



# Project Information Document/ Integrated Safeguards Data Sheet (PID/ISDS)

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Concept Stage | Date Prepared/Updated: 23-Sep-2016 | Report No: PIDISDSC19267



**BASIC INFORMATION**

**A. Basic Project Data**

Country Uganda	Project ID P160447	Parent Project ID (if any)	Project Name UG - Empowerment and Resilience of Girls and Gender Equality (EMERGE) (P160447)
Region AFRICA	Estimated Appraisal Date Feb 06, 2017	Estimated Board Date Apr 24, 2017	Practice Area (Lead) Social, Urban, Rural and Resilience Global Practice
Lending Instrument Investment Project Financing	Borrower(s) Ministry of Finance, Planning and Economic Development	Implementing Agency Office of the Prime Minister, Ministry of Gender, Labour and Social Development	

**Financing (in USD Million)**

Financing Source	Amount
International Development Association (IDA)	45.00
<b>Total Project Cost</b>	<b>45.00</b>

Environmental Assessment Category  
C-Not Required

Concept Review Decision  
Track II-The review did authorize the preparation to continue

Other Decision (as needed)

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**B. Introduction and Context**

Country Context

Uganda has experienced steady macro-economic growth, poverty reduction, and relative political stability over the last few decades. The country has been successful in reducing poverty, but a third of the population still lives below the international extreme poverty line. According to the Country Partnership Framework (FY16-21), the proportion of households living in poverty more than halved from 1993 to 2013, reducing poverty from 68.1 percent to 33.2 percent. However, a large proportion of the population remains vulnerable to falling back into poverty. 43.3 percent of Ugandans live in non-poor, but vulnerable, households (defined as those living below twice the poverty line), illustrating the fragility of the gains realized by the poorest households. Poor and vulnerable people typically live in



rural areas, have large families, and derive their income predominantly from farming. One in four rural Ugandans lives in poverty compared to just one in ten urban Ugandans.

Women are particularly vulnerable as attitudes, beliefs, and practices that exclude them are deeply entrenched in society. Their unbalanced power relations with men disproportionately impact their decision-making and access to social services and economic opportunities. For example, while women constitute one third of all owners or co-owners of land, almost one in three Ugandans believe that women should not have the same access to land as men. Uganda ranked 88<sup>th</sup> out of 142 countries with a score of .6821, and lowest in the East African region, in the 2014 Gender Inequality Index. This index benchmarks national gender gaps on economic, political, education, and health criteria. One of the key areas where gender inequality persists is economic participation and access to education and health services. The Systematic Country Diagnostic (2015) indicates that while 70 percent of women are engaged in agriculture, less than 20 percent control the outputs of their efforts. The country also has one of the highest fertility rates in the world, which exerts serious impacts on women's health. Regarding access to education services, only 58 percent of girls complete primary school compared to 70 percent of boys (World Bank, 2013).

Rates of Gender-Based Violence (GBV) are high— according to the Uganda Demographic and Health Survey (DHS) 2011, 62.2 percent of all women aged 15-49 reported experiencing physical or sexual violence at least once since the age of 15, compared to a global average of 35.6 percent (WHO, 2013). In most cases (60 percent), perpetrators were intimate partners. Key vulnerable groups include adolescent girls. According to the 2011 DHS, a significant proportion of primary (78 percent) and secondary (82 percent) school students reported experiences of sexual abuse in schools. Early marriages and pregnancy are leading contributors of vulnerability accounting for more than half of all reasons for girls leaving school. The national teenage pregnancy rate is 24.8 percent among girls aged 15-19 years.

The high prevalence of GBV is reinforced by factors such as unequal gender norms and the acceptability of violence. The 2011 DHS findings indicate that 58 percent of Ugandan women aged 15-49 believed that wife-beating was justified. Acceptance varies with age and location and worryingly, women from younger age groups and rural areas appear to be more accepting of abuse.

Systemic gender inequality and vulnerability to GBV can also be exacerbated by development interventions such as infrastructure investments. Research has shown that while these investments - roads, dams, and railways – can be key for economic development at a macro level, they can also negatively impact communities (USAID 2015, World Bank 2016). For instance, labor influx associated with large investment projects can expose vulnerable groups living around construction sites to negative impacts such as displacement, school dropout, child labor, and multiple forms of GBV including sexual assault, transactional sex, rape, and forced/early marriage. The Uganda Country Portfolio has recently faced numerous challenges in identifying and responding effectively to negative impacts of transport projects on vulnerable groups, especially women and girls.

Given these challenges and in order to maintain progress in economic and social development, Uganda will require transformational and sustained actions to shift norms, perceptions, and practices that perpetuate inequalities between men and women's access to development opportunities. This includes building institutional capacity to mitigate the risks of GBV and developing a comprehensive set of prevention and response services to survivors and those at risk of GBV.



## Sectoral and Institutional Context

Uganda's legal framework provides a good basis for gender equality, but its gender-responsive laws are not always followed or enforced in full. The Government of Uganda recognizes the burden that gender inequality, including GBV, places on their social and economic development. This realization is reflected by consistent progress in strengthening the policy and legal environment. Over the last decade the Government has put in place key policies and programs to address gender inequality and GBV including:

- i) the Second National Development Plan NDP II (2015/16-2019/20), which emphasizes gender equality as a basis for development and the elimination of GBV as a key strategic action;
- ii) the National Gender Policy NGP (2007) and associated National Action Plan on Women (2007) which encourage Government, civil society, and UN agencies to put gender equality at the heart of strategies and interventions, including those that address GBV.
- iii) the Social Development Sector Plan (SDSP) 2015/16-2019/20, which underlines the expansion of GBV prevention and response programs as a priority area of action, and
- iv) the Draft National Policy for the Elimination of Gender Based Violence in Uganda (2014) and related National Action Plan which are currently before Cabinet for approval. The NPEGBV proposes a framework for comprehensive prevention measures and support services for GBV survivors. It also outlines the role of various state and non-state actors at local and national levels, strategic actions, and milestones for measuring progress. This new policy would also play a key role in addressing critical gaps in GBV response, such as the lack of functioning referral systems that coordinate health, social, law enforcement, and judicial sectors.

These policies are complemented by a robust legal framework which not only includes the ratification of major international and regional agreements to promote gender equality and support prevention and response to GBV, but also comprehensive domestic laws such as the Constitution (1995), Penal Code Act (2007), Domestic Violence Act (DVA) (2011), Equal Opportunities Commission Act (2007), and the Prohibition of FGM Act (2010). However, this legal framework co-exists uneasily with customary laws and practices, which remain the primary determinant of outcomes for most women due to Uganda's dual legal system, especially in domains related to marriage and successions (World Bank 2016).

While Uganda's policy framework is comprehensive, critical implementation gaps exist. Government agencies at national and local levels experience challenges with mainstreaming response to and prevention of GBV, particularly with providing integrated services. Specifically, barriers include insufficient resource allocation to fund prevention and response programs across sectors, inadequate human and technical resources, weak law enforcement, limited capacity among social service providers to support and refer traumatized survivors, and limited availability of gender-disaggregated data to inform GBV programming.

A few existing coordination mechanisms exist as a result of these policy frameworks, including i) the National GBV Reference Group coordinated by the MoGLSD and comprised of government, Civil Society Organizations (CSOs), development partners, and the private sector, and ii) the Gender and Rights Sector Working Group (GRSWG) which brings together Gender Focal points (GFPs) from the different Government Ministries and departments. However, these platforms lack financial resources as well as strategic planning and collective action aligned to specific policy goals. In addition, while Uganda has a vibrant community of organizations that contribute significantly to innovative and quality service provision for survivors and those at risk of GBV, their experiences and efforts are fragmented with limited scope and uncertain financial resources. They also lack a national coordination platform and currently depend



on the regional African GBV Prevention Network, which has been useful for knowledge exchange on effective approaches.

#### Relationship to CPF

The proposed project will directly contribute to the two pillars of the World Bank's new global strategy, eliminating extreme poverty and promoting shared prosperity. Uganda's Country Partnership Framework (FY16-21) recognizes that persistent gender disparities hold back women's access to opportunities and that addressing gender equality and GBV requires attention to not only the broader social context but also the implementation capacity for social risk management. The project will specifically address objectives two and four of the CPF, which are to i) improve social service delivery and ii) enhance resilience of the poor and vulnerable.

### **C. Proposed Development Objective(s)**

The Project Development Objective is to: (i) improve Government of Uganda's (GoU) capacity to mitigate risks of Gender Based Violence (GBV) in the implementation of infrastructure projects; and (ii) to improve access to services for survivors of GBV in targeted areas.

#### Key Results (From PCN)

The following key indicators will be used to track progress towards the PDO.

- Direct project beneficiaries, disaggregated by gender and age (number)
- % of infrastructure projects in targeted areas implementing GBV risk mitigation plans
- Reported cases of GBV in targeted areas that receive at least 2 services
- % decrease in women/adolescents in targeted areas reporting an "accepting attitude" towards GBV

### **D. Concept Description**

The project will be comprised of the following components:

**Component 1. Improving capacity to manage the risk of GBV associated with large scale infrastructure investments (estimated cost US\$ 4 million).** Experience shows that infrastructure projects, specifically labor influx associated with civil works, can trigger a variety of adverse social impacts and put women and girls at increased risk for GBV. This is



particularly true in contexts where construction workers are predominantly male, capacity of implementing agencies to put in place and effectively supervise social risk management plans is limited, and where prevalence of violence against women and girls is high. For instance, there have been reported cases of contracted road workers' sexual misconduct with girls during the implementation of Uganda transport projects. Therefore, under this component, the project will support capacity development of key agencies such as the Ministry of Works and Transport (MoWT) and the Ministry of Gender, Labour, and Social Development (MoGLSD), and other implementing agencies such as Uganda National Roads Authority (UNRA) and Kampala Capital City Authority (KCCA), to put in place and effectively implement social risk management plans with a specific focus on addressing the risk of GBV.

This component is expected to include the following set of activities: (i) development of operational policies and implementation guidelines to mitigate GBV in investment projects for relevant Ministries and oversight agencies; (ii) development of curricula and a training program on the integration of GBV in social assessments, implementation of social risk management plans with a specific GBV focus, and supervision and monitoring of these plans; (iii) roll out of a training program for core MoWT and MoGLSD staff on new operational policies and implementation guidelines to create a pool of human resources able to effectively apply these guidelines across investment projects; (iv) establishment of guidelines for third party monitoring mechanisms and Grievance Redress Systems (GRS) for large scale investment projects focusing specifically on GBV risk. The project will seek to create a mechanism to systematically engage CSOs to support the independent monitoring of measures to manage social risk and GBV in investment projects.

**Component 2. Supporting the roll-out of a comprehensive set of services for GBV survivors in areas identified as most at risk (Estimated cost US\$37 million).** This component will support: (i) the delivery of a comprehensive package of services to survivors of GBV and; (ii) the implementation of programs to promote GBV prevention and gender equality. This package of interventions will be rolled out in areas that present the highest risk of GBV. A mapping exercise will be undertaken as part of project preparation to: (i) review current data on levels of GBV and areas where prevalence is highest; and (ii) map out the distribution of large scale infrastructure investments currently being planned by GoU, which are expected to exacerbate the risk of GBV. The result of this assessment will enable to the team to identify with the Government of Uganda the targeted areas for the implementation of Component 2. This component is expected to include the following set of activities:

Sub-Component 2.1 - Improving access to a comprehensive set of response services for survivors of GBV, including: (i) referral systems; (ii) mental health and psychosocial support; (iii) health services, (iv) legal aid and (v) livelihood and economic empowerment support. The initial diagnostic carried out by the team identified a set of promising community-based initiatives providing support to survivors of GBV. Given the multi-sectoral nature of the activities proposed under this sub-component, the team will focus on the following elements during project preparation: (i) identifying approaches to strengthen existing case management and referral mechanisms at community level/health center level (or a combination of both); (ii) identifying current gaps in service delivery and critical areas where the project would aim to improve the quality of services (e.g. health services or economic empowerment); and (iii) establishing an effective monitoring system to allow tracking of services accessed by survivors and their impact and quality.

Sub-Component 2.2 - Promoting GBV prevention. The project will aim to build on existing evidence-based interventions on GBV prevention, including behavior change, in the country. The project will focus on two tracks for the design of this sub-component. Firstly, the team will assess the potential for scaling up evaluated prevention interventions implemented at the community level, and the relevant mechanisms for sensitization and dissemination. Secondly, the team will explore the implementation of GBV and behavior change programs in the education sector considering the high levels of sexual abuse reported in schools and the potential to reach significant numbers of children and



adolescents most at risk, including those out-of-school. Drawing on international best practices and lessons learned, the project will focus on implementing a multi-level approach and promoting behavior change through activities such as community outreach, mass media communication, and participatory education with the explicit objective of changing social norms on gender roles and relations. A critical element of both the community-based and school-based elements of this sub-component will be the engagement of men and boys in GBV prevention activities.

**Component 3, Project management, monitoring and impact evaluation (US\$ 4 million).** This component is expected to include the following activities:

Sub-Component 3.1 - Project management – This set of activities will support and finance the planning, implementation, and technical oversight of program activities as well as effective social and environmental safeguards management, financial management, and procurement. The arrangements for project coordination will be determined during preparation with relevant government agencies at national and district levels. Management activities will include strategic communication, measures for enhanced transparency and accountability, and establishment of grievance redress mechanisms.

Sub-Component 3.2 - Monitoring and Evaluation – This will include the development of a robust Impact Evaluation strategy to assess the impact of the proposed range of interventions. This will be a critical element in assessing the effectiveness of the multi-sectoral approach to GBV response being proposed as well as the set of activities to promote GBV prevention, including behavior change. This sub-component will also include the development and implementation of a monitoring strategy, including qualitative/quantitative analysis and a process evaluation to track progress of capacity building and service delivery interventions. These activities may be implemented in partnership with the Africa Gender Innovation Lab and local actors (e.g. academia) to monitor and evaluate GBV programs.

Sub-Component 3.3 - National Capacity Development in GBV programming – The project will also seek to build capacity of oversight agencies to conduct budget analysis in sectors that are critical for GBV response and prevention and to improve public dissemination of information on the resourcing of these key programs. In addition, the project will aim to expand the evidence base for GBV programming by building capacity to conduct and oversee research on GBV and strengthen collection and analysis of GBV data collected through national surveys (including the DHS).

## **SAFEGUARDS**

### **A. Project location and salient physical characteristics relevant to the safeguard analysis (if known)**

### **B. Borrower's Institutional Capacity for Safeguard Policies**

### **C. Environmental and Social Safeguards Specialists on the Team**

Catherine Asekenye Barasa, Herbert Oule, Lilian Wambui Kahindo



**D. Policies that might apply**

Safeguard Policies	Triggered?	Explanation (Optional)
Environmental Assessment OP/BP 4.01	No	
Natural Habitats OP/BP 4.04	No	
Forests OP/BP 4.36	No	
Pest Management OP 4.09	No	
Physical Cultural Resources OP/BP 4.11	No	
Indigenous Peoples OP/BP 4.10	TBD	
Involuntary Resettlement OP/BP 4.12	No	
Safety of Dams OP/BP 4.37	No	
Projects on International Waterways OP/BP 7.50	No	
Projects in Disputed Areas OP/BP 7.60	No	

**E. Safeguard Preparation Plan**

Tentative target date for preparing the Appraisal Stage PID/ISDS

Jan 16, 2017

Time frame for launching and completing the safeguard-related studies that may be needed. The specific studies and their timing should be specified in the Appraisal Stage PID/ISDS

The specific studies and their timing should be specified in the Appraisal Stage PID/ISDS in January 16, 2017

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**APPROVAL**

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