Dear Readers,
Welcome to this special edition of the IFRTD Newsletter. It is dedicated to the subject of Gender Mainstreaming in Rural Access and Transport. This newsletter contains summaries of four country case studies on gender mainstreaming in selected rural transport programmes in Ghana, Uganda, Kenya and Tanzania. Ghana and Uganda provided the backbone of the case studies consisting of desk study reviews and key informant interviews. Kenya and Tanzania provided supplementary desk-top analysis.
Gratitude is due to the African Community Access Partnership Programme (AFCAP) for funding this research. We also thank the researchers in Ghana, Uganda, Tanzania and Kenya for their contribution to the success of this project.
The four case studies, a synthesis report and a Policy Brief can be found at New Resources section of [www.ifrtd.org](http://www.ifrtd.org)
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**OVERVIEW OF FINDINGS**

In many rural areas across sub-Saharan Africa, women and girls face severe constraints on their mobility, which affects their livelihoods and life chances. The opportunities to access, use and benefit from rural transport systems differ between men and women. Women, in particular, are more constrained in accessing and affording means of transport and are more sensitive to issues of predictability, reliability, security and safety of transport services. In addition, how transport infrastructure investments are prioritised and the subsequent usage patterns that develop can often lead to a divergence of opportunities available for women and men.

The case studies were based on the following rural transport programmes:

- **Ghana**: World Bank funded Northern Region Pilot Infrastructure Scheme (NRPIS), a component of the Second Transport Rehabilitation Project (TRPII: 1991-1997) funded by the World Bank and the ongoing Cocoa Roads Rehabilitation Programme funded by the Government of Ghana
- **Tanzania**: Village Travel and Transport Programme (VTTP: 1995-2004) and one of its off-shoots, the Local Government Transport Programme (LGTP: 2008-ongoing)
The case studies analysed national gender frameworks, transport sector policies, legislation, regulations and then zeroed on the specific transport programmes in order to generate key learning around good and promising gender mainstreaming practices for possible up-scaling. Each of the case study countries have political frameworks, policies and legislation that underpin the principles of gender equality. These include gender-equality enabling provisions in the constitutions, political representation, national planning and legislative frameworks.

The transport programmes reviewed showed good attempts to mainstream gender using various tools and interventions. However, the studies point out that the programmes under review were partnerships between donor agencies and national governments. It is reported that gender mainstreaming is not common in other non-donor funded rural transport programmes. In the sector, there is an apparent disjuncture between national policy and legislative intent on gender and actual implementation of projects, where priority is placed on physical engineering outputs with no resources dedicated to interventions related to social impacts, including gender. The lessons from the case studies are that despite strong policy stance on gender mainstreaming in each country, downstream impacts cannot be achieved without developing robust and mandatory performance assessments tools and monitoring and evaluation frameworks. The report recommends stronger policies and legislative requirements on gender and transport, based on evidence-based national baseline data. These should institutionalise mandatory collection of gender disaggregated transport data, capacity building and embedment of gender principles in engineering and planning disciplines, participatory gender sensitisation and assessments among beneficiary communities, and knowledge sharing and networking between programmes and stakeholders.

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GHANA CASE STUDY

Wide gender disparities persist in Ghana. Relative to men, women are overburdened with domestic work, are underpaid for equal work done, are poorly educated, lack access to resources and are socio-economically disadvantaged. Disparities are widest in the rural communities especially when it comes to transport burdens that are borne by women.

The study examined Ghana’s gender policy environment, tools, indicators and targets that had been used in the Northern Region Pilot Infrastructure Scheme (NRPIS), which was a component of the second phase of the Transport Rehabilitation Programme (TRP-2) that was undertaken during 1991-1993 under World Bank funding. To get a perspective on the current state of gender in rural transport, the study also examined the ongoing Cocoa Roads Rehabilitation Programme funded by the Government of Ghana (GoG) and the Ghana Cocoa Board.
NRPIIS was aimed at providing support for low-cost rural infrastructure development and maintenance systems with emphasis on women’s employment and involvement, through provisions for civil works.

Several interventions were formulated at the project initiation phase as a way to address gender and mobility issues in the project communities. These included the provision of low-cost access roads, potable water, introduction of non-motorised transport (NMT), provision of food supplements and nutrition education and tree planting. In order to bridge gender capacity gaps, two NGOs operating in the project communities were drawn in to provide a link between the Department of Feeder Road (DFR) and the communities. The NGOs were trained to facilitate various sub-components of the programme, including woodlot planting, well digging and nutrition programmes. Broad consultations with community members, facilitated by the two NGOs, was one of the helpful tools used in project identification. A specific quota of 70% of labour intake for the road construction was reserved for women as a measure to improve their participation relative to men in the Project.

Adequate budgetary allocations were also made to enhance gender outcomes. A total of US $2.98 million out of the total project sum of US $96 million was allocated to the realisation of gender objectives of the programme. The project achieved significant successes including a 1:1 ratio of men to women’s. Although the target was an ambitious 70% quota for women, its target was higher. In the area of women relative to men’s earnings, the project insisted on equal pay for equal work done. All workers, therefore, received daily wages commensurate with work done, irrespective of gender. Key Informants involved in the programme suggests that prior to the project, men were considered the main breadwinners of their families. However, the project gave women in these rural communities, the rare opportunity of doing road construction works, which was traditionally regarded as a preserve for men. The NMT component, however, was not as successful because the cost of obtaining both bicycles and trailers, expected to reduce head porterage among rural women, proved to be unaffordable.

One of the key on-going rural transport programmes in the country is the Cocoa Roads Rehabilitation Programme (COCOBOD), which started in 2015 and is expected to end in 2020. The project does not have specific gender equality objectives. It employs a capital-intensive approach to the rehabilitation of selected roads, thereby inadvertently restricting women’s participation in the construction process. From key informant interviews, it was confirmed that prioritisation, management and delivery of transport infrastructure and transport services still remains male dominated. This seems to confirm the notion that gender considerations are more likely to be found in donor funded programmes as compared to nationally funded programmes.

The study concludes that key constraints in mainstreaming gender in the rural transport sector hinge on two issues. The first is traditional viewpoints that prevent women from entering into transport related activities. This is reflected in under-representation of women in infrastructure delivery and in inequitable use and operations of transport services. The second important factor is absence of dedicated budgets for gender advocacy and mainstreaming. In assessing the NRPIIS, this study found that it was an ambitious programme that turned out to be largely successful. Nevertheless, the complexity of the project contributed to both the success and the failures of different components of the scheme.

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**UGANDA CASE STUDY**

The Uganda case study focused on the Danida funded Road Sector Programme Support Phases 1 and 2 (RSPS1 & RSPS2: 1999-2002, 2003-2007) and the Rural Roads Programme (RRP, 2008-2010). A gendered project cycle was conducted to assess the tools and indicators used to mainstream gender and to examine their effectiveness.

The national policy environment in Uganda provides a good foundation for mainstreaming gender in the transport sector. It has progressive provisions for addressing the gender dimensions of mobility and accessibility as well as promoting female entrepreneurship in the sector. However, many of these are not explicit statutory obligations and this renders enforcement of compliance a challenge.
The programmes that were reviewed found out that Danida undertook deliberate steps to mainstream gender in the project activities and outcomes. The projects generated considerable lessons and resulted in a heightened awareness of the practicality and viability of mainstreaming gender in road planning, development and management. All three projects had a component on institutional support to both the Ministries of Transport and Finance. The major gendered outcome of this support was the institutionalisation of the good gender mainstreaming practices in transport policy, strategies, road manuals, technical specifications, contract documents and labour based (LB) training.

The projects recognised the need for capacity building in gender analysis, planning and implementation as a way of ensuring that this is routinely addressed by road sector institutions and incorporated in relevant structures and systems. Further to that, they acknowledged the need for a policy framework to provide guidance on gender mainstreaming. Below is a snapshot of the achievements.

a. The trunk road component of RSPS1 was the first major equipment-based project to employ a considerable number of women that reached a high of 17.1 percent, in general and 13.3 percent in non-traditional female domains such as operators.

b. The projects were the first in the country to provide women with opportunities to enter the roads construction businesses, and some have become successful contractors at the subnational, national and regional levels.

c. Women’s participation in the road works exposed them to the public sphere, many of them, for the first time. This empowered some to aspire for leadership positions in community decision-making structures as well as elective public office.

d. The sustained women’s visibility in road works over the years contributed to their empowerment as well as deconstructing the stereotype that road works are a male domain.

e. Further to that, there was a notable change in attitude towards women’s capacities to execute road works as a result of their work reportedly being of a better quality compared to men’s.

f. The project also pioneered gender sensitivity in the language used from: “Go Slow, Men at Work” to “Caution, Roadworks ahead” or “Go Slow, Work in Progress” and “foreman” to “foreperson”.

The projects demonstrated the viability of mainstreaming gender in road works and achieved a range of results with regard to generating knowledge, developing capacity and supporting the application of practical tools to demonstrate the feasibility of mainstreaming gender in the transport sector. The projects have led to policy changes that have led to more gender sensitive design of new rural road projects. Two notable examples of good gender mainstreaming in practice are the initiatives undertaken by the Uganda National Road Authority (UNRA) and the Uganda Road Fund (URF). The two institutions have put in place measures to incorporate gender in the management of national roads and in the disbursement of funds for road maintenance, respectively.

The case study makes the following recommendations.

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

2. Enhance the capacity of the Works and Transport sector institutions’ in gender and accessibility transport planning.

3. Adopt universal transport planning and road construction designs to ensure accessibility for all categories of women and men.


5. Mainstream gender in tendering and contracting processes.

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The Tanzania case study was based on a review of two programmes, the Village Travel and Transport Programme (VTTP), a pilot programme implemented in 6 Districts between 1995-2004, and the Local Government Transport Programme (LGTP), which is a comprehensive rural transport infrastructure improvement and maintenance programme under the President’s Office Regional Administration and Local Government (PORALG).

From a policy perspective, Tanzania’s National Development Vision 2025 recognises the important role of leadership in the development of both men and women. The National Bureau of Statistics (NBS) is mandated to collect and analyse sex disaggregated national data. The Tanzania government policy position on gender budgeting is indicated in budget guidelines issued in the year 2016 that require all public entities to make budgetary allocations for implementation of priority cross-cutting interventions, including gender. At the local government level, one of the objectives of the local government reform policy (1998) is to establish democratic and gender sensitive administrative set-up in local governments.

Tanzania started implementation of the VTTP as a pilot initiative in 1994. Although studies leading up to the formulation of VTTP were rich on data showing the transport burden borne by women, these were not sufficiently carried through in implementation plans, monitoring and reporting. These weaknesses were highlighted in the VTTP review report of 2002. One of the weaknesses that were observed in the review report was the absence of quantitative data showing the actual outcomes of interventions in areas such as time savings for women, economic and social benefits, or an assessment of the impact of women in prioritising transport and non-transport interventions. Despite these weaknesses, the 2000 review report – and the VTTP in general, provided a pioneering perspective on gender and rural transport, at a time when knowledge in the area was very limited.

This led to one of the earliest efforts in Africa to integrate gender issues in subsequent policies and programmes. In particular, it led to recognition of gender issues in the National Transport Policy (2003) as well as the subsequent follow up rollout phases of VTTP and The Local Government Transport Program-District Roads Management.

In the year 2007/8 the Local Government Transport Program (LGTP) with a rural road component was launched. It has been implemented in two phases; Phase 1: 2007-2012 and Phase 2: 2012-2017. The rural roads component of the programme has sought to replicate some of the approaches from the VTTP. In the first phase, it was stated that the programme will ensure that women’s voices are heard fully in decision-making processes. On implementation targets it stated there would be a gradual introduction to give time to test and perfect the procedures including gender impact assessment in decision making systems. In addition, the LGTP Phase 1 adopted the then Millennium Development Goal (MDG) Goal 3: Promotion of Gender Equality and Empowerment of Women.

The LGTP has the following gender indicators:

- Participation by women in decision-making bodies related to local transport infrastructure;
- Participation by women in the labour force for road construction and maintenance;
- Studies successfully carried out on barriers to gender equality in the transport sector.

With regard to women’s access to means of transport, the LGTP proposed that in each Local Government Area (LGA), a multi-stakeholder transport user group be formed. The membership would include women’s group leaders. The LGTP has provisions for indicators that would be embedded in contracts to oblige contractors to record employment created for women and men.
Phase 2 of the LGTP adopted the 2008 Transport Sector Investment Program (TSIP) gender strategies that include:

- To undertake studies on gender segregation in the sector and advise on actions to be taken;
- Enable vulnerable groups to participate effectively in the transport activities;
- To increase the participation of women in management and operations of the transport sector through training and empowerment;
- Affirmative action and capacity building for women with respect to financial and procurement procedures and access to Local Government Capital Development Grant;
- Development of a criteria to improve the performance of the fund on gender equity.

The LGTP design has a strong focus on gender equality and empowerment. However, the statements on gender can only come to fruition by having a funding and implementation mechanism that pays full attention to these issues. In addition, implementing a clear monitoring and performance procedure would help translate gender equality intentions from mere statements into actual results, and help identify challenges and mechanisms of improving gender performance.

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KENYA CASE STUDY

The Kenya case study was based on an in-depth analysis of Kenya’s national gender policy framework and a comprehensive review of the transport sector policy, legislation, regulations and strategies. Using the Kenya Government and Agence Française de Développement (AFD) funded Kenya Roads 2000 programme as a case, the report examines how gender is mainstreamed in road projects.

The launch of Vision 2030 in 2007 consolidated Government’s commitment to gender mainstreaming. Amongst other things, Vision 2030 requires Government Ministries, Departments and Agencies (MDAs) to address Sexual and Gender-Based Violence (SGBV) in policy, planning and programming. The 2010 Constitution instructs MDAs to address women’s needs in their respective mandates. Further to that, the Constitution directs that no more than two-thirds of the members of governing bodies of MDAs should be the same sex, thus promoting women’s voice in public decision-making.

The inclusion of gender mainstreaming, as a deliverable, in the performance contracts of the chief accounting officers of all the MDAs has strengthened accountability to gender equality and women’s empowerment in service delivery. Amongst others, MDAs are obliged to collect sex and gender disaggregated data and to strengthen institutional gender capacities. The MDAs are obliged to submit quarterly reports to the National Gender Equality Commission (NGEC) as to the level of gender mainstreaming in their respective institutions.

The national policy directives on gender collectively oblige the transport sector to mainstream gender in transport policy, regulations, plans and programmes. However, there is a disconnect between national framework and transport policies. Most road sector legislation uses gender insensitive language. Some legislation, and in particular those enacted prior to the promulgation of the 2010 Constitution, do not provide for women’s representation in the governance of road sub-sector institutions. The regulations governing the operations of public service vehicles and motorcycles are silent on SGBV in transport spaces.

There is superficial attention to gender in transport sector policies, and in particular, the Policy on Aligning the
Road Sub-Sector to the Constitution (2012). The formulation of the transport sector policies was not informed by a comprehensive gender analysis. Furthermore, none of the policies incorporate gender in their objectives.

The Integrated National Transport Policy (2009) includes some measures, such as gender awareness creation, to address barriers that restrict women’s benefits from the sector.

The Nairobi County Non-Motorised Transport (NMT) Policy (2015) is a case of good practice in mainstreaming gender in policy. The policy acknowledges women’s restricted mobility as well as differences in women’s transport needs, safety and personal security relative to men’s. The Policy also recognises that retrogressive socio-cultural norms and values impose restrictions on women’s demand for, and benefit from the sector. The policy includes gender sensitive indicators and provides for the collection of sex and gender disaggregated NMT data.

Another case of good practice is the Road Sector Investment Programme and Strategy (RSIP), 2010-2024. The RSIP acknowledges the gender differentiated demands for transport and the effects of socio-cultural norms and values on women’s mobility. The RSIP proposes the use of innovative infrastructure delivery procedures to promote gender equitable transport, and allocates a dedicated budget annually for gender and equity mainstreaming in the roads sub-sector.

Roads 2000 formed Kenya’s case study. The programme promotes labour-based approaches where appropriate, and thus offers great potential to expand employment opportunities. Promotion of gender equality is one of the designated cross-cutting issues of the Roads 2000 Strategy. The programme defines a minimum quota for women’s participation in road improvement works. This was initially set at 30 percent but revised to 33.3 percent to comply with the provisions of the Constitution. The Roads 2000 Contractors’ Field Handbook (2006) states that it is the obligation of project managers, engineers and contractors to ensure that gender mainstreaming is achieved in all aspects of contract works.

Between 2005 and June 2010, the Roads 2000 Strategy generated about 4.7 million person-days of employment, trained 5,600 contractors and injected more than Ksh1 billion (US$13 million) into the rural Kenyan economy. About 25 percent of the direct beneficiaries of the programme were women, which was below the predefined target of 30 percent.

The 2013-2017 Roads 2000 Strategic Plan provides more scope for gender mainstreaming in road development and improvement. The key strategies to achieve this objective include:

a. Formulation of supportive policy instruments including guidelines to facilitate the wider mainstreaming of all cross-cutting issues.
b. Revision of contract procedures to ensure improved sensitivity to cross-cutting issues.
c. Include a minimum threshold for women’s participation in performance contracts of agencies.
d. Introduction of simplified contract documentation that take into account the rights of workers, gender equality, PWDs, Occupational Safety and Health (OSH), environmental issues, road safety etc.
e. Provision of adequate funding to projects to ensure compliance to mainstreaming cross-cutting issues.
f. Carrying out targeted awareness creation campaigns to encourage women’s participation.
g. Provide conducive working environment for women i.e. facilities, flexible working hours in Roads 2000 projects.

The national targets to be achieved over the plan period (2013-2017) are specified as follows:

a. Sub-sector and corporate gender policies developed and implemented.
b. Roads 2000 operational manuals and guidelines reviewed and revised in line with existing Government policies that facilitate the mainstreaming of cross-cutting issues in the roads sub-sector including 33.3 percent minimum women’s participation.
c. Sub-sector and corporate policies and guidelines on cross cutting issues applied in all projects.
d. Operational and reporting systems incorporate cross-cutting issues.
e. All Roads 2000 programmes and projects comply to sub-sector gender policies.
A significant weakness indicated from the Roads 2000 is absence of analysis on how transport infrastructure and resultant services impact on both men and women. Additionally, the programme is seen as focusing on exclusively promoting women’s participation in the unskilled workforce and measuring success in terms of proportion of female beneficiaries within the workforce. This is unlike in Uganda where the case studies reported that women have been able to build successful achievements.

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WHAT HAVE WE LEARNT?

Women and men have distinct mobility patterns, accessibility priorities and concerns. Dominant transport planning models rarely consider gender differences in accessibility, mobility, as well as use of transport services. There is recognition in policy and practice that there can never be sustainable development if half of the population is excluded from processes and outcomes of investment programmes. While other sectors continue to make significant strides on gender inclusion, gender mainstreaming has been elusive in the transport sector, and examples of compelling success stories are hard to come by.

In some countries, there may exist isolated enclaves of good practice in gender mainstreaming within rural transport programmes. This may be mainly in the form of donor funded programmes, or in cases where project managers decide to champion the gender cause.

In the case study countries, gender equality is enshrined in national laws, legislation and national development plans. There is need for a further step. Whereas the transport policies may also echo the gender concerns articulated at higher policy levels, there is need to go beyond generic statements and cliché statements and specifically ensure that the sector’s gender policies are informed by evidence of what the issues are and what the challenges are. This may necessitate undertaking of well-designed baseline studies that can provide a good framework for presenting gender and transport issues in the country.

In addition, transport sector gender policies need to be translated into specific enabling mechanisms, budgets, technical capacities for implementation, monitoring, evaluation and reporting. The case studies recommend establishment of stronger linkages between policies, implementation, monitoring and reporting. There is also need to learn from other sectors such as health, water and education, in regard to how they use of gender mainstreaming tools, participatory processes and stakeholder engagements, networking and information sharing, policy advocacy, and even more importantly, increasing the representation of women at all levels of decision making in the sector.

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