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**RURAL TRANSPORT AND EMPOWERMENT OF WOMEN:
POLICY GUIDELINES ON BEST PRACTICES**



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ACRONYMS

DANIDA	<i>Danish International Development Agency</i>
ERA	<i>Ethiopian Roads Authority</i>
GMS	<i>Gender Management System</i>
GRTI	<i>Gender and Rural Transport Initiative</i>
ITDG	<i>Intermediate Technology Development Group</i>
IFRTD	<i>International Forum for Rural Transport Development</i>
ILO	<i>International Labour Organization</i>
KART	<i>Kathekani Area Rural Transport Project</i>
LC	<i>Local Council</i>
NMT	<i>Non-motorised transport</i>
PRA	<i>Participatory Rural Appraisal</i>
RAPP	<i>Rural Agriculture and Pastoralism Project</i>
RRTS	<i>Rural Roads and Transport Strategy</i>
RSDP	<i>Road Sector Development Programme</i>
RTP	<i>Rural Transport Programme</i>
RTTP	<i>Rural Travel and Transport Programme</i>
SIDA	<i>Swedish International Development Agency</i>
SSATP	<i>Sub-Saharan Africa Transport Programme</i>
UNECA	<i>United Nations Economic Commission for Africa</i>
UNIDO	<i>United Nations Industrial Development Organisation</i>
URDT	<i>Uganda Rural Technology Institute</i>
ZWRCN	<i>Zimbabwe Women's Resource Centre and Network</i>

EXECUTIVE SUMMARY

Introduction

The immediate objective of the study is to identify and disseminate best practices in developing rural transport policies that take into account the empowerment of women. The long-term objective of the study is to contribute to information on approaches in gender in order to improve the rural transport planning through the integration of the gender dimension.

Methodology

Secondary data were collected from reports provided by the World Bank Rural Travel and Transport Programme (RTTP), Gender and Rural Transport Initiative GRTI, United Nations Economic Commission for Africa and other organizations. Institutions in rural transport in Kenya, Uganda and Ethiopia were identified through the desk study and through interviews with participants at the Regional GRTI workshop.

Field missions to Kenya, Uganda and Ethiopia supplemented the desk study. Discussions were held with representatives from government departments in charge of rural transport, planning, local government and gender in each country. The rural transport policies, where they existed, and the general stance of governments on gender and rural transport, were analysed. Discussions were held with representatives from donor agencies and non-governmental organisations. In Kenya and Uganda, informal discussions were held with one group of beneficiaries. The projects implemented by Intermediate Technology Group (ITDG), DANIDA, Ireland AID, Uganda Taxi Operators and Drivers Association and United Nations Industrial Development Organisation were analysed to identify how gender had been incorporated and their monitoring framework. Experiences from other sectors such as agriculture, health and education were analysed in order to benefit from their experience in mainstreaming gender in the transport sector.

Characteristics of Gender in Transport

From the literature review characteristics of gender issues in rural transport in Africa were identified. It was noted that women carry the bulk of the day-to-day household transport burden and they suffer the physical and health burden of head loading a large portion of fuel, water and produce. In addition to the burden of carrying water, women often experience difficulties in obtaining water from its sources; for example, the pump may not be suitable for use by women.

It was noted that women often do not have access to cash to buy transport services or means of transport due to economic and cultural reasons. There are sometimes cultural barriers to women handling animals, riding bicycles or even travelling on public transport. Capital and time constraints often make it difficult for women to generate income by offering transport services, except at the lowest levels such as head loading. Environmental degradation has resulted in women and girls walking longer distances in order to fulfil their gender roles of fetching water, firewood and wild fruits.

Theoretical Framework

The Commonwealth Secretariat has come up with a model for gender mainstreaming which is called the Gender Management System (GMS). This model could be applied to all sectors and has been used in education, agriculture, rural development and finance, among other sectors.

GMS requires that a structure to manage the implementation be put in place. The process involved in gender management system includes developing and implementing a national gender action plan which should include provisions for setting up or strengthening the GMS structures and mechanisms and for engendering core ministries and sectoral policy and planning.

The Women's Empowerment Framework can be used to analyse whether a project or policy leads to empowerment. Five levels of empowerment are identified namely, welfare, access, conscientisation, participatory and control. Empowerment is high at the conscientisation level and much higher at the participation level and highest at the control level.

In the context of this paper, a rural transport policy can be said to lead to empowerment of women if it addresses the welfare of women, improves equality between men and women in access to skills, employment, means of transport, capital and political power. The policy should identify the gender concerns and give provision for gender awareness training for both men and women to raise their awareness levels. Participation of both men and women should be stated as a prerequisite in the policy statement.

Rural Transport Policies in Selected African Countries

Rural transport policy in Ethiopia and the roads sector policy in Uganda were analysed. It was noted that although both the two countries have gender policies, the rural transport policy in Ethiopia and the roads sector policy in Uganda do not lead to empowerment of women. Kenya does not have a rural transport policy and is in the process of formulating a national gender policy.

Participation of stakeholders and beneficiaries during policy formulation was noted as a good practice. In Ethiopia, the RTTP structures facilitate the participation of women at all levels. It is important to put in place a monitoring mechanism to ensure that representation of women is achieved at all levels.

Lessons from Rural Transport Projects in Africa

The following rural transport projects were analysed: provision of intermediate means of transport by Intermediated Technology Group in Kenya; construction or rehabilitation of infrastructure supported by DANIDA and Ireland AID in Uganda and Kenya; non-transport interventions being supported by UNIDO in Ethiopia and attempts by Uganda Taxi Operators and Drivers Association in providing better transport services.

There were a number of best practices that were identified from the rural projects currently being implemented in the three selected countries. The involvement of male and female beneficiaries at the identification and appraisal stage of the project and the use of Rural Accessibility Planning in ITDG project in Kenya is a good practice. Development of a gender action plan and provision for the contractors to employ a gender advisor ensures that gender is mainstreamed. In the DANIDA project different payment schedules that meet the needs of men and women was responding to the needs of men and women. In the case of the DANIDA project in

Uganda the use of a network approach that gives priority to women's access to water and health facilities and setting indicators for monitoring the participation of women ensures the involvement of women.

Poverty, Decentralisation and Empowerment of Women

The active participation of women, who are among the poorest, in planning of rural transport may contribute to the reduction of poverty. Focus should be placed on the different needs of men and women and how rural transport could facilitate the different roles and responsibilities of men and women.

Decentralisation offers an opportunity to reach the village level that is usually by-passed during planning. The decentralisation policies that have been adopted in Ethiopia and Uganda, may contribute to empowerment of women, particularly if participatory methodologies are introduced at all levels of planning.

Environment and Empowerment of Women

In rural areas, the depletion of natural resources by environmental degradation has a significant negative effect on the daily life of women and the well being of their families. As the competition for decreasing resources increases, women find that each day they have to walk further from their homes in search of water, firewood and other forest products. The increased distance means an increase in effort and time.

Non-transport interventions that aim at bringing water or firewood close to the village should include training in environmental conservation.

The Role of Culture in Rural Transport and Empowerment of Women

Rural transport policy planners need to take note of the diverse cultural factors that affect women. This requires the participation of the women in the planning process. Men and women need to be sensitised to ensure that they understand the different rural transport interventions.

Lessons in Gender Mainstreaming from other Sectors

A project implemented by ITDG in Kenya shows that tradition has implications on gender mainstreaming. ITDG Kenya had gender guiding principles but failed to come up with a gender strategy, objectives, activities and indicators for the Gabra Project. It is important to note that even if there is a gender statement or overall gender strategy for the organization, each project should start with a gender analysis to ensure that the needs of men and women are identified and appropriate strategies formulated to meet the needs.

In Uganda, the Gender Department in the Ministry of Gender, Labour and Social Development is responsible for assisting ministries in mainstreaming gender in their sectoral policies. To date, gender has been mainstreamed in the health and education sectors.

The following steps have been taken to mainstream gender in policies:

- Situation analysis;
- Gender Impact assessment;

- Consultations with stakeholders;
- Reviewing the various policies in the specific sector and other sectors that are related to the sector in question;
- Formulation of draft policy;
- Consensus meetings;
- Final draft for cabinet approval.

From the Ugandan experience, it can be concluded that African governments generally find it easy to mainstream gender into health and education compared to rural transport and other technical areas. It is important to note that systematic steps in mainstreaming gender are key to success.

Guidelines on Best Practices

Some indicators for a rural transport policy that leads to empowerment of women are given. The indicators give a guide as to how gender could be incorporated in the policy statement, institutional arrangements and the culture of the institutions responsible for rural transport.

- The need for participation of both men and women should be stated in the policy. Participation of both men and women who are affected by rural travel and transport is important. It is important to take a grassroots approach such as that proposed in Longwe's Women's Empowerment Model. It is recommended that both men and women be sensitised and mobilized to participate. The policy should support equal access and control of resources related to rural transport including information.
- An appropriate structure should be set up to manage the rural transport programme and to be responsible for mainstreaming gender in the rural transport sub-sector.
- There is need for a statement on equal opportunity on the hiring and development of capacity of contractors and artisans in the policy. Women should be given opportunity to participate in labour-based rural road construction or rehabilitation.
- The policy should have a provision for a gender budget to ensure that gender is not lost along the way. There is also need to increase the level of budget allocated to rural transport.
- Policies and plans for rural transport should be geared to reducing the time and effort currently being unproductively spent, mainly by women, in obtaining basic and social needs.
- Gender analysis should be carried out before the policy is formulated and the information should be used to come up with the statement of the problem, policy objectives and strategies.
- Gender awareness training should be the first on the priority list as it facilitates closing the gap between policy and practice. Women should also be trained to take a leading role in rural transport planning. A training fund should be established to encourage women to participate in transport planning, designing and engineering.
- Rural transport should be addressed in national gender policies.

Monitoring and Evaluation Practices

It is important to differentiate by gender throughout the project cycle during monitoring. Differentiating the indicators by gender is the only way to ensure that there is a binding provision to record the gender-specific impacts of the project, facilitating project steering.

A gender specific policy or project strategy and planning document are the preconditions for a gender specific monitoring system. The monitoring system should be designed such that statements can be made regarding planned and unplanned and positive or negative impacts of the policy or project on female and male members of the beneficiaries. The monitoring and evaluation framework for projects should recognise gender from inception stage right through to the end of the project. Collection of gender-disaggregated data should be stipulated in the policy.

The monitoring system should ensure that transport policies are based on meeting accessibility needs of men and women. There should be a mechanism put in place to ensure that the transport policy leads to reduction in time and effort of men and women in carrying out their roles and responsibilities. There is need to set quantitative indicators to show the reduction of time and increase in income that is related to the rural transport interventions. The monitoring system should ensure that due regard has been paid to environmental factors.

Conclusions

Mainstreaming gender in policies, programmes and projects leads to the empowerment of women. It is important that institutions develop the capacities to mainstream gender and create an enabling environment for it to be successful. Gender is a cross cutting issue in rural transport and without incorporating gender, the needs of men and women in the community are not addressed. It has been noted that addressing gender issues contributes to poverty alleviation as women constitute the majority of the poor. Decentralisation that has been adopted by Ethiopia and Uganda will facilitate reaching the men and women at village level.

Participation of men and women in the community at all stages of policy and or project formulation are key to ensuring that rural transport interventions contribute towards empowerment of both men and women in the communities.

The issues of culture and tradition have been noted as requiring particular attention when dealing with different communities. This emphasises the need to carry out gender analysis before any intervention.

All rural transport interventions should ensure that they are environmentally friendly. It has been noted that women are environment managers, so the inclusion of women in planning for rural transport will lead to a better managed environment.

The guidelines given in this report are a start to mainstreaming gender in rural transport. Testing and fine tuning the suggestions will lead to guidelines that will result in the empowerment of women.

In 1999, the World Bank Development Grant Facility approved a grant to Africa Rural Travel and Transport Programme (RTTP) to initiate a Gender and Rural Transport Initiative (GRTI). The goal of RTTP is to assist countries in Sub-Saharan Africa to put in place policies and strategies for addressing their rural travel and transport problems. The programme is part of the Sub-Saharan Africa Transport Policy programme (SSATP). The purpose of GRTI is to strengthen the national RTTP programmes' capacity to undertake the design and implementation of gender responsive rural travel and transport policies and strategies. The current study commissioned by UNECA was undertaken to contribute to the capacity building efforts of African governments in gender and rural transport policies.

1.2 Objectives of the study

The immediate objective of the study is to identify and disseminate best practices in developing rural transport policies that take into account the empowerment of women. The long-term objective of the study is to contribute to information on approaches in gender in order to improve the rural transport planning through the integration of the gender dimension. The study will assist potential donors to help African countries to finance activities and programmes on rural transport.

1.3 Scope of the study

The study entailed an analysis of the type of rural transport policies formulated and adopted in a number of countries, with particular focus on Kenya, Uganda and Ethiopia. The study identified key actors in gender and rural transport activities in the three countries and their project planning and monitoring and evaluation practices were reviewed and analysed. Their methods of data collection with regards to monitoring and evaluation and identification of indicators were established. Emphasis was placed on participatory rural appraisal (PRA) and other participatory planning and evaluation methods. The findings were compared with indicators and data collection methods used by other sectors such as education and agriculture. The study identified best practices in monitoring and evaluating and incorporation of gender in rural travel and transport activities by stakeholders.

Based on the findings, this report recommends best practices in formulating rural transport policies and appropriate monitoring and evaluation tools.

1.4 Report outline

This report is divided into ten chapters. Chapter one provides the background and introduction. The methodology used is also outlined. Chapter two gives an overview of rural transport and gender issues in Africa and identifies the key gender characteristics of rural transport in Africa. Chapter three provides the theoretical framework and an analysis of rural transport policies in selected countries in Africa. Chapter four presents lessons from rural transport projects implemented in Kenya, Ethiopia and Uganda. Chapter five discusses the relationship between poverty, decentralisation and empowerment of women while chapter six focuses on the environment. The role of culture in rural transport is discussed in chapter seven. Chapter eight draws lessons in gender mainstreaming from other sectors. Policy guidelines on best practices are detailed in chapter nine, and chapter ten is the conclusion.

1.5 Methodology

Secondary data were collected from reports provided by the World Bank Rural Travel and Transport Programme (RTTP), Gender and Rural Transport Initiative GRTI, United Nations Economic Commission for Africa and other organizations. The purpose of the literature review was to have an understanding of rural transport in general and specifically in the three chosen countries, that is, Kenya, Uganda and Ethiopia. Institutions in rural transport in the three countries were identified through the desk study and through interviews with participants at the Regional GRTI workshop.

Field missions to Kenya, Uganda and Ethiopia supplemented the desk study. Discussions were held with representatives from government departments in charge of rural transport, planning, local government and gender in each country. The rural transport policies, where they existed, and the general stance of governments on gender and rural transport, were analysed. Discussions were held with National Forum Groups affiliated to the International Forum for Rural Transport and Development (IFRTD) in Kenya and Uganda and the coordinators of the Rural Travel and Transport Programme (RTTP) in Uganda and Ethiopia. In Ethiopia, interviews were held with the United Nations Economic Commission for Africa (UNECA) transport team and the African Centre for Women (ACW).

Interviews were held with representatives from organizations that had projects in rural travel and transport in the three countries, such as International Labour Organisation (ILO), Intermediate Technology Development Group (ITDG), Danish International Development Agency (DANIDA) and Swedish International Development Agency (SIDA), among others. In Kenya and Uganda, informal discussions were held with one group of beneficiaries. The projects implemented by these organizations were analysed at each stage of the project cycle to identify how gender had been incorporated and their monitoring framework. Comparisons were made with other programmes in health, education and agriculture.

CHAPTER TWO

OVERVIEW OF RURAL TRANSPORT AND GENDER ISSUES IN AFRICA

2.1 Rural transport in Africa

In Sub-Saharan Africa, women carry the majority of the day-to-day household transport burdens. The burdens include fetching firewood and water, taking grain to be processed, taking children to a health facility, carrying harvested crops from the field and to market places among others. In addition, women account for about 70% of agricultural production in Africa. Women are almost exclusively responsible for household and child-rearing tasks. Therefore, they have numerous and diverse transport needs. For example, in rural Africa, women are involved in transport more than three times as much as men. Women also suffer the physical and health burden of head loading most of the fuel, water and produce (World Bank, 1999). This arises because of gender roles, which traditionally place the responsibility for meeting the household's needs and the resultant domestic transport on the women.

In studies carried out by International Labour Organization (ILO) in Zimbabwe, it was found that a household spends an average of 60-70 hours a week travelling, excluding farm related transport. In addition, 17 hours per week are spent waiting at service points, for example, waiting for a turn to fetch water. It was noted that 70-80% of this burden is carried by women (ILO, 1997).

Studies carried out by Barewell and Calvo (1988) in Makete in Tanzania showed that women undertake the major proportion of rural transport, particularly head loading. Women were found to be responsible for about 70% of transport time and nearly 85% of the effort. In Ghana, the average household spent about 4 800 hours and 2 600 tonne km in transport effort per year. In Makete, Tanzania, the corresponding figures were 2 600 hours and 90 tonne km. The higher figures in Ghana were attributed to a larger household size that was about twice that in Tanzania. In Tanzania, an average female spends nearly 1 600 hours per annum on transport alone, while in Ghana, the average female spends about 1 000 hours.

The findings of above studies were supported by more recent data from Ethiopia (IT Transport Ltd, 1999), where the collection of fuel, water and food was found to account for 73% of the trips and 61% of travel time and 93% of transport effort. The two most important components of this type of transport are collecting water and fuel, which together account for more than 89% of domestic travel and transport time and effort. Domestic travel involves from 948 to 1252 hours per year and up to 110 tonne km of transport effort. Women are responsible for transporting domestic water, fuel and other needs and this, in most cases, is done by carrying up to 25 kg loads on their back (In Ethiopia women carry loads only on their back). It is estimated that in Ethiopia, domestic transport takes 20-25% of the adult women's working time and comprises 80% of her transport burden (IT Transport Ltd, 1999).

Men, women and children undertake transport tasks in Western Uganda. Men take care of transport in activities related to income generation, while women and children undertake both. Women and children take care of domestic water transport needs, while men contribute to transport of water that is associated with warigi brewing. Warigi, an alcoholic beverage, is the main source of income generation in Western Uganda. Men take little part in firewood collection compared to water collection, even if the firewood is used for income generation. Men transport goods to the

market using bicycles, while women head load (Iga 1999). Patients are taken to hospital by use of traditional stretchers that are hired from a few who own them.

In some parts of Africa, women and young girls spend eight hours a day collecting water. The journey is exhausting and takes up some of the time and energy they have for other things. The continual water bearing over long distances can distort the pelvis of young girls, making the recurrent cycles of pregnancy and childbirth more dangerous (Rodda 1990).

In addition to the burden of carrying water, women often experience difficulties in obtaining water from the various sources. In those areas where water can be pumped, women have not been taken into account, either in the design or location of the pumps. In Hwange District in Zimbabwe, it was found that the pumps were difficult to reach and heavy to use. When the pumps break down, it takes a long time to have them fixed. This forces women to walk long distances to fetch water (Sibanda and Mahonde 2000). Local women and men are not trained to repair the pumps, yet they are the major users.

The depletion of natural resources, especially trees, has meant that the distance walked by women to fetch firewood is increasing. Environmental degradation has had such a negative impact on the burden of women and girls since they are tasked with fetching firewood and wild fruits for household subsistence.

Due to economic and cultural reasons, women often do not have access to cash to buy transport services or technologies. The available transport technologies may not suit their pattern of use or their specific needs, such as combining child-care with other tasks. In different parts of Sub-Saharan Africa, there are sometimes cultural barriers to women handling animals, riding bicycles or even travelling on public transport. Capital and time constraints often make it difficult for women to generate income by offering transport services or means of transport, except at the lowest levels such as head loading.

In areas where the main source of income is the sell of crops, lack of rural transport leads to poverty. Lack of access to markets in towns and cities where disposable income is higher compared to that in rural areas leads to crops being sold at very low prices. The reasons are that there is a lot of competition due to abundant crop in the area and middle-persons who have access to transport come in to buy the crops at very low prices, such is the case in the cotton growing areas of Gokwe in Zimbabwe. Some crops end up being thrown away due to lack of transport.

The above factors have implications on women's lives in terms of lack of time for other activities, fatigue and strain from excessive load carrying. The women may be isolated from outside influences and information and generally lack control over the production and marketing processes involving transport. Inadequate transport can affect women's health in terms of strain from load carrying, risk of injury from falling when carrying loads on slippery paths and maternal deaths due to poor access to health care during childbirth.

Planning for rural transport has been based on the following issues:

- Investments are concentrated on roads projects because rural transport has been equated with rural roads and the benefits of agricultural production.

- There has been concentration on motorized traffic yet very few people have access to and use motor vehicles in rural areas: for example, in Kenya, 94% of the rural population walk or use bicycles (Banda 1994). Very little consideration is given to intermediate means of transport.
- Demand for transport is only defined in terms of movement of people, tourism, business people in urban area, agricultural production and marketing. The implication is neglect of transport needs related to domestic use.

Studies carried out in Ethiopia found that agricultural transport usually involves a small number of trips, comprising mainly of short distances to the field. Although agriculture is important, rural transport needs should not be defined only in terms of agriculture but should include domestic travel and transport of water, fuel and other domestic needs. Access to health facilities and schools are major rural transport needs.

2.2 Characteristics of gender in rural transport in Africa

Characteristics of gender in rural transport in Africa include the following:

- Women carry the bulk of the day-to-day household transport burden.
- Women also suffer the physical and health burden of head loading a large portion of fuel, water and produce.
- The continual water bearing over long distances can distort the pelvis of young girls, making the recurrent cycles of pregnancy and childbirth more dangerous.
- In addition to the burden of carrying water, women often experience difficulties in obtaining water from its sources.
- Due to economic and cultural reasons, women often do not have access to cash to buy transport services or means of transport.
- There are sometimes cultural barriers to women handling animals, riding bicycles or even travelling on public transport.
- Women lack transport infrastructure and services as well as proper facilities such as water supply, health centres and schools.
- Capital and time constraints often make it difficult for women to generate income by offering transport services, except at the lowest levels such as head loading.
- Environmental degradation has had a negative impact on the burden of women and girls since they are tasked with fetching firewood and wild fruits for household subsistence. They have to walk a longer distance to fulfil their gender roles.

CHAPTER THREE

RURAL TRANSPORT POLICIES IN SELECTED AFRICAN COUNTRIES

3.1 Theoretical framework

Before analysing the rural transport policies in the African countries visited during the study, it is important to discuss a theoretical framework for mainstreaming gender into policies.

3.1.1 Women's empowerment framework

Sara Longwe developed the Women's Empowerment Framework. The framework can be used to analyse whether a project or policy leads to empowerment. Five levels of empowerment are identified namely, welfare, access, conscientisation, participatory and control. Empowerment is high at the conscientisation level and much higher at the participation level and highest at the control level.

The welfare level involves the provision of women's welfare needs such as food supply, nutritional status, and roads, among others. It leads to the improvement in women's access to resources and is not enough to bring strategic and major changes in women's lives. At the level of access, policies or projects seek to improve equality between men and women in access to factors of production such as land, labour, capital, skills, education, wage employment and political power. The welfare and access levels are important because women will respond better to development interventions after their welfare needs have been met.

The third level, conscientisation, helps people to understand the problem of gender inequality. This is achieved through gender awareness training. Level four is participation of women in the decision making process. At the project level this means that women participate in project identification, planning, implementation, monitoring and evaluation. At policy level, women should participate during policy formulation and the policy statement should have a provision for women's participation. At village level women become active in decision making at household and community levels.

Participation will empower women to achieve greater control over factors of production, and ensure women's access to resources and the distribution of benefits.

In the context of this paper, a rural transport policy can be said to lead to empowerment of women if it addresses the welfare of women, improves equality between men and women in access to skills, employment, means of transport, capital and political power. The policy should identify the gender concerns and give provision for gender awareness training for both men and women to raise their awareness levels. Participation of both men and women should be stated as a prerequisite in the policy statement.

3.1.2 Gender management system

The Commonwealth Secretariat has come up with a model for gender mainstreaming which is called the Gender Management System (GMS). This model could be applied to all sectors and has been used in education, agriculture, rural development and finance, among other sectors.

GMS requires an enabling environment. The following are some characteristics of the enabling environment:

- Political will and commitment to gender equality at the highest levels.
- Global and regional mandates such as Commonwealth plan of Action, Beijing Platform for Action and Convention for the Elimination of all Forms of Discrimination Against Women (CEDAW).
- A legislative and constitutional framework that is conducive to advancing gender equality.
- The presence of a critical mass of women in decision-making roles.
- An autonomous civil society.
- Adequate human and financial resources.

For the gender management system to be implemented, a structure to manage the implementation has to be put in place. There should be a lead agency (RTTP or Ministry responsible for rural transport) that initiates and this should be supported by a management team made up of key government sectors. There should also be representation from the civil society and parliament.

The process involved in gender management system includes developing and implementing a national gender action plan which should include provisions for setting up or strengthening the GMS structures and mechanisms and for engendering core ministries and sectoral policy and planning.

The GMS takes a systems approach, where all the key sectors are involved and are in agreement in terms of addressing the inequalities. The following is the cycle for GMS:

- i. Gender analysis: this involves analysing the state of women compared to men in the sector, examining the impact of sector policy on women and men.
- ii. Policy development and appraisal: establish gender priorities according to individual national circumstances, developing policy options to address gender imbalances and appraising options to determine their gender impacts.
- iii. Gender-awareness action plans: the output of policy development is a plan, which should have a clearly defined gender dimension.
- iv. Implementation: the implementation of the engendered work plan should take place as part of the normal functioning of government.
- v. Monitoring and evaluation: this involves reviewing key indicators on the status of women in the national context in the sector, and feeding the findings into the next planning cycle.

3.1.3 Criteria for identifying best practices

It is important to focus on the policy formulation process and policy content. Given the fact that only one out of the three countries visited has a rural transport policy, but do have experience in other sectors from which the rural transport sub-sector could benefit, policy formulation process and policy content are important. Based on the theoretical framework, the following criteria for identifying best practices was used:

Policy formulation process

Participation of both men and women in policy formulation
 Gender analysis of the existing situation
 Collecting gender disaggregated data to bring out the gender gaps
 Enabling policy environment (gender policy)

Policy content

Acknowledges the gender concerns arising from the gender analysis
 Addresses women's welfare needs
 Statement on the improvement of access to factors of production
 States the need to raise awareness on gender issues in rural transport
 Promotes the participation of women at all levels of the sub-sector

3.2 Rural transport in Kenya

Kenya's road network is inadequate and unreliable, especially in rural areas. The poor roads in the rural areas become impassable during the rainy season. Many rural population centres cannot be reached using motorized transport. As a result, most rural people depend on non-motorised transport systems through a network of footpaths. The transport systems include human loading, animal packaging, bicycles and hand-carts (ILO/ITDG 1995).

3.2.1 Policy overview

Kenya does not have a rural transport policy. In the National Development Plan 1997-2001, government states its support to efforts to improve rural transport. The following is an extract from the development plan:

While efforts have for a long time been placed on the development of road transport infrastructure, little attention has been given to the development of roads for use by motor transport. The Government has recognised the important need to increase accessibility and mobility in rural areas beyond formal roads. It will promote the development and the use of transport systems that adequately respond to the immediate needs of rural people. Such transport systems include:

- Development of non-motorised transport (NMT), such as the use of draught animals, handcarts and bicycle trailers and
- Application of intermediate technology in the production of NMT equipment, ensuring the potential of appropriate technology is easily accessible to small-scale rural artisans.

Development of transport increases efficiency in the rural communities and makes travelling affordable and safe means of transport.

The objective is to improve household and community mobility, reduce the burden and difficulty of making long distances and head-loading in rural areas especially by women and children, so as to release more time and energy for productive work.

Efforts will be made during the plan period to increase rural mobility and enhance accessibility to rural markets, health, administrative, educational and other social and economic facilities in order to increase productivity in agriculture and other economic activities.

The statement in the development plan has been criticised as just paying lip-service to the whole issue of rural transport. It is understood that in Kenya there is no ministry that deals with rural transport as a whole. The Ministry of Roads and Public works is in charge of roads development, while the Ministry of Transport and Communication is in charge of transport policy. It was indicated by the National Forum on Rural Transport and Development in Kenya that they had to lobby to have rural transport mentioned in the development plan.

In the past, the Government of Kenya has implemented the Rural Access Roads Programme. The programme was aimed at opening new roads in the high way and major agricultural areas. This programme was criticised for not considering the transport needs of men and women and merely focusing on agriculture and ignoring the rest of the network. The government then embarked on the Minor Roads Programme, which aimed at improving small roads that are connected to major roads. This programme was based on the same principle as the Rural Access Road Programme. Policies and programmes that are aimed at the provision of roads only will have a limited impact on solving rural access problems.

The Ministry of Transport has recently appointed a specialist in gender and environment and intends to mainstream gender in all their programmes and projects. The Government of Kenya is in the process of drafting a national gender policy.

The Government of Kenya is in the process of setting up the Kenya Roads Board. The structure of the Roads Board will include District Roads Committees in all the 70 districts. During interviews, it was pointed out that through the board, the rural transport needs will be met. It was, however, noted that the board has not taken into consideration the different needs of men and women in rural transport, something they would want to take up if and when they are given the necessary know-how.

3.3 Rural transport in Uganda

Rural transport in Uganda is not well developed. Most districts have remote areas that are not easily accessible from the district headquarters. The most common means of transport is walking and head loading along road paths, tracks and trails. Culture and tradition tend to limit load carrying to women (Iga in IFRTD, 1999).

The use of intermediate means of transport is limited due to high purchase price of bicycles, draught animals and animal drawn carts. There are some locally manufactured wheel barrows, that are of poor quality and are used for carrying water, firewood and other household goods. The use of these is limited to middle class families (Iga in IFRTD, 1999).

3.3.1 Policy overview

Uganda does not have a rural travel and transport policy but, it has a roads sector policy. The Government of Uganda places roads development amongst its top three priorities for investment. The government's policy in the roads sub-sector is to develop and maintain the country's entire road network such that all the categories of roads are integrated and complementary to each other. The objectives of the roads sector policy are to:

- Provide access to markets for rural agricultural produce;
- Facilitate extension services and access to agricultural inputs; and

- Improve access to social services, for example, schools, health, community and administrative units (Republic of Uganda 2000).

Uganda has a gender policy that states government's commitment to mainstreaming gender and sets out strategies on how this can be done. One of the strategies is ensuring gender responsive development planning at all levels, that is, community, district and national and formulating sectoral policies that are gender responsive. The Ministry of Gender, Labour and Social Development is supposed to monitor that all sectoral policies mainstream gender.

Given the gender policy that exists in Uganda, it is surprising to note that the roads sector policy does not have a statement on gender. In the background to the roads sector policy, government acknowledges the burden of women in rural transport, but when it comes to the policy statement, empowerment of women is not mentioned.

3.4 Rural transport in Ethiopia

Rural road and transport network and services in Ethiopia are not well developed and in some areas they are in poor state. None of the federal and regional institutions have sound organizational structures to cater for the levels of travel and transport requirements at the household and community levels.

The existing rural road network is about 10 200 km, with 61% of it in poor condition. It is estimated that only 30 % of the population is within 10 km of a rural road. This has given rise to high transport costs and has a negative impact on agricultural production and social and economic activities.

At the planning and programming levels, there has been lack of recognition of local level transport. Planning and programming methodologies do not consider the nature and size of transport demand in improving access to economic and social services. There is also lack of coordination and participation of the communities in the identification and prioritisation of rural roads (Ethiopian Roads Authority, 2000).

There is an excessive reliance on traditional means of transport, a problem related to low motor vehicle fleet and inadequacy of the network as well as constraints in the use of intermediate means of transport.

3.4.1 Policy overview

The Ethiopian Road Sector Development Programme (RSDP) was formulated for the period 1997-2007. The programme aims at implementing a road rehabilitation, upgrading and backlog clearance effort to stabilise road conditions at acceptable levels.

One of the major components of RSDP is the expansion, rehabilitation, upgrading and maintenance of different levels of rural roads. The Rural Roads and Transport Strategy (RTS) which was formulated with the assistance of RTTP, focuses on transport issues specifically focused at regional, wereda (small administration district) and village levels, including facilitating development of socio-economic infrastructure and services.

The main objective of the RRTS is reducing the overall rural transport burden through expanding and improving rural roads infrastructure and increasing rural transport means. Proper siting of facilities is considered a way of improving transport burden. The main goals of the policy are:

- Implementing a rural road rehabilitation and road maintenance backlog clearance effort to stabilize road conditions at acceptable levels by year 2007;
- Reducing the proportion of farms that are more than half a day's walk from the nearest all weather road (from 65% to date to 25% by end of year 2007) as a component of RSDP Phases I and II;
- Introducing types and levels of interventions which improve low level rural roads infrastructures through the involvement of Regional Governments, Wereda Committee and Village-level organizations, to reduce the walking distances of the rural households to less than three hours walk to reach to any type of road serviced by motor vehicles;
- Enhancing infrastructure planning to ensure more effective use of resources as a way of improving accessibility to agricultural inputs and evacuation of farm products and facilitating proper siting of social services and other community facilities as well as the promotion of rural-urban linkages and industrial development;
- Increasing conventional and intermediate means of transport; and
- Improving accessibility to socio economic facilities through improved siting.

As in the case of Uganda Roads Sector Policy, the Ethiopian Rural Transport Policy, in its introduction and background to the policy, acknowledges the rural transport burden on women, however, none of the policy objectives are gender related. It should be noted that like Uganda, Ethiopia does have a National Policy on Ethiopian Women whose aim is to empower women by ensuring that gender is integrated in all policies, programmes and projects. One of the policy objectives is "Facilitating the necessary condition whereby rural women can have access to basic social services and to ways and means of lightening their work-load". Given the policy statement, the rural transport policy should articulate exactly how it will facilitate rural women to have access to rural transport and how their burdens can be lightened.

Within the RTTP strategy document, the Ethiopian Roads Authority (ERA) explains the RTTP structures where they will ensure that women are represented from regional to village level. It was not clear how RTTP would monitor that women are actually represented at all levels, given the observation that although it is a requirement to have women at all levels of decision making in Ethiopia, they are not there. The reason is that the women do not have the expertise required for the offices. There is need for affirmative action in the education and training system in order to close the gap.

The strategy document also mentions that one of the activities will be to encourage the participation of women. This is the only time consideration is given to women. For gender to be adequately mainstreamed and to ensure empowerment of women, it is important to ensure that each strategy that focuses on the beneficiaries has a gender statement. Many studies have noted that the rural travel and transport of men and women are different and should, therefore, be addressed separately.

The logical framework that is in the Ethiopian strategy document does not give gender indicators. The reason is that there was no gender related output. It is important that the objectives, activities and objectively verifiable indicators reflect the gender responsiveness of the policy. For example, one of the indicators was "number of entrepreneurs available". This type of indicator will

lead to collection of non-disaggregated data. The use of such words as “rural population” and “community” should be avoided because it lumps women and men as one unit, yet they are different.

The process through which ERA came up with the strategy document was said to be participatory, with many stakeholders being involved. It is, however, not clear whether women were specifically given room to participate.

3.5 Best practices identified in the three African countries

Several best practices were identified from a review of the three countries visited in this study.

- The environment in which any policy operates is very important. It is encouraging to note that Uganda and Ethiopia have national gender policies.
- Participation of stakeholders and beneficiaries is important in coming up with policy. In the case of Ethiopia, there was an attempt to make the process of coming up with a strategy participatory, at least by involving officials from different ministries, non-governmental organisations and donor agencies. However, the deliberate involvement of female and male beneficiaries would have enriched the process.
- The RTTP structure that states the involvement of women at each level is a good practice, especially if it is backed by a monitoring mechanism to ensure that women are represented and do participate.

Table 1 below summarises the extent to which the Ethiopian Rural Travel and Transport Policy, the Uganda Roads Sector Policy lead to the empowerment of women. It must be noted that there was no rural transport policy in Kenya.

Table 1

Theoretical Framework	Practices in countries visited		
	Kenya	Uganda	Ethiopia
Policy formulation			
Participation of both men and women in policy formulation	X	X	✓
Gender analysis of the existing situation	X	X	X
Collecting gender disaggregated data to bring out the gender gaps	X	X	X
Conducive policy environment (Gender Policy)	X	✓	✓
Policy Content			
Acknowledge the gender concerns arising from the gender analysis	X	X	X
Address women's welfare needs	X	?	✓
Statement on the improvement of access by women to factors of production	X	?	?
States the need to raise awareness on gender issues in rural transport	X	X	X
Promotes the participation of women at all levels of the sub-sector	X	X	✓

Key

✓	Practiced
X	Not practiced
?	Not clear whether Practiced

CHAPTER FOUR

LESSONS FROM RURAL TRANSPORT PROJECTS IMPLEMENTED IN AFRICA

4.1 Relationship between policy and projects

A gender responsive policy facilitates the formulation and implementation of projects that mainstream gender. While a policy provides the broad guidelines or direction that should be followed in implementing programmes and projects, a project is a course of action to pursue a goal. An analysis of rural transport projects gives an indication of the strengths or gaps that exist in the policy.

Mainstreaming gender in projects requires gender specific information (Gender and Rural Transport Initiative, 2000). Based on the monitoring and evaluation system for RTTP developed by GRTI, projects should address the following:

- Baseline information on travel and transport burdens of women, children and other family members prior to the start of the project should be collected;
- Transport constraints on women's economic and domestic roles should be analysed separate to that of men;
- Data gathered should be disaggregated to ensure that the roles of men and women are not generalised as being the same;
- Identification of women's and men's unsatisfied needs should be done. The project should address women's travel and transport needs;
- Women should be involved in the project design and implementation;
- The positive and negative impacts of the project on women should be evaluated;
- Changes in women's travel and transport as a result of the project should be monitored.

4.2 Intermediate Means of Transport (IMT)

Intermediate Technology Development Group (ITDG)-Kenya's Rural Transport Programme (RTP), East Africa, is implementing projects in Kathekani, Kajiado, Ndhwa, Homa Bay and Kisumu Districts. For purposes of this study the project cycle of Kathekani was analysed.

The Kathekani Area Rural Transport Project (KART) started in 1992. It is a collaborative project between the local administration and ITDG's Rural Transport Programme. The project is aimed at enhancing the capacity of poor people to move themselves and their goods more efficiently and to improve their access to essential goods and services.

The KART project has the following objectives:

- Improving the means by which people carry out their transport activities, thus improving mobility;
- Planning for location of essential facilities and services closer in a way that shortens the transport distance for the majority of people in the villages.

The focus is on raising awareness on rural transport issues and on promoting improvements of mobility by introducing a broader range of transport services such as handcarts, bicycle trailers, bicycles, wheelbarrows and ox carts. The production, ownership and use of wheeled transport devices has been encouraged (Kilobia, 1995). The project is currently implementing road infrastructure maintenance such as building drifts. It has helped local organizations to maintain impassable roads covering about 8 km.

Project identification and appraisal

ITDG had been working in Kathekani with the Rural Agriculture and Pastoralism Project (RAPP) since the 1980s. It was noted that people were travelling long distances to markets, grinding mills and health centres. They also noted that women were riding bicycles and that any work on improving bicycle related transport could also benefit women as well as men. Community meetings were held with support from the assistant chief and village elders to address the problems identified. The communities indicated that the means of transport used and availability of services and resources for the village were a problem. Based on the findings of this meeting, further studies were held in three villages. The studies revealed the following:

- The three most critical needs related to transport were long distances to water, health and market facilities;
- Apart from long distances to these resources, there were problems related to carriage of loads, for example, how to transport sick people to health centres, how to carry water in sufficient quantities so as to reduce the number of trips made and problems of timely head loading of crops from the fields with too few people in the household to help;
- There was relatively high ownership of bicycles which were used for load carrying and personal travel;
- Peoples' ownership and access to means of transport varied, the main means of transport used being footing, bicycles and wheelbarrows;
- Many women rode bicycles for day-to-day activities, especially to fetch water.

From the above, it is clear that the beneficiaries were involved in the identification of the problem. However, the study did not include gender-disaggregated data to permit analysis between men's and women's travel needs. It was not clear what proportions of men and women owned bicycles, walked or used wheelbarrows. The needs being addressed are community needs and it was not possible to determine whether women's needs were addressed. The study did not document women's time use and their needs to balance multiple roles, although it noted that many women were using bicycles for day-to-day activities.

Project design and inputs

During project planning, gender-disaggregated data were not used to bring out differences between men and women; the planners looked at men and women as one unit, that is, the community. This could be attributed to the fact that project staff did not have gender analytical skills. The strength of this project lies in the fact that Participatory Rural Appraisal (PRA) methodologies were used at each stage of the project cycle.

Implementation process

During project implementation, the main problem experienced was the fact that both men and women did not have enough money to purchase the technologies. ITDG introduced a loan

scheme that required a 40% deposit and this was too high for both men and women. ITDG was not able to put in place gender responsive mechanisms to cater for the poorer groups, who are mainly women, and it failed to take advantage of the women's groups that were already running some credit schemes.

Project outputs

Some of the planned outputs from this project were increased availability, ownership and usage of improved means of transport; improved access to priority needs, mainly water, health facilities and markets; and improved infrastructure so that people can more easily travel along their routes. In all these outputs, it was not possible to separate outputs related to men or women. The increase in the level of women using and owning IMTs could not be deduced. There were no deliberate gender related outputs as the community was viewed as one unit.

Project impacts

According to the indicators on the logical framework, indicators were very general to the community. One of the indicators was savings in time, effort and cost using improved services, but it was not specific as to the differences that may exist between and among men and women. The indicators did not measure whether there was any increase in economic empowerment of men and women as separate groups. It was noted in one of the project evaluation reports that extra time had been created due to the introduction of the technologies and the time was now being used to attending welfare related issues, clearing of bushes around the house, involvement in micro-enterprises among others. In addition, men were now participating in fetching water. It would have been useful to know how much time had been created and whether it applied to both men and women.

Project sustainability

The project had two male artisans who were trained by the project and they produced cycle trailers and handcarts and also service other equipment such as the ox-drawn carts. It is not clear whether the perceived change in roles between men and women is sustainable since it was not planned.

Lessons from Kathekani Project

An evaluation of the Kathekani Project noted that there was an apparent impact of carts on time saving for women. It was argued that these benefits were incidental as planning of the project had not taken into consideration the needs of men and women, thus there was no gender mainstreaming in the project.

One lesson that can be learnt from this project is the involvement of beneficiaries at the identification and appraisal stage of the project. RTP uses Rural Accessibility Planning which enables rural people to participate in defining their needs and identifying possible solutions. It would have been helpful if the data had been gender-disaggregated and the needs of both men and women addressed in the project.

The project has a monitoring system that uses variables related to the acquisition and use of equipment and measures changes based on the baseline information collected at the beginning of the project. The main short coming is that data were not gender-disaggregated, both at baseline and

during monitoring, such that it is not possible to follow through who is benefiting in terms of access, time saving, reduction in effort and whether the needs of both men and women have been met.

4.3 Infrastructure

4.3.1 DANIDA rural roads programme in Uganda and Kenya

In Uganda, DANIDA is supporting three components of the roads programme, namely, feeder roads, trunk roads and planning, through the Ministry of Finance. A gender action plan has been put in place to ensure gender is mainstreamed into all programmes. At the time of this study, DANIDA was in the process of planning for the rehabilitation of the trunk road from Kampala to Fort Porto. The project will use a combination of labour-based and traditional technologies. In this project, there is a provision for the contractor to employ a gender advisor. The role of the gender advisor is to help the contractor to mainstream gender, to advise on how women should be employed and how the working environment can be improved to accommodate both men and women.

During discussions with DANIDA staff, it was noted that one way that shows that the environment is conducive is that all signs on the road no longer say “men at work” but “work in progress”. Facilities at the camp-sites have been redesigned to accommodate men and women. The women are given maternity leave on full pay. The contractors have complained that too many women are going on maternity leave and that this is costing them a lot in lost production. As a result, the contractor has introduced birth control. Women are paid per task, while men are paid per day. The reason is that men want to get their money as soon as possible and use it, while women prefer a lump sum at the end of the task. Therefore, the needs of women and men are taken into consideration.

The Fort Porto road project has a social economic development component where communities in the corridor will be assisted to set up small income generating activities. Feeder roads are also going to be built. The project will encourage the planting of trees, particularly fruit trees, to replace trees that are being cut and to provide fuel wood.

For the district roads network, DANIDA is using the concept of access and travel time. This concept targets people as traffic and provides accessibility and best means of transport. In this network approach, women’s access to water and health facilities are given priority. The project is in six districts. Out of the 100 contractors in one district, seven are women. One of the informants indicated that they had to force men to accept women as part of the work force because women were not culturally accepted to work on the roads.

Evaluation studies of the DANIDA roads programme have shown that the participation of women has led to their empowerment beyond the project. The women have been trained and are now aspiring for leadership positions in politics. Some women are now more confident to get into business and have improved their standard of living.

The Government of Kenya, with assistance of donor agencies such as DANIDA, is now implementing the Roads 2000 Strategy. The Roads 2000 Strategy focuses on routine maintenance and selective improvements. The objectives of the Roads 2000 concept are to:

- Identify classified network using a network approach;

- Maintain parts of the network that are in a maintainable condition;
- Improve those parts of the defined network not in a maintainable condition;
- Establish maintenance on those improved sections, thus safe-guarding the investment.

The concept embraces the following principles:

- The maximum use of local resources, in particular labour based methods, thus creating employment;
- Spreading the resources to achieve road access rather than aiming for complete reconstruction;
- The use of the private sector;
- A network approach to road planning.

One of the programme's outputs is an increased participation of women. The programme sets the following indicators:

- 5% minimum of management staff are women;
- 25% of government of Kenya and contractors' workforce are women;
- 20% of contractors are women.

It states that one way that gender will be mainstreamed is by training small scale routine contractors. The programme has recorded success in the employment of women by trainee contractors. It is not clear how the programme will ensure that women are among the contractors trained and how gender mainstreaming will be monitored.

The programme does not mainstream gender in the whole project cycle. For example, in the statement of objectives, there is no indication that gender will be mainstreamed. There is no clear articulation of the needs of men and women beneficiaries being addressed in the programme and how these needs are being met. It is not clear whether both men and women participated in defining the objectives.

4.3.2 Ireland AID rural roads programme in Uganda

Ireland AID Programme started feeder roads construction in 1998. The construction uses labour-based methods. The programme coordinator started with sensitising men and women in the community in labour-based methods. This took some time as the community was not used to labour-based practices. This was followed by sensitisation of men and women on the fact that women could participate as well as men in road construction. This was faced with a lot of resistance from the contractors and the gang leaders who were all men at the time. Eventually, the communities accepted that both men and women could work on the roads. Although the number of women working on the roads constructed through Ireland AID is increasing, some district engineers found it difficult to mainstream gender in their projects.

It was noted that the successful involvement of women on the roads was due to the fact that there was an officer on the ground to monitor that women were not left out. In some of the road construction works, the percentage of women has reached up to 80%. Females are now leading gangs without any problems.

A visit made to one of the road construction sites in Kiboga showed that women and men were working well together. Women were leading gangs that were composed of both men and women. The women indicated that they could do almost all the work that men can do, except stumping trees. Some supervisors indicated that in some cases, women do a better and neater job than men.

It was noted that most women who were working on the road in Kiboga were not married. The reason was that married women were not allowed to come and work on the road by their husbands as it was believed that they would be promiscuous, especially if they stayed in camps.

Interviews with men and women working on the road indicated that women had used the money they earned to change their level of livelihood. They had built bigger and better houses, bought cattle, were sending their children to school and were able to maintain their families. There was no difference in the way men spent their money.

It has been argued in some studies that the involvement of women in labour-based road construction increases their work burden. Women interviewed indicated that this was not the case because they hired someone to help them with the household chores. In cases where they had grown up children, the children shared the household chores.

Ireland AID has put in a monitoring mechanism where they review the composition of the gangs to ensure that women are not dropped out. The gang leaders are instructed to reserve the position of women even when they have to go away for a while for family reasons. Women often go back to their homes when it is time to plough as they are tasked with that responsibility culturally.

4.4 Non-transport interventions

The United Nations Industrial Development Organisation (UNIDO) is supporting the Ministry of Agriculture in Ethiopia in a programme that aims at reducing post harvest losses through training and extension services to women. The project is introducing transport technologies, processing technologies, storage technologies among others. One of the interventions is the provision of grinding mills within the village. This has led to cutting down on time spent walking to grinding mills. The project used women's groups to facilitate the adoption and acquisition of the technology. The main advantage of using women's groups was that women would pull their resources together to facilitate buying the technology.

4.5 Provision of transport

A representative from the Uganda Taxi Operators and Drivers Association noted that transport services were not adequate in rural areas. The fleet that operates within the rural areas is not in a good state and this was caused by the bad road network. In order to maintain their vehicles, it would mean an increase in price charged per trip and the rural people cannot afford high prices. He indicated that because of the low number of vehicles on the rural roads, there is a lot of over loading which may lead to accidents. The association has started working with local communities and is encouraging them to maintain the road so that they may get better transport services.

Through the association's initiative, the community raises funds and collectively participates in rehabilitating the road. Women were taking a more active role than the men. It was noted that since decentralization in Uganda, the association has not noted any differences in terms of rural

road maintenance. The association also encourages their drivers to give special attention to women, the disabled and other vulnerable groups.

There were no projects identified that were promoting safety interventions. The need for safety interventions to protect users and pedestrians was noted as an important gender issue. It was noted that women often shun the use of intermediate means of technology because of the perceived danger due to the fact that they have not been trained in safety measures.

4.6 Best practices

There were a number of best practices that were identified from the rural projects currently being implemented in the three selected countries. They included the following:

- The involvement of male and female beneficiaries at the identification and appraisal stage of the project;
- The use of Rural Accessibility Planning that enables rural people to participate in defining their needs and identifying possible solutions;
- Development of a gender action plan to ensure gender is mainstreamed into all programmes;
- Provision for the contractors to employ a gender advisor;
- Different payment schedules that meet the needs of men and women;
- Using a network approach that gives priority to women's access to water and health facilities;
- Setting indicators for monitoring the participation of women;
- Sensitisation of men and women on the fact that women can work on roads;
- Ensuring that there is someone delegated to monitor that women are not left out of road projects;
- Reviewing the composition of the gangs to ensure that women are not dropped out and reserving posts for women when they have to go away for a while for family reasons;
- Use of women's groups to facilitate the adoption and acquisition of the technologies.

CHAPTER FIVE

POVERTY, DECENTRALISATION AND EMPOWERMENT OF WOMEN

5.1 The relationship between gender and poverty

Lack of focus on rural transport has been described as part of the poverty cycle. “People work but they do not get value for what they do”. Poverty alleviation has two aspects, that is, increasing incomes of the poor and improving the quality of life for the poor (Brocklesby, 1998). Increasing the incomes of the poor requires that there be adequate rural transport facilities and accessibility to services. The rural poor should have access to extension services, land and credit.

Poverty in rural areas can be classified as community and individual poverty. Community poverty is conceptualised in terms of community level access to resources relating in particular to physical isolation. The poor in rural areas often live in isolated communities with poor roads and little institutional presence. Physical isolation is made worse by climatic conditions where seasonal rainfall affects the quality of rural roads and or leaves rivers impassable (Brocklesby, 1998). Inadequate transport services and mobility means, contribute to the isolation.

Some transport policies have tended to focus on economic opportunities such as areas with high agricultural production. This has increased the levels of poverty and left the majority of the poor without transport facilities. Tackling the issues of poverty eradication and isolation means targeting people who exist at the margins of the market economy because of their physical remoteness, their low incomes, low purchasing power and their lack of economic opportunities. Many of these are women and they could be left out of the development process (Fernando, 1998).

In a survey carried out in Ghana, the poor cited access to safe water, good quality of land without degradation, access to natural resources such as wood and grass as important resources necessary for improving their level of livelihood (Brocklesby, 1998). Gender emerged as the key factor distinguishing the various levels of poverty, with widows, single mothers and female heads of households being among the poorest. The elderly were also associated with extreme poverty. The levels of poverty were negatively related to levels of access and control of resources.

Provision of social and economic infrastructure is considered critical by poor people in alleviating poverty. Food security, health and secure livelihoods are closely linked to the provision of key services such as water, roads and transport, health care and education and training. Improvement in the quality of life contributes to the increase in income of the poor. Policy makers and planners should listen to the poor who, in most cases, are women.

Non transport interventions: In a poverty assessment study conducted in Uganda, whose aim was to get the thoughts of the poor on what should be the focus of poverty alleviation efforts, rural water supply for household use was identified as one of the factors that could contribute to reduction of poverty (Republic of Uganda, 1999). The communities suggested bringing water closer to the village and providing technologies to ease water collection. Provision of health and good sanitation facilities were also noted as ways of alleviating poverty.

5.2 Decentralisation and poverty reduction

The process of decentralization makes it possible to address poverty at the local level, allowing resources to be identified and mobilized at district and at lower levels. Decentralisation enables the poor themselves to identify their needs and priorities.

The decentralisation and devolution of powers to local authorities that has been and is being implemented in Uganda and Ethiopia will facilitate the full involvement of rural men and women. The local authorities need to be equipped and be able to liaise with both men and women in the communities in order to prioritise, plan, implement and maintain rural access interventions.

In Uganda, the local government system is decentralized. There are five local government structures which fall under the district government. The level that deals with rural transport is Local Council 3 (LC3). The local councils collect revenue and have legal powers. Local Council 1, which is at the village level, submits its needs to the Local Council 2, which in turn submits its needs to Local Council 3. LC3 makes decisions that it implements in LC1 and LC2. This kind of structure could facilitate the participation of men and women if it was well managed.

It is important to put in place mechanisms to ensure good representation of women at each level of the council. According to the Uganda National Gender Policy, there should be at least 30% representation of women in each of the councils. It was noted that this representation does not exist at lower level councils, but at LC 3 up to LC 5 there were some cases of more than 30% representation by women. The gender policy also states that there should be women's councils at district level. However, these councils are not effective as they are not funded from the central government.

LC1 would be the most important council in terms of participation as it has an opportunity to involve both men and women at village level, not just council members. Once a needs assessment and prioritisation has been done at this level, it can then be passed on to higher level councils. What is important is that the needs of men and women at the village level are adequately addressed.

One reason that can cause rural transport systems not to function well when the men and women are not involved in the prioritisation of the interventions to be implemented. It is often noted that it is the priority of the district officers rather than those of the people that end up being addressed.

In Ethiopia, there is a federal system with eight Regional Rural Roads Authorities whose task is to maintain regional roads and high level roads. Low level roads and facility siting fall under the communities and, therefore, under the RTTP structure. Their role will be to oversee the rural transport needs of the community and not just the infrastructure. The Wereda Council is in charge of identifying and prioritising roads to be rehabilitated. It was noted that women are under represented at the wereda (small administrative district) level, despite the fact that the policy requires that women be represented at this level. In cases where women representation is found, the women are young and inexperienced.

Planning of local rural transport should take place at the village level. Women and men in the village should be involved actively and should participate fully in the planning process. They should take full control of the planning process to ensure that their needs are met, while outsiders should only facilitate the process.

In Uganda, DANIDA is exploring the use of poverty indicators for road prioritisation (DANIDA, 2000). The basic assumption in this DANIDA study is that poverty reduction is a social process which affects four vital dimensions of people's lives: (a) livelihoods, (b) access to resources and services, (c) knowledge and (d) rights. These four are the core poverty indicators.

5.3 Implications for rural travel and transport policy

The active participation of women, who are among the poorest, in planning of rural transport will lead to the reduction of poverty. The rural transport planners and policy makers should listen to the poor because they know what will bring them out of poverty. Focus should be placed on the different needs of men and women and how rural transport could facilitate the different roles and responsibilities of men and women.

Decentralisation offers an opportunity to reach the village level that is usually by-passed during planning. The decentralisation policies that have been adopted in Uganda and Ethiopia should lead to empowerment of women, particularly if participatory methodologies are introduced at all levels of planning. It is important that mechanisms are put in place to facilitate the participation of women.

CHAPTER SIX

ENVIRONMENT AND EMPOWERMENT OF WOMEN

6.1 Relationship between gender and the environment

Women as producers and carriers are wholly dependent upon the renewable natural resources to provide food, fuel, water and shelter. As cultural guardians and the first educators, women value the environment in many ways. In many developing countries, women are the main environmental managers. The symbiotic relationship that women have with the environment is breaking down. Recognising and restoring that good relationship is critical for sustainable development (Rodda, 1990).

Fuel wood collection is often referred to as a cause of deforestation. However, as women mostly collect dead wood, which is easier to cut, their work does not damage the trees. However, the depletion of fuel resources has led to an increase in the distances women travel to sources of firewood. Scarcity has also led to women cutting live wood instead of dead wood. This has a more damaging effect on fire wood supplies, while live wood is heavier than dead wood and makes the effort of collection greater over the same distance (Doran, 1990).

In rural areas, the depletion of natural resources by environmental degradation has a significant negative effect on the daily life of women and the well being of their families. As the competition for decreasing resources increases, women find that each day they have to walk further from their homes in search of water, firewood and other forest products. The increased distance means an increase in effort and time.

6.2 Women as managers of the environment

As discussed in earlier chapters, women play a vital role as both water suppliers and water managers. It is the women who have knowledge of the location, reliability and quality of the local water sources. They are responsible for collecting water and controlling its use and oversee sanitary arrangements (Rodda, 1990). While women are good managers of the environment, their knowledge and experience of the environment is undermined by their limited power in society.

6.3 Implications for rural travel and transport policy

Women's participation in selection, design, implementation, control and evaluation of environmental conservation and natural resource management programmes should be encouraged. Assistance should be given to community members, especially women, to develop projects for natural conservation and community benefits.

Non-transport interventions that aim at bringing water or fuel wood close to the village should include training in environmental conservation. In a project carried out by the Ethiopian Evangelical Church, where woodlots were introduced, it was noted that the project led to empowerment of both men and women as they could now manage their own woodlots. This resulted in the reduction of distances walked by women to fetch fuel wood, thereby decreasing the effort and time spent on the task.

CHAPTER SEVEN

THE ROLE OF CULTURE IN RURAL TRANSPORT AND EMPOWERMENT OF WOMEN

7.1 Culture in relation to empowerment

The existing gender roles and responsibilities that are in most cases defined in the context of culture will determine the transport needs of men and women. For example, in most countries of Southern Africa, men rarely carry water, very few rural women ride bicycles, and oxen are generally considered a male domain, while other livestock are more likely to be under the control of women. Good technology is often made the property of men. These local customs and taboos may limit adoption of innovation. For example, in a bullock plough programme in Uganda, women were forbidden to touch cattle (Barwell, 1986). It must, however, be noted that tradition, custom and culture do change over time and should adapt to the situation.

There is an assumption that women can use and maintain IMTs that they have used historically. While on the other hand, men are thought to be able to adapt fast and to deal with machines. Culture and tradition are often used as an excuse to resist change. It is important that any policy intervention should start with a study of the culture to identify the appropriate window for intervention.

In Uganda, women are culturally not permitted to ride bicycles or motor cycles, except for eastern Uganda where women ride bicycles. Research carried out in Eastern and Northern Uganda showed that women were not involved in the transport business. In a study of motorcycle and bicycle owners commonly known as boda-boda, it was noted that women do not own nor operate bicycle or motor cycle transport businesses but are users of these technologies. The reasons for not going into the transport business were cultural. For example, in central Uganda, women do not ride bicycles or motorcycles. This tradition is slowly changing, with a few young women riding bicycles but not for commercial use (Iga, 1999).

It has been suggested that any change in the division of labour and responsibilities arising from the introduction of more efficient forms of transport will not necessarily improve women's welfare, even if it reduces their transport burden. What may be perceived as an overall benefit to the household accruing from the possession or use of low-cost transport may not be as beneficial to women as to other members of that household. If, for example, a household acquires a cart and the male household member relieves the women household members of the task of head loading produce by carting it to the market himself, then the women may lose control over the income which they earned before. They will now be reliant on the man handing over earnings and thus will probably be in a weaker position than before (Doran, 1990).

In Masaka District, Uganda Farmers' Union introduced the use of donkeys to help women carry heavy loads. There was a lot of resistance and the donkeys were left to go into the wild because the people could not care for them. A lot of educational programmes had to be introduced, including radio programmes and exchange visits to encourage the use of donkeys. The donkeys were eventually taken from the wild and are now being used. In Buganda, Uganda Farmers' Union introduced the use of bicycles for both male and female members. There was a lot of resistance because within the Buganda culture, women should not ride bicycles.

In Uganda, there was a case where a group of women owned a boat which they used to transport fishermen in the fishing villages. They noted that the men they employed did not want to be managed by women and also swindled them of a lot of money. They also related how they tried to put in control mechanisms by ensuring that at any one time one of the women in the group would ride with the men. This had negative repercussions as most fishers, who were all men, refused to ride on the boat. They explained that this was because fishing and transport businesses are culturally considered to be male domains.

The group noted that any intervention that would want to promote women in rural transport has to have a credit component to empower the women economically and a training component in order to change attitudes of men and women in the community.

In Ethiopia, Ireland AID noted that there was a lot of resistance by women to work on the road. In most regions there was such a low turn out of women. The situation is different in Tigray, where women played an active role in the war side by side with men. The women were willing to work on the road.

7.2 Implications for rural travel and transport policy

Rural transport policy planners need to take note of the diverse cultural barriers that affect women. This requires the participation of the women in the planning process. Men and women need to be sensitised to ensure that they understand the different rural transport interventions.

CHAPTER EIGHT

LESSONS IN GENDER MAINSTREAMING FROM OTHER SECTORS

8.1 The experience of ITDG Kenya – rural agriculture and pastoralism programme

ITDG Kenya has defined several areas which form the gender strategy and they are the following:

- Appreciating that gender is the way that societies construct roles around the biological differences between men and women. These roles are ascribed to socialisation and contribute to the relative disadvantage of one sex.
- Acknowledging that people's vulnerability is affected by gender, and women generally have lower socio-economic status, less political representation, a heavier burden of domestic tasks and responsibilities, and may be subject to certain cultural and religious constraints which affect their lives.
- Ensuring that economic hardship and vulnerability does not hinder women from having equal access to technological choices which could improve their lives.
- Recognising that violence against women is widespread and increases their vulnerability and restricts their capacity to choose.
- Acknowledging that working on gender in ITDG will improve the quality of its work in all areas.

ITDG Kenya implemented an agriculture project in Gabra community. The Gabra community is a very tradition conscious people. Gabra tradition is patriarchal in that the men are considered the head of the household and the community. Women have low status in the public arena. Women are perceived as being incompetent when it comes to making decisions, particularly those that affect the community. The community has little interaction with the outside world and has its own laws and legal system, which are administered by the Yaa, the most influential governing institution among the Gabra people. It is not representative of women and men make all the decisions.

In an evaluation of the project, it was noted that ITDG Kenya had to adjust their gender strategy because there was resistance from the Yaa. It was noted that the tradition of Gabra people put constraints on the speed with which outputs could be visible. Project staff always needed to exercise caution on how they interacted with the community.

The project succeeded in creating space for women to speak in public. It facilitated women to gain increased consciousness regarding public administration and democratic processes beyond their traditional structures. However, the project did not have clear gender objectives, activities and indicators and ran the danger of being repelled from the community.

8.1.1 Lessons from the Gabra Project

The Gabra Project shows that tradition has implications on gender mainstreaming. ITDG Kenya had gender guiding principles but failed to come up with a gender strategy, objectives, activities and indicators for the Gabra Project. One of the shortcomings was that there was no

baseline survey carried out at the beginning of the project. The project staff had not done a gender analysis in the community before implementing the project. It is important to note that even if there is a gender statement or overall gender strategy for the organization, each project should start with a gender analysis to ensure that the needs of men and women are identified and appropriate strategies formulated to meet the needs.

8.2 The experience of the Department of Gender in Uganda in sectoral gender mainstreaming

In Uganda, the Gender Department in the Ministry of Gender, Labour and Social Development is responsible for assisting ministries in mainstreaming gender in their sectoral policies. To date, gender has been mainstreamed in the health and education sectors.

The following steps have been taken to mainstream gender in policies:

- i. Situation analysis- a situation analysis of the sector is conducted;
- ii. Gender Impact assessment – emphasis is placed on participation and consultation of women. The needs of men and women are analysed in relation to their roles and responsibilities;
- iii. Consultations with stakeholders;
- iv. Reviewing the various policies in the specific sector and other sectors that are related to the sector in question;
- v. Formulation of draft policy;
- vi. Consensus meetings;
- vii. Final draft for cabinet approval.

In the policy content attention is given to statements whose impacts can be monitored. For example in the national gender policy of Uganda, it is stated that women should represent at least 30% of the people in decision-making. In sectoral policies, the same percentage is stipulated. Quantitative statements show commitment and they can be easily monitored and reviewed.

From the Ugandan experience, it can be concluded that African governments generally find it easy to mainstream gender into health and education compared to rural transport and other technical areas. It is important to note that systematic steps in mainstreaming gender are key to success.

CHAPTER NINE

POLICY GUIDELINES ON BEST PRACTICES

The content of any public policy may be reduced to three major elements, namely, problem definition; policy objectives and instruments or strategies. To ensure that a policy leads to empowerment of women, the problem definition should recognize specific problems affecting women in comparison to men. The policy objectives should include gender objectives, or specific objectives to address problems faced by women. For example, the Malawi RTTP Programme document has a gender objective and related outputs. The instruments or strategies should address the different problems faced by men and women. In addition, the policy should have a monitoring and evaluation mechanism to ensure that the gender objectives are met.

9.1 Policy formulation processes

Participation of both men and women who are affected by rural travel and transport is important. It is important to take a grassroots approach such as that proposed in Longwe's Women's Empowerment Model. The model advocates for women whose lives are being affected by the policy to participate directly in the formulation and decision-making of the policy. This involves sensitisation and mobilization of women to participate at all levels of decision making. Women's groups could be approached to facilitate the mobilisation. It is recommended that both men and women be sensitised and mobilized to participate.

9.1.1 Gender analysis

Gender analysis should include the following:

- The roles and responsibilities of men and women and how the present transport system facilitates or hinders the achievement of the roles. Particular attention should be given to the reproductive, productive and community roles that women play. It is important to collect disaggregated data so that there is clear distinction of the different roles and responsibilities.
- The access and control of resources by women and men within the community. The resources would include money for travel budgets and access to intermediate means of transport, travel for exchange of experiences, among others.
- Relating to the identified roles and responsibilities, access to and control over resources and travel needs of women and men, the data should be disaggregated by sex, trip length, purpose and employment status. It is important to relate the needs to the different roles and responsibilities of men and women. For each role, there is usually a need to be met in order to perform the role more efficiently.
- Decision-making in households and power relations between men and women and their effect on rural transport.
- The effects of culture on the access and use of rural transport. It is important to start by studying the culture to identify the appropriate window of intervention.

An analysis of the institutional framework through which the transport policy operates should be done. The institution should have capacity to implement gender considerations and be able to monitor the interventions.

The data collected during gender analysis should be used to come up with the statement of the problem, policy objectives and strategies. Throughout the process, participatory methodologies should be used, ensuring that male and female beneficiaries are part of the process.

9.1.2 Consultations with all the stakeholders

The findings from the gender analysis should be discussed in a consultative meeting with both men and women, highlighting the emerging transport needs of men and women. The needs should be prioritised to ensure that the needs of both men and women are met.

During the consultation the gaps identified should be discussed and the stakeholders should identify more gaps where possible. The consultative meeting should result in an action plan to address the gaps identified.

9.1.3 Gender awareness training

Gender mainstreaming necessitates the provision of significant educational input in the form of gender awareness training, geared towards changing established cultural values, norms and behaviours in order for the new and different objectives to be accepted. Gender awareness training should be the first on the priority list as it facilitates closing the gap between policy and practice. The training should aim to achieve the following:

- Assist staff and stakeholders in developing skills on gender analysis, gender planning, the use of gender-sensitive monitoring indicators and evaluation;
- Ensure that a gender perspective is included in policy setting and decision-making processes; and
- Allow the formulation of appropriate policy guidelines and directives to advance gender equality.

The training should be targeted at policy makers, implementers, stakeholders and beneficiaries. In countries where there are decentralised local governments, it is important that all local government levels are trained.

9.1.4 Review of existing policies

The rural transport and any policy that impacts on rural travel and transport should be reviewed. Measures to address the identified gender gaps should be incorporated into the policy.

9.1.5 Draft policy

The review of policies will result in the production of a draft gender responsive rural travel and transport policy. Policies from other sectors that impact on rural travel and transport should be amended addressing the identified gender gaps. Consensus meetings to share the draft policy and receive comments from the stakeholders should be held. Comments from the consensus meeting should be incorporated into the final draft which should be sent to cabinet for approval.

9.2 Policy content

9.2.1 Indicators of a rural transport policy that leads to empowerment of women

Below are some indicators for a rural transport policy that leads to empowerment of women. The indicators give the information which can guide the nature of interventions to be made in order to lead to meaningful change.

The policy statement: The policy should have a clear statement on gender. The stated policy should have guiding principles, a goal, plans and activities at national, local and village level of the rural transport system as it relates to gender. The policy should identify critical indicators to achieve the stated gender goals.

Institutional arrangements: Implementation of a rural transport policy which has gender objectives requires an institutional environment that is sensitive and receptive to meeting the special needs of different categories of men and women. The institutional arrangements will reflect the extent to which the institution is ready to implement practices that address gender issues and promote gender equity (Commonwealth Secretariat, 1999). For example, the gender composition of the Roads Authority Board, or the Village Road Committee has to reflect that gender has been mainstreamed and that the whole process will lead to empowerment of both men and women. A good representation of women in decision making bodies of the sector responsible for rural transport is necessary. All government policies that work against the empowerment of women should be removed. Rural transport should be addressed in national gender policies.

Culture of the institution: the culture of the institution (Ministry of Transport or RTTP structure) should reflect and be perceived to be gender sensitive. Working conditions of men and women should reflect that the institution is ready to mainstream gender in its policy.

Participation: There should be a provision that ensures that women and men at village level participate at all levels of planning, particularly in the prioritisation of interventions. For example, the choice of which road to rehabilitate or which facility should be brought nearer to the village and where should it be positioned should come from the men and women affected. In the case of decentralized structures, the policy should ensure that women are represented at all levels and should state the minimum representation of women.

In Malawi, Integrated Rural Accessibility Planning (IRAP) has been successfully used in planning for rural travel and transport. IRAP is an integrated planning tool that addresses access needs of rural households for subsistence, social and economic purposes. It integrates the access and mobility of men and women in the rural population, location of basic social-economic services and transport infrastructure in all sectors. It involves the communities at all stages of the planning process (ILO, 2000).

Access: The existing rural access infrastructure of paths, trails, tracks and feeder roads should be recognized as an integral part of the rural transport network as this is where most of the travel by women takes place.

Resources: There should be special resources set aside to empower women through training and/or accessing intermediate means of transport. Decision-making regarding resource use should involve the men and women beneficiaries.

Reduction in distance and time walked: The policy should outline issues related to reduction in time, effort and distance walked by women.

Safety: The transport policy should address issues of safety particularly of women.

Hiring of contractors and artisans: There should be a statement on giving equal opportunity to both male and female contractors and artisans. In addition, the contractors should ensure that they employ female workers. For example, in the case of Uganda, it is stated that at least 30% of the workers should be female.

Development of capacity: As there are not many female contractors and artisans, special attention should be given to develop the capacity of female engineers, contractors and artisans. A training fund should be established to encourage women to participate in transport planning, designing and engineering.

Gender budget: The policy should have provision for a gender budget to ensure that gender is not lost along the way.

Impact: Policies and plans for rural transport should be geared to reducing the time and effort currently being unproductively spent, mainly by women, in obtaining basic and social needs.

Environment: The policy should support sustainable use of natural resources while at the same time meeting the needs of men and women.

9.3 Monitoring and evaluation practices

It is important to differentiate by gender during monitoring. General wording in planning such as “farmers and their family”, “rural population” or “small scale contractors” are generally equated with the male members of the target group during project implementation, even where it is women who play the more important part in the sector in question. The gender-specific roles and responsibilities, and the different access to and control of resources found in many societies also make gender-differentiated monitoring necessary. Therefore, an indicator which reads “household income increased by x % over a period of y ” says little about who is to benefit from the rise in income and whether this will actually enhance the material situation and quality of life of all family members.

Differentiating the indicators by gender is the only way to ensure that there is a binding provision to record the gender-specific impacts of the project, facilitating project steering.

A gender specific project strategy and planning document are the preconditions for a gender specific monitoring system. The monitoring system should be designed such that statements can be made regarding planned and unplanned and positive or negative impacts of the project on female and male members of the target group.

When deciding on indicators, qualitative information should be accorded the importance it deserves, alongside quantitative data. For example, it should not only be noted how many women are members of water management committees, but which posts they occupy, whether or not they have the same decision-making authority as men, and whether or not they play an active role.

The monitoring system should ensure that transport policies are based on meeting accessibility needs of men and women. There should be a mechanism put in place to ensure that the transport policy leads to reduction in time and effort of men and women in carrying out their roles and responsibilities. The monitoring system should ensure that due regard has been paid to environmental factors.

The following monitoring system is recommended:

- The ministry responsible for rural travel and transport should employ a full time gender specialist to monitor the gender mainstreaming process;
- There should be a person responsible for mainstreaming gender at each local government level, for example, region, district and village level. This will not necessarily mean more staff but, existing staff could be trained in gender mainstreaming;
- The beneficiaries particularly women should be given skills to monitor the implementation of gender. Women should be empowered to demand services that are outlined in the policy;
- Participatory approaches to monitoring should be employed;
- There should be quantitative indicators to measure participation of women. Quantitative statements can easily be monitored. African governments should show commitment by giving quantitative gender indicators that can be reviewed from time to time to assess progress.

9.3.1 Closing the gap between policy and practice

It has been noted that there is a gap which exists between policy and practice. For example, in Uganda, there is a very good gender policy in place but in practice it is only implemented up to level three of the local government. Steps should be taken to ensure that the policy is implemented.

Donor agencies that assist rural transport projects should be encouraged as much as possible to fund projects that are gender responsive. Governments should insist that for districts or sub-districts to qualify for funding from the centre, they must have carried out a gender analysis and provide an action plan to address the identified gender concerns.

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APPENDIX

List of Persons Interviewed

Name	Organisation
Kenya	
Mr. Fred Ochieng	Kenya Network for Draught Animal Technology (KENDAT)
Mr. Kenneth Atieno	Kenya National Forum Group on Rural Transport and Development
Ms. Angela Kabiru-Kangethe	International Labour Organisation
Mr. Jeffrey Maganya	Intermediate Technology Development Group
Mr. Peter Njenga	Consultant
Ms. Kate Czuczman	International Forum for Rural Transport and Development, London
Ms. Miriam Gachago	Collaborative Centre for Gender and Development
Ms. Rosemary Kung'u	Roads 2000 Coast-DANIDA
Dr. Francis Nyangaga	Ministry of Public Works and Housing Roads Department, Kenya
Eng. N. N. Gekonge	Ministry of Roads and Public Works, Kenya
Ms. Elizabeth Mibey	Ministry of Roads and Public Works, Kenya
Uganda	
Eng. Emmanuel Ojuka	Ministry of Works, Housing and Communications, Uganda
Mr. Paul Kwamusi	Uganda National Forum Group on Rural Transport and Development
Mr. Moses Dumba Katumba	Uganda Taxi Operators and Drivers Association
Ms. Margaret Nakato Lubyayi	Fatosi Women's Fishing and Development Association
Ms. Nite Bazar Tanzarn	University of Makerere, Department of Gender
Dr. Grace Bantebya	University of Makerere, Department of Gender
Ms. Connie Ouma	Ireland AID
Ms. Joy Rujogo	Ministry of Local Government, Uganda
Mr. Francis Lowoth Okori	Ministry of Local Government, Uganda
Mr. Sam Muwanga	Royal Danish Emabassy, Uganda
Mr. Ishmael Magona	Ministry of Finance, Planning and Economic Development
Ms. Jane Kyomuhendo	Uganda National Farmers Association
Ms. Harriet Iga	Integrated Transport Limited
Ms. Gertrude Magezi	Free-lance Sociologist
Ms. Alice Muwanguzi	Ministry of Gender, Labour and Social Development
Ethiopia	
Mr. Mulegeta Demise	Ethiopian Roads Authority (RTTP Coordinator)
Minister Tedaleci-Hailey Mikel	Ministry of Women's Affairs, Ethiopia
Mr. Lars Lander	Swedish International Development Agency
Mr. Feyessa Kayemo	Ethiopian Evangelic Church Mekane Yesu
Ms. Josephine Ouedraogo	ECA, Women's Centre

Name	Organisation
Ms. Therese Gueibo	ECA Transport Expert
Mr. Hachim Koumare	ECA Transport Team Leader
Mr. Bredon Mcgrath	Ireland Aid
Dr. Nebiye Leul Gessese	United Nations Industrial Development Organisation
Zimbabwe	
Mr. Jens B Dige	Royal Danish Embassy
Ms. Fatemeh Ali-Nejadfard	International Labour Organisation/ASIST