points of clarification should be allowed as part of the process.
- A quota system to allow for a ratio of 1:1 women to men will be used. Depending on the numbers, potential workers will queue up (small number) or the ballot system will be applied if the applicants exceed the required number. All potential workers must be recommended by the local leadership.

### **3.3.3 WORK SYSTEM**

Whereas it is important to achieve high labour productivity for efficiency to be realised in **LBRWs**, consideration of special women's needs as well as other workers' human rights is equally important. The basic schemes currently used in labour payment include:

- Daily payment whereby workers are paid an agreed sum of money each working day in return for a fixed number of hours. While the dispersed nature of site activities makes supervision of daily works difficult, this would provide the greatest output incentive to labour.
- Piecework whereby workers are paid an agreed sum of money per unit of output. The daily output is usually left to the discretion of the worker. Management problems include increased difficulties with planning, setting out and control of work due to varying outputs from individual workers
- Task work whereby workers are paid a fixed daily wage in return for a fixed quantity of work.

The task work system is based on the output achievable within a working period of 8 hours. However, individual workers may work more intensively or devise a means of achieving the task in less time. For example, a worker may decide to hire fellow members of the community to assist with allocated task. Apart from being highly productive, this would allow workers to be released for their own activities as soon as they have satisfactorily completed their task unlike in the daily paid system that would require the worker to wait for time to elapse. This makes it the most suitable work system for women with competing domestic responsibilities.

### 3.3.4 FLEXIBILITY IN WORKING HOURS

Flexibility in working hours is important for the increased participation of women. Flexibility involves the contractor allowing workers to undertake their task at whatever time they feel convenient, provided it is within the time limit that would allow the contractor staff to provide supervision.

Though not commonly in use, flexibility in working time has been adopted for labour-based road works and should be encouraged and used where possible except for where activities are difficult to measure. Used in combination with task works system, more women are likely to be attracted. Given their numerous roles, women may not be able to go to work early and may need to go back to their homes before the official time to attend to domestic responsibilities.

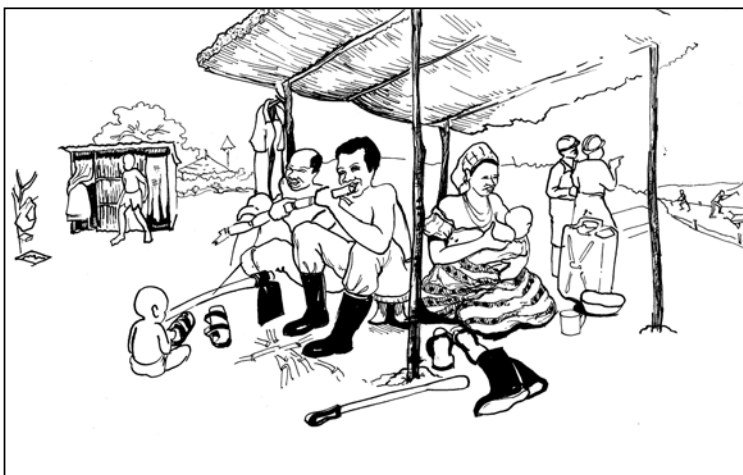


### 3.3.5 PROVISION OF SPECIAL FACILITIES FOR MEN AND WOMEN

Some of the key facilities provided at work sites (discussed under work place safety and health) include sanitary and protective.

It is common practice for sanitary facilities to be provided generally for both men and women. This has often resulted in the female workers fearing to use the sanitary facilities in fear of embarrassment from their male counterparts. In some cases this has been a de-motivating factor preventing women from coming to work or continue working on roads. Contractors must therefore provide separate sanitary facilities for male and female workers, the cost of which should be included in the bills of quantities.

In order to encourage and support breast-feeding mothers to work, contractors should construct temporary shelters from sun heat and rain for baby sitters and children, the costs of which would also be included in the bills of quantities.



For ease of monitoring, all the above are included in the contract administrative documents, especially Conditions of Contract (Volume 2, Manual A1). The district technical staff, especially those from community development will use the Conditions of Contract document to monitor contractors' compliance with the gender issues.

### 3.3.6 CONTRACT ADMINISTRATIVE DOCUMENTS

Contract administrative documents must specify the contractor's obligations to gender responsive implementation of road works. The instructions to tender and the conditions of contract documents must specify the contractors' obligation to:

- Inform women of employment possibilities
- Employ as many women as possible
- Employ women in all positions such as supervisors and head-persons and allocate to them non-traditional tasks. Contractors must keep muster roles that indicate this
- Pay men and women equal salaries and maintain pay roles that indicate this
- Operate with flexible working hours and take into consideration seasonal agricultural cycles and women's productive and reproductive roles
- Operate with home/community-based labour and not with permanent labour gangs
- Provide facilities specifically required by women (safe toilets, washing places etc.)
- Co-operate with NGOs and the District Community Development Department to secure availability of gender expertise, and community participation skills etc. when required (e.g. to mobilise for increased participation of women, mediate in conflicts etc.)
- Provide on-the-job training of women (if and when required) and secure training of women in supervisory positions
- Prepare and train workers, especially women, in subsequent routine maintenance
- Provide for and participate in regular meetings with the communities with participation of all relevant district and sub-county staff. The meetings will serve among other things to enable participation of communities in decision making and supervision (see below) through sub-county works committees, but also to disseminate the information about the causes and prevention of HIV/AIDS.

These activities are the responsibility of the District Works Departments with support from the gender officer/community development officer.

### **3.3.7 MONITORING AND REPORTING**

Monitoring and reporting will be on contractor's compliance with addressing gender as well as women's participation in road works. The monitoring mechanism will include but not be limited to monitoring site visits and meetings (refer to **Annex 4** for details). Monitoring site visits shall be done on a monthly basis by community development staff and sub-county works committee. Site visits shall be preceded by monitoring site meetings. Monitoring site meetings shall be attended by among others the community development staff, members of works committees, workers' representatives and members of the community.

Minutes and reports will elaborate on how well and by how much the road improvement process is contributing towards gender equality and equity, including women's participation. Some of the gender sensitive process indicators to be used for monitoring are in **Annex 7**: progress being made on female workers recruitment, task allocation and working hours including provision of special facilities for women. The District engineering staff shall use the Gender Compliance Monitoring and Evaluation Checklist to collect data on the extent of Contractor's compliance with gender issues (refer to **Annex 6** for details). This shall be the basis for the payment of the last certificate.

Workers must be informed about appeal procedures. They must know how, and to whom to file their complaints. The sub-county works committee shall be charge with this responsibility. A complains register shall be opened at the sub-county head quarters. The district labour officer shall work with the person(s) in-charge of the complains register so that workers complains are handled promptly and courteously by people mandated to investigate and make recommendation or rulings as deemed fit.

Monitoring Site Meetings shall also be used for continued gender awareness creation of both the contractors and workers.

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## 3.4 IMPACT EVALUATION

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Data collection for baseline surveys and impact evaluation will be gender disaggregated (e.g. distinguish between male and female pedestrians, male and female use of transport means etc.), include gender indicators and take women's needs and views into consideration.

The baseline survey form attached includes provisions for tracking gender relevant issues, in particular the effects of the road improvement on women's work burden and transport patterns (male and female pedestrians, bicycles use, and other transport).

Annex 6	:	Labour Recruitment Procedure
Annex 7	:	Process and Poverty Orientated Outputs and Indicators
Annex 8	:	List of References

Section C1	:	General Information
Section C2	:	Overview of Gender Guidelines for District Engineers (GGDE)
Section C3	:	Integrating Gender in the Road Improvement Cycle

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## Section C-4

### Proposed Institutional Framework, Roles and Responsibilities of Key Actors

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Annex 1	:	Proposed Institutional Framework of Key Players in Gender in Road Improvement Works
Annex 2	:	Road Improvement Cycle
Annex 3	:	Gender Needs Assessment Checklist
Annex 4	:	Meeting Information Sheets and Checklists (for Pre-Tender, Mobilisation, Monitoring and Maintenance meetings)
Annex 5	:	Gender Compliance Monitoring and Evaluation Checklist

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## Section C-4

### Proposed Institutional Framework, Roles and Responsibilities of Key Actors

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Institutional Framework, Roles and Responsibilities of Key Actors ...	Page	4-1
Preamble .....	page	4-1
District Level .....	page	4-1
Sub-County Level .....	page	4-2

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# Proposed Institutional Framework, Roles and Responsibilities of Key Actors

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## 4.1 PREAMBLE

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To ensure sustainability of the process, the responsibility for integration of gender issues into the planning, implementation, supervision and monitoring of road improvements will be anchored in the local government system.

That is the institutions and actors that are responsible for road works and gender issues respectively as per the Local Government Act, 1997.

Summary of the institutional set-up is shown in **Annex 1**.

## 4.2 DISTRICT LEVEL

---

At district level the District Works Departments, the District Works Committee, and the District Tender Board are overall responsible for road works and they act as the client on behalf of the District Local Government.

The Works Committee and the Tender Board are decision-making bodies whereas the Works Department through the District Engineer and other Engineering staff are the executive body.

As far as gender issues are concerned the Works Department co-operates closely with the Department of Community Development – the Gender Officer or the Community Development Officer where there is no Gender Officer.

The District Works Committee approves the proposal of roads selected for improvement by the District Works Department and participates in management meetings for supervision and monitoring of road works, including the compliance of the contractor with the gender issues and employment of women stipulated in the conditions of contract documents.

The Tender Board takes the final decision as regards contract awards based on the recommendation of the Evaluation Committee. As regards gender issues and employment of women in labour-based road works, the Tender Board ensures that contracts are awarded to contractors that are responsive to gender and employment of women as stipulated in the tender evaluation and contract administrative documents.

The District Engineer and the Road Inspectors are responsible for execution of road improvements – they plan and design the road works, deal with contract management, and supervise and monitor road works. In close co-operation with the Gender Officer or if the position is vacant, the Community Development Officer<sup>1</sup>, they are charged with the integration of gender in their plans as well as ensuring that contractors comply with their gender responsive obligations. They also ensure that site meetings (pre-tender, mobilisation, and monitoring and maintenance meetings) are conducted (with the support of community development staff) and that gender is addressed during these meetings.

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<sup>1</sup> According to the National Gender Policy each district is to employ a Gender Officer, but in most districts supported by DRNS the position is vacant. The stakeholder workshop on GEMAP conducted in March 2001 has agreed that the CDOs should push for employment of Gender Officers.

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### 4.3 SUB-COUNTY LEVEL

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At the sub-county level, the Sub-county Works or General Purpose Committee is the focal point for road improvement, which also represents the interest of the respective communities. The Committee takes part in the monitoring of road works through participation in site visits and meetings where it represents the communities and parishes and their political institutions. It also supports the sensitisation of the population. The Road Inspector (assigned for each county) and the Sub-county Community Development Assistant (CDA) provide the committee with technical support.

The **CDA** is responsible for gender including gender sensitisation as well as mobilisation of women for road works.

The communities pursue their interests as regards road works supervision and gender equality through the Sub-county Works or General Purpose Committee and they participate in site meetings with contractors, employees and technical staff.

The contractor is responsible for the execution of road works in accordance with the gender concerns stipulated in the contract. He/She is obliged to conduct and participate in site meetings and the agenda for these meetings will make provision for gender issues.

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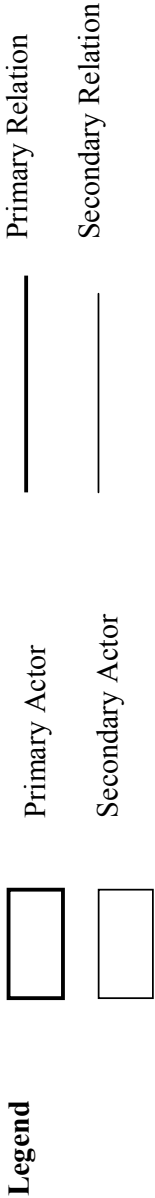
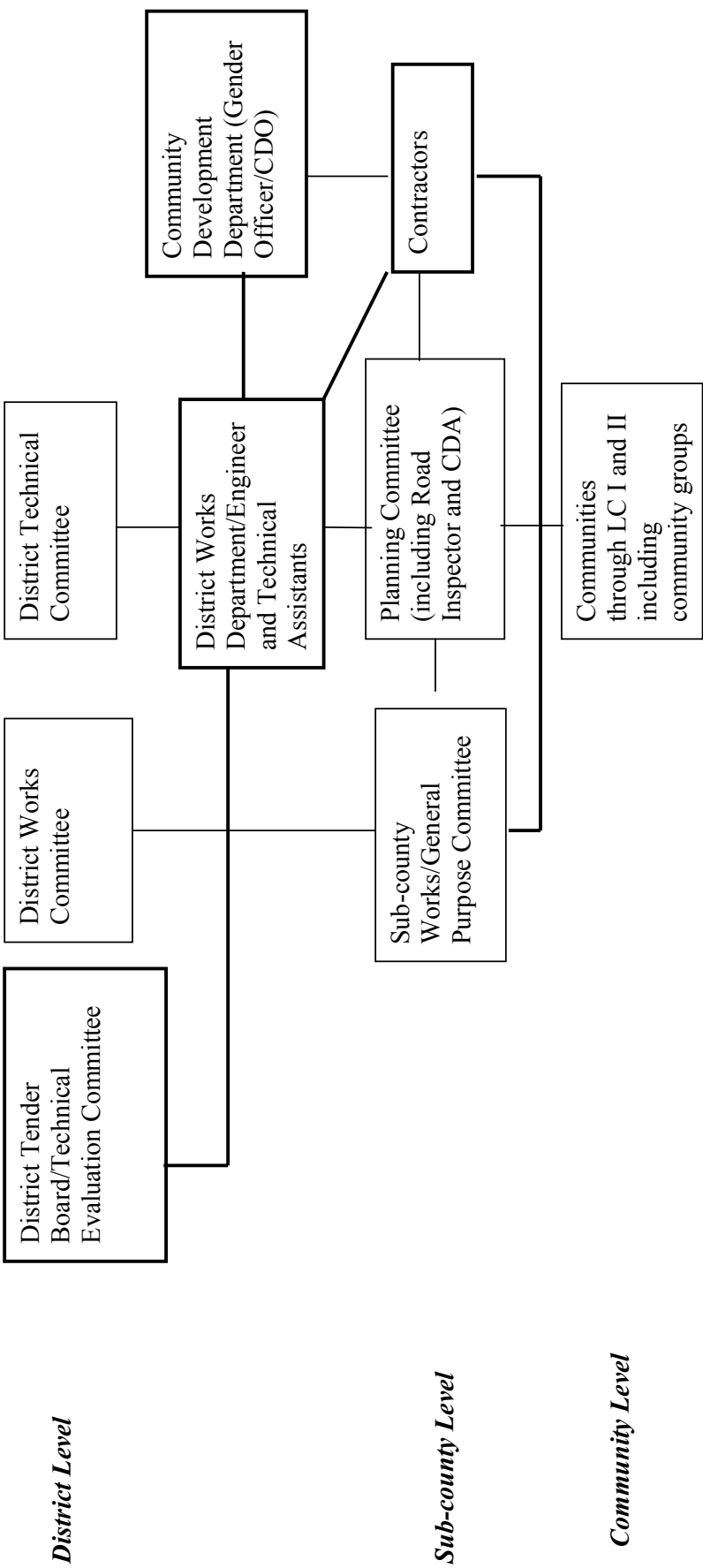
# **Annex 1**

## **Proposed Institutional Framework of Key Players in Gender in Road Improvement Works**

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PROPOSED INSTITUTIONAL FRAMEWORK OF KEY PLAYERS IN GENDER IN ROAD IMPROVEMENT WORKS





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## **Annex 2**

### **Road Improvement Cycle**

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## Annex 2

## ROAD IMPROVEMENT CYCLE

***Preparation  
and Planning***

**Annual Road Inventory  
and Condition Survey**  
(including technical and  
gender disaggregated socio-  
economic data collection)

**Road Prioritisation and  
Selection** (use of gender  
disaggregated socio-  
economic data and RAMPS  
computer programme)

**Procurement of  
Contractors** (Contractor  
pre-qualification and award  
process gender sensitive)

**Detailed survey and  
Design** (bills of quantities  
and contract documents  
provide for gender issues)

***Implementation***

**Road Works-** Contract  
administration, carry out  
planned works, supervision  
on performance including  
compliance with gender

**Monitoring and reporting  
on Road Works - Site**  
Monitoring Meetings to  
monitor compliance with  
gender issues and regular  
reporting

***Impact -Evaluation***

**Impact Evaluation -**  
Collection and Processing  
of comparative gender  
disaggregated socio-  
economic data to  
determine impact after 1  
and 2 years



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## **Annex 3**

### **Gender Needs Assessment Checklist**

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**3**

**ANNEX**



# Ministry of Works, Housing and Communications

## District Road Works

### Gender Needs Assessment Checklist

#### **1. Background**

- Road sector and distance
- Contractor
- Contract identification

#### **2. Nature and extent of works**

#### **3. Significant Gender Concerns**

- Availability of men and women for road works
- Community attitudes to women and men's involvement in road works
- Spousal support - especially of women - for engagement in road works
- Willingness of women and men to participate in road works
- Existing seasonal gender division of labour, i.e. establish gender roles for peak and non peak agricultural seasons
- Level of skills for road works by sex: technical skills, contracting capacities (for maintenance), semi-skilled and unskilled
- Gendered distribution of resources
- Alternative sources of employment by sex
- Existing community structures in support of women, i.e. women's groups, extended family to care for children
- Access to information by women and men on employment opportunities
- Working system preferred (daily payments, task and piece rate)

#### **4. Proposed measures to address the gender concerns prior to implementation**



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## **Annex 4**

### **Meeting Information Sheets and Checklist**

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## **Annex 4**

### **Meeting Information Sheets and Checklist**

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Pre-Tender Meeting / Site Visit .....	Page	1
Mobalisation Site Meeting .....	Page	2

# PRE-TENDER MEETING / SITE VISIT

## Meeting Information Sheet and Checklist

### **PREAMBLE**

Following advertising for Tenders (Bids) and procurement of Contract documentation by Pre-qualified Contractors, and prior to preparation and submission of Tenders to the Client, all Tenderers shall attend the Pre-Tender Meeting / Site Visit to determine and/or clarify matters concerned with performance of the whole of the Works.

The Pre-Tender Meeting / Site Visit will include the following;

- Tenderers who have expressed interest in and procured contract documentation for the Works,
- Client's / Employer's representative(s),
- Representatives of the Local Community / Communities, including members of their Sub-County Works Committee(s), in which the Works are to be performed,
- Community representatives of special interest groups including Women and Youth organisations.
- Representatives of district / sub-county Community Development, Gender and Environment staff, and
- Representative(s) of the Donor Agency / NGO where the funding source for the Works originate therefrom.

All Tenderers, on completion of attendance at the Pre-Tender Meeting / Site Visit, shall be responsible for having their Certificate of Tenderer's Site Visit signed by the Client's / Employer's representative as proof of attendance and this Certificate (copy attached) shall be included as part of the Contractor's Tender for the Works.

Failure by any Tenderer to attend the Pre-Tender Meeting / Site Visit may result in loss of points during Tender Evaluation and failure to be considered for an Award of Contract.

### **CHECKLIST**

- The following CheckList of activities, to be undertaken during the Pre-Tender Meeting / Site Visit, is for guidance only and may not be fully inclusive.
- Meet with Local Community leaders as a precursor to development of good working relationships. Such meeting(s) should include discussion of mutual obligations by the Contractor to the Community and by the Community to the Contractor, including all issues relating to gender sensitivity, environmental protection, work place health and safety including HIV/AIDS, etc.; refer Conditions of Contract and Contract Data.
- Comparison of the BoQ with the Scope of the Works on the Site, including a study of all Items to be performed, their timing, resource requirements, etc.
- Agree with the Local Community location(s) for the Site Camp and other facilities including latrines, waste disposal, etc.
- Determine the availability of Labour, both male and female, within the Local Community / Communities, and discuss and agree the working conditions, method of recruitment, working hours, salary structure including the minimum wage, frequency of payment, etc.; refer Clauses 9 and 50 of Conditions of Contract and Clause 32 of Contract Data.

- Determine the availability and locations of and condition of access to sources of Materials approved by the Client for fill, surfacing, aggregate, sand, water, etc., and agree with the Local Community / Community's representatives how best to access these resources and the costs, if any, thereof.
- Agree with the Local Community / Community's representatives locations for safe parking and servicing of equipment, storage of fuels and lubricants, etc.
- Determine the scope of work required to ensure Environmental Conservation during performance of the Works and subsequent Environmental Restoration activities required on completion of the Works.
- Agree any measures necessary to ensure Security of the Contractor's property and all those workers employed from the Local Community / Communities.
- Particular attention should be paid to BoQ, Bill number 6, Preliminary and General Items, to ensure adequate and realistic provisions are made for those Items included in the Contract.
- Other issues / matters as the Tenderer sees appropriate to the Scope of Works.

# MOBILISATION SITE MEETING

## Meeting Information Sheet and Checklist

### **PREAMBLE**

Following the award of tender/procurement of contract by the Client to the pre-qualified contractor, all the relevant stakeholders shall attend a Mobilisation Site Meeting to confirm what were discussed during Pre-Tender Site Meeting, and mobilise the required resources for implementation of works.

The Mobilisation Site Meeting shall be attended by the following:

- Client's representative
- Contractor
- Members of the sub-county Works Committee
- Representatives of the community including special interest groups such as women, youth and persons with disabilities
- Representatives of the district and sub-county community development, environment and labour staff
- Representative(s) of the Donor Agency / NGO where funding source for the works originates therefrom

The client's representative shall ensure that minutes are duly taken and produced during and after the meeting respectively, and distributed to all the relevant stakeholders. Failure by the Contractor to participate in Mobilisation Site and other subsequent meetings may result in poor communication between the contractor and the communities in which road works would be taking place. The Client and the Donor Agency / NGO providing funds for works will bear no responsibility whatsoever in the event that this leads to the cancellation of contract.

### **CHECKLIST**

The following checklist of activities, to be undertaken during the Mobilisation Site Meeting, is for guidance only and may not be fully inclusive.

- Meet with members of the local communities and sub-county stakeholders as a precursor to development of good working relationship. The meeting will discuss and confirm among others mutual obligations by the contractor to the community and by the community to the contractor, including issues relating to gender sensitivity, environment conservation, workplace health and safety issues including HIV/AIDS prevention
- Presentation and discussion of work plan
- Confirm locations for site camp, and other facilities including latrines, waste disposal etc.
- Discuss labour mobilisation strategy and recruitment method for both male and female, working conditions, working hours, salary structure including minimum wage and frequency of payment (Clauses 9 and 50 of Conditions of Contract and Clause 32 of Contract Data)
- Confirm the availability, location of and condition of access to sources of materials approved by the Client for fill, surfacing, aggregate, sand, water, etc. and agree with representatives of the local communities modalities for accessing these materials and the cost if any thereof
- Locate and acquire storage facility in the community including the costs involved

- Agree on any measures necessary to ensure security of the Contractor's property and all those workers employed from the local communities
- Other issues/matters as the Meeting find appropriate

# MONITORING SITE MEETING

## Meeting Information Sheet and Checklist

### **PREAMBLE**

Following the commencement of road works by the Contractor, Monitoring Site Meetings shall be held on a monthly basis. These shall be attended by all the relevant stakeholders to ascertain whether the Contractor is carrying out his/her work in line with gender, environment and workplace health and safety issues contained in the contract documents.

The Monitoring Site Meeting shall be attended by the following:

- Client's representative
- Contractor's representative
- Workers' representative (male and female representation)
- Members of the sub-county Works Committee
- Representatives of the community including special interest groups such as women, youth and persons with disabilities
- Representatives of the district and sub-county community development, environment and labour staff
- Representative(s) of the Donor Agency / NGO where funding source for the works originates therefrom

Minutes of the meeting shall be taken by the client's representative who shall produce and distribute to all the relevant stakeholders. Failure by the Contractor to organise and participate in Monitoring Site Meetings may result in poor communication between the contractor and the communities in which road works would be taking place. The client and the Donor Agency / NGO providing funds for works will bear no responsibility whatsoever in the event that this leads to the cancellation of contract.

### **CHECKLIST**

The following checklist of activities, to be undertaken during the Mobilisation Site Meeting, is for guidance only and may not be fully inclusive.

- Meet with members of the local communities and sub-county stakeholders as a precursor to maintaining good working relationship. The meeting will follow up on mutual obligations by the contractor to the community and by the community to the contractor, including issues relating to gender sensitivity, environment conservation, workplace health and safety issues including HIV/AIDS prevention as agreed in Pre-Tender and Mobilisation Site Meetings
- To clarify the mode of operation such as work methods (task allocation and rates, working hours). This should include the period of time the Contractor expects to keep each recruited worker on the job for purposes of maintaining a constant workforce so that the work schedule is not affected.
- To explain the target group eligible for employment. In all cases, it must be stressed that, both men and women are eligible for employment. Explain the likely application of 50% quota system in the recruitment to allow for a ratio of 1:1 of women : men or where this is not achievable, at least 30% of the labour force should be women. Emphasise that women's participation should not be restricted to only work that is traditionally associated with women but that it should include supervisory roles and other otherwise "manly" work. Youth and Persons with Disabilities should also be considered as special cases.

- Confirm locations for site camp, and other facilities including latrines, waste disposal etc.
- Follow up on availability of materials approved by the Client for fill, surfacing, aggregate, sand, water, etc. and find out whether the Contractor is getting any problem in accessing these materials
- Revisit security issues related to the Contractor's property and all those workers employed from the local communities
- Explain terms and conditions of employment
  - mode of payment (amount to be paid for each categories of workers and after how long.)  
Basing on what is stated in the Conditions of Contract document, the wage amounts should not vary so much from what the community would have proposed during Pre-tender Site Meetings since it is the basis on which the contractors prepare their bills in the bid documents.
  - Provision of clean drinking water and meals at the site
  - Provision of First Aid Kit
  - Provision of quality hand tools, etc.
- Present and agree on the work plan for execution of works and particularly set the date and venue at which recruitment meeting shall be held.
- Discuss the labour mobilisation strategy and recruitment method for both male and female Provide the local leaders with the Standard Notice of Recruitment (SNR) for display at public places in their respective communities. In this case, local leaders shall include LC officials, officials of community and women groups, church and youth leaders among others. Standard notices shall be posted to public places such as schools, announcements at market places, trading centres and road junctions, floats in busy such as sub-county notice boards, tree trunks along roads and at health units notice boards among others.
- Other issues/matters as the Meeting find appropriate

# MAINTENANCE MEETING

## Meeting Information Sheet and Checklist

### **PREAMBLE**

Immediately following substantial completion of the whole of the contracted works, a Maintenance Site Meeting shall be convened at the works site to determine and clarify matters concerned with the future Routine Maintenance of the whole of the Works. Reference is made to the **PAF** Guidelines for Planning and Operation of District Road Maintenance and Rehabilitation Programmes.

The Maintenance Site Meeting will include the following;

- Client's / Employer's representative(s)
- Members of the Sub-county Works Committee
- Representatives of the community including special interest groups such as women, youth, persons with disabilities, and people living with HIV/AIDS
- Representatives of the district and sub-county community development, environment and labour staff
- Representative(s) of the Donor Agency / NGO where funding source for the works originates from, and
- Intending Contractors

The meeting shall be convened by the Client with minutes taken regarding appropriate arrangements for Routine Maintenance of the whole of the Works agreed prior to the issuance by the Client to the Contractor of Certificates of Completion and Environment Restoration.

### **CHECKLIST**

The convening of this Maintenance Site Meeting in no way exonerates the Contractor from his/her obligations to complete the whole of the Works, including correction of defects during the Defects Liability Period and undertaking Environmental Restoration of the Site(s).

The Meeting shall address and agree who will be the Routine Maintenance Contractor responsible for undertaking routine maintenance activities; possibilities include-

- an individual from the Local Community / Communities concerned,
- an individual representing a special interest group including women and youth organisations,
- the Contractor responsible for the ongoing Works, or
- some other suitable arrangement.

The Meeting shall also discuss and agree who will be responsible for the supervision of routine maintenance Contract including the roles and responsibilities of relevant stakeholders including:-

- the Community / Communities (where the Contract is not with the Community),
- the Sub-county Works Committee, or
- other suitable arrangement

The Meeting shall take full cognisance of the PAF Guidelines for Planning and Operation of District Road Maintenance and Rehabilitation Programmes, which require routine maintenance, works to be undertaken by labour-based methods; taking into account:

- labour mobilisation strategy, especially using women to perform the works
- ways of addressing gender and environment issues,
- workplace health and safety issues including HIV/AIDS prevention in routine maintenance contracts,
- availability of and access to materials for use in maintenance work,
- other issues/matters as the Meeting find appropriate

The meeting shall identify training needs for all those responsible for performance including implementation and management of routine maintenance Contract.

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## **Annex 5**

### **Gender Compliance Monitoring and Evaluation Checklist**

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# Ministry of Works, Housing and Communications

## District Road Works

### Gender Compliance Monitoring and Evaluation Checklist

#### I Background Information:

Name of contractor: .....

Contract identification: .....

Location: .....

Total distance: .....

#### II Nature and extent of work:

.....

.....

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#### III Gender Concerns:

Access to information on employment opportunities by male and female members of the communities

	Good	Fair	Poor
Male			
Female			

Recruitment process (fairness to male and female members of the community)

	Fair	Unfair
Male		
Female		

Number of workers employed and working

Male	
Female	
Total	

## Number of workers employed in different positions

Position	Male	Female	Total
Managing Director			
Site Agent			
Foreperson			
Assistant Forepersons			
Headperson			
Site Clerk			
Accountant			
Store Keeper			
Others			

## Number of workers undertaking different tasks

Task	Male	Female	Total

Equal payment of male and female workers (Yes/No)

Elaborate:

.....

.....

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.....

Working system in use (daily payment/task rate/piece rate)

Elaborate:

.....

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Flexibility in working time (Yes/No)

Elaborate:

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Workers recruitment:

	Male	Female	Total
From within			
From outside			
Total			

Elaborate:

.....

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.....

Provision of special facilities for male and female workers:

Facility	Male/Female	Remarks

Provision of on-the-job training:

Training	Male	Female	Remarks

Community participating in decision-making:

Meeting	Attendance		Remarks
	Male	Female	
Mobilisation			
Monitoring			
Maintenance			
Others (specify)			
Others (specify)			
Others (specify)			

#### IV Innovations at coming up with measures to address gender concerns

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#### V Conformity to existing policies and existing legal framework

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**VI General Comments/Recommendations**

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Name of Monitoring/Evaluation Personnel: .....

Designation: .....

Signature/Date: .....

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## **Annex 6**

### **Labour Recruitment Procedure**

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# Labour Recruitment Procedure

## **PREAMBLE**

After tender award to Contractors, mobilisation and sensitisation of the stakeholders, especially those at the sub-county and community levels recruitment shall follow. The recruitment of unskilled labour for each site should be carried out openly, preferably at a public meeting, as early as a week before commencement of works. This will be the responsibility of the Contractor or his/her representative with the assistance from Local Council structure or other local administrative staff. A representative of the District Engineer as well as the Community Development office (Labour Officer) should attend the recruitment meeting to ensure that correct procedures are followed.

## **COMMUNITY MEETINGS**

Following the successful holding of Mobilisation Site Meeting, the Contractor with the assistance of Community Development Assistant and local leaders shall convene a community meeting. The purpose shall be to inform the community members about the employment opportunities and the nature of works to be undertaken. Special mention shall be made of provision of equal opportunities to men and women including other special groups of people such as youth and people with disabilities with the bid to encourage them to come forward and participate. The meeting shall be convened at locations with settlements where road works shall be taking place.

The purpose of this meeting shall include:

- Repeat issues discussed at Mobilisation Site Meeting to the local communities for purposes of reaching the target group for labour recruitment.
- Confirm the issues discussed at the Mobilisation Site Meetings e.g. wage rates, provision of meals, safe drinking water and first aid kits.
- Talk to community members especially men to allow their wives to go and work.
- To allow community members ask questions or seek clarity on certain issues.
- Discuss labour requirements and set date and venue for recruitment meeting. This should preferably be two weeks in advance of the event (with specific encouragement to women to come in large numbers)

## **RECRUITMENT PROCESS**

The process shall follow the following procedure:

- A recruitment meeting shall be convened on the date, time and venue agreed at the Community Meeting.
- In attendance shall be the Contractor or his/her representative, District Engineer or his/her representative, Community Development staff, representative of the Consultant/NGO, LC I, II, III officials of the area, Sub-county Works Committee, Local Leaders and any other interested observers.
- At the meeting, the Contractor or his/her representative the District Engineer or his/her representative shall explain the nature of works to be undertaken, duration, contractors obligations, terms and conditions of work, task allocation and working hours and their expectations.
- Discussions will follow as a reaction from those attending the meeting and seeking recruitment and clarification to issues raised by the Contractor or the District Engineer (or their representatives).
- The job seekers are then invited to come forward and form orderly queues. Depending on the number required, and the recommendation from the local leaders, all those eligible would be taken.

In case the number of job seekers is higher than the required number, a lottery method especially a ballot system shall be applied.

- In doing so, a 1:1 male to female ratio shall be maintained and a given number of the secret ballot with **yes** for employment should add up to 50% of either side. To ensure that this required ratio is achieved, men and women shall be required to pick their chances separately. In the event that there are less women, efforts should be made by Contractors to ensure that women constitute 30% of the workforce at all times.
- All the people recruited should sign or thumb print the recruitment book/form as a sign of their commitment to work. Apart from this, each of the workers must be issued with a card spelling out terms and condition of service signed by the Contractor. The card shall bear the worker's identification number. The worker's signature in the recruitment register and the signed card provided to each of the workers shall act as a contract between the Contractor and.
- Priority will be given to members of the community living not more than 3 km radius along the road to be improved. This will provide benefits to the immediate communities and discourage labour gangs and camp sites with their disadvantages since the workers shall be able to operate from their homes. This will also encourage women participation as they are able to operate from their homes and giving them a chance to cater for their domestic chores, which is a gender role
- A copy of the recruitment list should be kept at the sub-county by the Sub-county Chief who is the Secretary of Works Committee (refer to attached format)
- Each worker shall maintain the number of his/her registration as an identification number. This will be transferred to the Muster Roll in the manner they appear in the recruitment register.

## Name of Road link.....

Sub-county and District.....

[illegible]

Signature \_\_\_\_\_  
S/C works committee member

.....

Date.....

## WEEKLY MUSTER ROLL

Name of Road link: .....

Contract Number: .....

Sub-county and District: .....

[illegible]

- *The Numbers and names in the muster roll must follow as in the recruitment form.*
- *The technical person supervising site works on a daily basis will manage the muster roll.*
- *Labourers will sign the muster roll against their names at the end of every week in acceptance to the number of days reflected on the muster roll if at all it matches the number of days they have worked.*

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## **Annex 7**

### **Process and Poverty Oriented Outputs and Indicators**

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## **Process and Poverty Orientated Outputs and Indicators for Monitoring Incorporation of Crosscutting Issues in Road Improvement Activities and Impact of Road Improvement on Poverty Reduction**

### **Introduction**

In programme planning and management it is often easy to link inputs - activities - outputs - purpose - goal. To realise outputs and purpose, inputs are put to use through activities. However, the "how" these activities are implemented to be able to achieve the outputs in the most realistic manner leading to realisation of the goals is often ignored. There is need for quality control in activity implementation if quality outputs that lead to achievement goals are to be realised. The road improvement process is not an exception in application of quality control towards realisation of quality outputs.

In a road improvement process, the "how" is the extent to which crosscutting issues are being addressed in activities implementation process. The crosscutting issues include gender and women's participation, environment, workplace safety and health including HIV/AIDS prevention. Quality implementation of activities would require that the crosscutting issues be addressed in all the stages of the road improvement process. In order to ensure quality implementation of activities in a road improvement process, outputs and indicators for monitoring incorporation of crosscutting issues referred to as "process indicators" have been developed. This is summarised in the Table below.

Programme interventions are geared towards achievement of set objectives. It is only when the objectives are achieved that the programme intervention is useful to the target groups. Set objectives are achieved through use of outputs realised as a result of activity implementation. In order to know that the results are leading to achievement of set objectives, there is need to have guiding outputs and indicators.

The development objective of road improvement programmes is in most cases poverty reduction, social development, economic growth in rural areas through enhanced accessibility and increased employment opportunities through the promotion of private sector. Although it takes time to realise a development objective, and that poverty reduction cannot be achieved by rural roads alone, it is still necessary to have poverty oriented outputs and indicators which can be used to assess the impact of road improvement on poverty reduction. This has been summarised in the Table below.

**PROCESS ORIENTED OUTPUTS AND INDICATORS**

Intervention Logic	Verifiable Indicator	Means of Verification	Assumptions	Who Collects	For Whom	How Often
<b>Output 1:</b> Crosscutting issues (gender, environment, workplace safety and health, including HIV/AIDS) incorporated in district road planning	Socio-economic data collected during ADRICS Socio-economic data applied in road prioritisation All district road plans include crosscutting issues	ADRICS reports (Form C) Annual District Road Workplan (ADRWPs) Quarterly Project Reports (QPRs)	The districts are able to fund the process	Community development staff District engineering staff Any other relevant NGO/Consultant staff	District engineering department	Annual
<b>Output 2:</b> Increased participation of women in road works, related income generating activities and decision making	Women constitute 40% of labour force at work sites Women constitute 40% of those involved in road works related income generating activities Women constitute 40% of participants at site meetings	Site visits and meetings Muster roll Contractor's report	The communities are mobilised Contractors are willing to employ women	Community development staff District engineering staff	District and relevant NGO/Consultant staff Donor	Continuous
<b>Output 3:</b> Gender sensitive employment and working conditions	Recruitment process does not discriminate and provide equal opportunities for men and women 50% of works at the sites undertaken through task rate and 60% of contracts use flexible-working time All work sites provide separate sanitary facilities for men and women Women undertake non-traditional tasks	Site visits Field visit reports by community development staff	District and sub-county technical staff able to carry out regular follow up	Community development staff District Engineering staff	District and relevant NGO/Consultant staff Donor	Continuous

<b>Output 4:</b> Environmental damages resulting from road works reduced and mitigated	Erosion control measures undertaken by contractors Tree planting undertaken at sites Borrow pits and work sites restored	Contract documents Site visits Environmental compliance reports	District and sub-county technical staff able to carry out regular follow up	Environment officer District engineering staff	District and relevant NGO/Consultant staff	Continuous
<b>Output 5:</b> Workplace safety and health observed at road improvement/maintenance work sites	Workers provided with quality hand tools Provision of safe drinking water and nutritious food to all workers at site First aid kits provided and used Sanitary facilities provided for male and female workers Workers paid according to what is specified in contract documents Workers paid in time as agreed Workers provided with protective wear Road work signs installed at work sites	Contract documents Site visits Progress reports	District and sub-county technical staff able to make regular follow ups	Labour officer District engineering staff	District and relevant NGO/Consultant staff	Continuous
<b>Output 6:</b> Workers and communities are aware of HIV/AIDS	Workers and community members aware of how HIV is transmitted Workers and community members aware of HIV prevention measures Number of condoms distributed	Site visits and meetings Contractor's reports	Community members willing to openly talk about HIV/AIDS	Community development staff Health workers	District and relevant NGO/Consultant staff	Continuous

### **POVERTY ORIENTED OUTPUTS FOR MONITORING SOCIO-ECONOMIC CHANGES IN DRN PROGRAMME IMPLEMENTATION**

<b>Outputs</b>	<b>Indicators</b>	<b>Means of Verification</b>	<b>Assumptions</b>
<b>Output I:</b> Community members (male and female) living along district roads in the seven districts gain cash income working on roads	Number of labour-based worker days (male/female) per km Amount of cash disbursed as wages to employed community members (male/female) Increased number of people (male/female) reporting improvements in livelihoods during and after road works(e.g increased purchase of household assets, meet education needs of their children and feed their families)	Muster Rolls Interviews with those employed on roads Case studies Baseline data and monitoring form	Contractors use labour-based methods Wages paid according to the rates set out in the Conditions of Contract Workers use their income for gainful purposes
<b>Output II:</b> Improved transport conditions in the programme area	Increased volume (number) and diversity in type of road traffic Changes in transport pattern (e.g. boda boda and taxi service becoming regular) Reliable access to passengers and goods transport service Reduced transport fares for passengers and goods	Observations Interviews Baseline data and monitoring form	Enabling environment prevails in the districts
<b>Output III:</b> Increased access of the communities in the programme area to goods, services and facilities	Increased number of new markets, trading centres, or new selling points started/expanded along the improved district roads Increased diversity of goods and services (different types) available in the rural areas Easy availability of goods and services (e.g a particular good found in any of the shops) to the community members Reduced prices of goods and services	Observations Interviews Baseline data and monitoring form	The community members have purchasing power

<b>Output IV:</b> Spin-off effects realised in the seven districts	Increased number of people involved in productive activities as a result of direct (those involved in either petty trade or income generating activities as a result of deriving start-up capital from road works income) or indirect (e.g. those selling food repairing tools, and generally those in business (e.g produce marketing and animal rearing) because workers have cash to spend) involvement in district road works  Increased number of good quality houses (e.g. GI roofing sheets and brick walls) constructed along improved district roads  Increased number of people living near improved roads	Interviews Observations Baseline data and monitoring form	Enabling environment prevails in the districts
<b>Output V:</b> Female members of the communities in the seven districts empowered as a result of road works in their locations	Increased number of women in positions of responsibility (e.g. Forepersons, Headpersons, Gang Leaders and Chairpersons of Works Committees)  Increased number of women who actively participate in road-related activities (e.g. females as members of Works Committees)  Increased number of trained female contractors, staff and workers including district staff  Increased number of female contractors involved in labour-based road works (maintenance and rehabilitation)	Site visits Training reports of MELTC Contractor's records Baseline data and monitoring form	Districts have positive attitude towards women and nominate them for training Female contractors pre-qualified and/or accepted as routine maintenance contractors
<b>Output VI:</b> Sustained environment productivity where road works have taken place in the seven districts	Used borrow pits restored to productive conditions Quality of vegetation cover (trees, shrubs, and grass) restored Erosion prone areas in stable conditions	Observation Site visits Baseline data and monitoring form	Road works sensitive to environment issues



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## **Annex 8**

### **List of References**

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**8**

**ANNEX**



## List of References:

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### **National Gender Policy Framework**

- The 1995 Constitution of Uganda
  - The National Gender Policy (1997)
  - The Decentralisation Policy
- The National Action Plan on Women (1999)
- The Poverty Eradication Action Plan
- The Plan for Modernisation of Agriculture
- The Final Draft White Paper on Sustainable Maintenance of District, Urban and Community Access Roads

### **Gender Management and Action Plan, DRN Programme (2001)**





