

Guidelines for Mainstreaming Gender in Rural Transport



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Foreword

Gender mainstreaming has been universally endorsed and adopted by governments as a key consideration for all actors and at all stages in the policy process from conception and legislation to implementation and evaluation. Achieving gender equality and empowering women and girls is one of the 17 Sustainable Development Goals (SDGs) that came into effect in January 2016. Gender mainstreaming in the implementation of all other SDGs is acknowledged as crucial to the achievement of the global development agenda. Two of the five transport SDG targets focus on vulnerable groups as follows:

- **SDG Target 9.1:** Develop quality, reliable, sustainable, and resilient infrastructure, including regional and trans-border infrastructure, to support economic development and human wellbeing, with a focus on affordable and equitable access for all.
- **SDG Target 11.2:** By 2030, provide access to safe, affordable, accessible, and sustainable transport systems for all, improving road safety, notably by expanding public transport, with special attention to the needs of those in vulnerable situations, women, children, persons with disabilities, and older persons.

Mainstreaming is therefore not optional, but is an obligation of the transport sector to ensure that a gender perspective is integrated into the preparation, design, implementation, monitoring and evaluation of policies, regulatory measures and spending programmes.

The Research for Community Access Programme (ReCAP), a research programme funded by UKAid with the aim of promoting safe and sustainable transport for rural communities in Africa and Asia, has prepared these Guidelines to facilitate systematic mainstreaming of gender in the transport sector. The Guidelines are based on research conducted in Ethiopia, Ghana, Kenya, Liberia, Nepal, Sierra Leone, Tanzania and Uganda. Good practice examples have evolved into transferable illustrations, and can serve as motivation to other nations.

These Guidelines show why gender mainstreaming in all aspects of rural transport is necessary, and they complement other key resources in gender mainstreaming and transport, including the work of the World Bank Gender Innovation Lab¹ and Gender Data Portal², the Sustainable Mobility for All (SuM4All) initiative³, and the UKAid funded High Volume Transport (HVT) programme⁴, all of which promote inclusive and equitable transport for women. The Guidelines provide evidence of good practice, demonstrating that mainstreaming gender in the transport sector is achievable. These practices can serve as an inspiration and can be potentially replicated. The Guidelines illustrate what actions, including potential entry points, can be leveraged to ensure that transport policies, regulations, plans and projects take account of women's mobility, safety and security needs, relative to men's.

The Guidelines illustrate a broad menu of good practice gender mainstreaming in rural transport policy, planning, projects and institutions. The choice of actions to be adapted and scaled up by transport ministries, roads authorities, road funds, local government works departments, traffic and road safety agencies, and transport regulators will vary depending on the national context as well as the priorities of the concerned agency. Sustainable gender mainstreaming is a long-term process that requires dedicated resources, including investment in capacity building as well as awareness creation to stimulate behavioural and institutional change.

Implementation of these Guidelines will strengthen the transport sector's contribution to the achievement of the SDGs. I urge all transport sector ministries to provide the political commitment, which is crucial for the effective implementation of these Guidelines.

Mrs Melrose Kargbo, Deputy Minister
Ministry of Local Government and Rural Development, Sierra Leone



¹ [Africa Gender Innovation Lab](#) and [South Asia Gender Innovation Lab](#)

² [World Bank Gender Data Portal](#)

³ [Sustainable Mobility for All \(SuM4All\)](#)

⁴ [High Volume Transport Programme](#)

Acknowledgements

The good practice guidance presented in these Guidelines are mostly drawn from seven gender mainstreaming in transport research projects commissioned by ReCAP in Africa and Asia. The research projects were undertaken by the following institutions: Helvetas (Nepal), HelpAge International (Tanzania), International Forum for Rural Transport and Development (Ghana, Kenya, Tanzania and Uganda), MetaMeta (Ethiopia), Tacitus (Kenya), University of Swansea (Liberia and Sierra Leone) and WISE Nepal (Nepal).

Research for Community Access Partnership (ReCAP)

Safe and sustainable transport for rural communities

ReCAP is a research programme, funded by UK Aid, with the aim of promoting safe and sustainable transport for rural communities in Africa and Asia. ReCAP comprises the Africa Community Access Partnership (AfCAP) and the Asia Community Access Partnership (AsCAP). These partnerships support knowledge sharing between participating countries in order to enhance the uptake of low cost, proven solutions for rural access that maximise the use of local resources. The ReCAP programme is managed by Cardno Emerging Markets (UK) Ltd.

www.research4cap.org

Acronyms, Units and Currencies

\$	United States Dollar (US\$ 1.00 ≈ provide conversion to local currencies)
ADB	Asian Development Bank
AfCAP	Africa Community Access Partnership
AfDB	African Development Bank
AIDS	Acquired Immune Deficiency Syndrome
AsCAP	Asia Community Access Partnership
DAG	Disadvantaged Groups
HIV	Human Immunodeficiency Virus
HVT	High Volume Transport
ICT	Information and Communications Technology
IMT	Intermediate Means of Transport
NMT	Non-Motorised Transport
ODIHR	Office for Democratic Institutions and Human Rights
OSCE	Organization for Security and Cooperation in Europe
PWD	Person with Disability
ReCAP	Research for Community Access Partnership
SDG	Sustainable Development Goal
SuM4All	Sustainable Mobility for All
TANROADS	Tanzania National Roads Agency
UK	United Kingdom (of Great Britain and Northern Ireland)
UKAid	United Kingdom Aid (Department for International Development, UK)
UN	United Nations

Executive summary

These Guidelines are based on findings of a UK aid funded Research for Community Access Partnership (ReCAP) cluster of gender mainstreaming projects as well as the author's experience. The ReCAP initiative comprised of seven projects that were implemented in AfCAP (Ethiopia, Ghana, Kenya, Liberia, Sierra Leone, Tanzania, and Uganda) and AsCAP (Nepal) partner countries:

1. Helvetas, 2017. Transforming gender relations in the trail bridge programme in Nepal: an analysis of policies and practices (NEP2044C)
2. HelpAge International, 2017. Impacts and implications of gender mainstreaming in the rural transport sector in Tanzania with particular reference to women with multi-dimensional vulnerabilities (TAN2044H)
3. IFRTD, 2018. Scaling up gender mainstreaming in rural transport: analysis of policies, practices and impacts (RAF2044J)
4. MetaMeta, 2017. Gender mainstreaming in rural road construction in Ethiopia: impacts and implications (ETH2044E)
5. Tacitus, 2017. Gender mainstreaming in rural transport sector in Kenya (KEN2044F)
6. University of Swansea, 2018. Assessing opportunities and obstacles for gender mainstreaming in the motorcycle taxi sector in rural Sierra Leone and Liberia (RAF2044K)
7. WISE Nepal, 2017. Gender mainstreaming in rural transport projects in Nepal: case studies of transformative roles of women and disadvantaged groups (DAG) at household and community levels (NEP2044D)

The overall objective of the Guidelines is to provide a step-by-step guidance, as appropriate, on how to mainstream gender in the following areas using illustrative examples drawn from the seven research projects:

- Transport policy and planning,
- Transport sector institutions,
- Transport infrastructure improvement cycle, and
- Provision of transport services.

The general layout of the Guidelines is as follows:

- Key issues: Significance of mainstreaming gender,
- Steps on how to mainstream gender,
- Guiding questions for the community of practice,
- Illustrative examples of gender mainstreaming drawn from the seven research projects and relevant literature.

The Guidelines will be beneficial to transport ministries, roads authorities, road funds, local government works departments, traffic and road safety agencies, and transport regulators and operators.

1 INTRODUCTION

1.1 Background

ReCAP is a research programme, funded by UK aid, with the aim of promoting safe and sustainable transport for rural communities in Africa and Asia. ReCAP comprises the Africa Community Access Partnership (AfCAP) and the Asia Community Access Partnership (AsCAP). Its focus is on applied research to provide the evidence base for more cost-effective and reliable low-volume road and transport services. ReCAP's main objective is the generation, validation and updating of high-quality data and evidence for effective policies, innovations and practices to achieve all-weather, climate resilient, equitable and affordable rural transport. This is expected to contribute to improving the livelihoods of people in rural areas whose ability to engage in markets and use of social services is constrained by poor accessibility.

ReCAP's three main research targets are:

- Provision of rural access
- Preservation of rural access
- Effective use of rural access (transport services).

Cutting across and supporting these three targets are four key themes:

- Capacity development
- Knowledge management
- Gender
- Inclusion.

1.2 ReCAP Gender Mainstreaming in Rural Transport Research Initiative

In 2015, ReCAP launched the Gender Mainstreaming in Rural Transport Research Initiative. The overall objective of the initiative was to contribute to the evidence base to stimulate gender-responsive rural transport solutions. The initiative comprised of seven projects that were implemented in AfCAP (Ethiopia, Ghana, Kenya, Liberia, Sierra Leone, Tanzania, Uganda) and AsCAP (Nepal) partner countries as follows:

1. HelpAge International: Impacts and implications of gender mainstreaming in the rural transport sector in Tanzania with particular reference to women with multi-dimensional vulnerabilities.
2. Helvetas: Transforming gender relations in the trail bridge programme in Nepal: an analysis of policies and practices.
3. International Forum for Rural Transport and Development: Scaling up gender mainstreaming in rural transport: analysis of policies, practices and impacts in Ghana, Kenya, Tanzania and Uganda.
4. MetaMeta (Netherlands) and University of Ethiopia: Gender mainstreaming in rural road construction in Ethiopia: impacts and implications.
5. Tacitus: Gender mainstreaming in the rural transport sector in Kenya:
6. University of Swansea: Assessing opportunities and obstacles for gender mainstreaming in the motorcycle taxi sector in rural Sierra Leone and Liberia.
7. WISE Nepal: Gender mainstreaming in rural transport projects in Nepal: case studies of transformative roles of women and disadvantaged groups at household and community levels.

1.3 Why the Guidelines?

The seven research projects confirmed the following gender differentiated demands for, and benefits of transport:

- Rural women are overburdened with domestic and productive work and this imposes (time) restrictions on their participation in the transport economy,
- Socio-cultural norms and practices play a dominant role in the rural transport economy,

- Women and men have distinct mobility patterns and accessibility needs,
- Women are under-represented in road construction and transportation due to gender inequalities in capabilities and opportunities,
- Rural women bear a disproportionate transport burden,
- Transport and travel spaces are gendered and can potentially promote sexual and gender-based violence,
- Women tend to travel with children, the sick and older persons,
- Women experience restricted access to means of transport on account of culture or cost.

Further to that, the research projects established that while gender equality is part of the political discourse:

- Gender mainstreaming in transport policy and planning is a relatively new phenomenon in many countries,
- There is inadequate political commitment to translate national directives on gender in transport policy and practice,
- There is a general lack of capacity to use gender as a framework in transport policy and practice,
- There is an apparent lack of understanding of the benefits of gender mainstreaming in transport,
- There is inadequate sex and gender disaggregated transport data as well as examples of practically applicable methods for systematic knowledge-based gender analysis.

Additionally, the research projects highlighted that gender mainstreaming initiatives in transport have largely focused on promoting women's participation in terms of numbers. Whereas this has expanded women's employment opportunities in construction and thus a chance to earn an income, this has largely excluded women with intersecting vulnerabilities such as elderly persons, female heads of households and persons with disabilities. Moreover, it has not triggered transformative changes in gender relations. Most initiatives do not challenge the status quo, and some are accommodative of the prevailing power dynamics, perpetuate stereotypes and heighten gender inequalities such as women's time poverty.

1.4 About the Guidelines

The Guidelines illustrate how to mainstream gender in rural transport in an effective and visible way. The Guidelines showcase a range of transport policies, regulations, plans and projects that take account of women's mobility, safety and security needs, relative to men's. The Guidelines also include examples of institutional transformation intended towards gender equality in the transport sector. The Guidelines will be beneficial to transport ministries, roads authorities, road funds, local government works departments, traffic and road safety agencies, and transport regulators.

Using these Guidelines will enable practitioners to understand why gender mainstreaming should be pursued in the transport sector. The Guidelines will also enable practitioners to identify appropriate actions to promote gender equality and women's empowerment in their routine operations. The Guidelines do not provide details of policy and planning processes but rather entry points for ensuring that a gender dimension is incorporated.

Gender mainstreaming is context-specific, and the Guidelines thus provide indicative rather than prescriptive actions.

1.5 Organisation of the Guidelines

The Guidelines are organised in seven sections as follows:

Section 2: Gender Mainstreaming in Rural Transport

This section provides a summary of the gender issues in transport. It also clarifies the process of gender mainstreaming in the context of transport. The section includes the following topics:

- Gender dimensions of rural transport
- Conceptual underpinning of the Guidelines
- Gender mainstreaming: An overview

Section 3: Gender Mainstreaming in Transport Policy and Planning

This section targets officials in the transport policy and planning units and is organised as follows:

- Key issues: Why is gender mainstreaming in transport policy and planning important?
- Steps to achievement of a gender responsive transport policy or plan.
- Checklist of key gender issues to consider during the identification and design of transport policy and planning.
- Illustrative examples of good gender mainstreaming practices in transport policy and planning that can be up scaled, adapted or adopted, as appropriate.
- Key indicators of transport policy and plans that promote gender equality and women's empowerment

Section 4: Gender Mainstreaming in Institutions that Deliver Rural Transport

This section provides guidance on mainstreaming gender in the structures, procedures, systems, rules and practices of transport sector institutions and is organised as follows:

- Key issues: Why is gender mainstreaming in institutions that deliver transport important?
- Checklist of key issues to consider to ensure that gender is mainstreamed in various aspects of the institution.
- Illustrative examples of good practices of mainstreaming gender in transport sector institutions that can be up scaled, adapted or adopted, as appropriate.

Section 5: Gender Mainstreaming in the Transport Infrastructure Improvement Cycle

This section targets practitioners that are involved in the design, management and improvement of rural transport infrastructure projects and is organised as follows:

- Key issues: Why is gender mainstreaming in the design, management and improvement of transport infrastructure important?
- Steps in mainstreaming gender in design, management and improvement of transport infrastructure.
- Checklist of key issues to consider to ensure that gender is mainstreamed in different stages of the infrastructure improvement cycle.
- Illustrative examples of good gender mainstreaming practices in different stages of the infrastructure improvement cycle that can be up scaled, adapted or adopted, as appropriate.

Section 6: Gender Mainstreaming in the Delivery of Rural Transport Services

This section targets transport regulators and operators and is organised as follows:

- Key issues: Why is gender mainstreaming in the delivery of rural transport services important?
- Checklist of key issues to consider to ensure that gender is mainstreamed in transport regulations, transport services policy, transport services programmes and transport services data.

- Illustrative examples of good practices of mainstreaming gender in transport regulations, transport services policy, transport services programmes and transport services data that can be up scaled, adapted or adopted, as appropriate.

Section 7: Conclusion

This section provides some concluding thoughts as to why mainstreaming gender in rural transport is an obligation and not an option.

1.6 How to Use the Guidelines

Section two of the Guidelines provides background information that users require to increase their knowledge of the significance of gender mainstreaming to transport.

Section three of the Guidelines provides guidance to inform the routine development as well as review of policy and planning processes to ensure that they are responsive to women's and men's distinct transport needs. The section is particularly useful to policy and planning units.

Section four of the Guidelines provides guidance on mainstreaming gender in the setup of transport sector institutions, human resource management, performance monitoring, management and funding of the provision of infrastructure as well as resource allocation. This section is particularly useful to roads authorities, road funds, quality assurance units, statistical units, corporate services units and local governments' works departments.

Section five of the Guidelines provides guidance on mainstreaming gender in the infrastructure improvement cycle. The section is particularly useful to transport sector units that are involved in the design, implementation and supervision of infrastructure as well as construction standards and quality.

Section six of the Guidelines provides guidance on mainstreaming gender in the provision of transport services. The section is particularly useful to units responsible for transport regulation, transport services and infrastructure, transport licencing and transport safety.

Section seven of the Guidelines underscores gender mainstreaming as a strategy that has been universally endorsed and adopted by Governments. The information provided in the section can be used to create awareness amongst policy makers to ensure that they provide the political commitment required for the effective application of these Guidelines.

2 GENDER MAINSTREAMING IN RURAL TRANSPORT

This section summarises the key findings from the seven research projects (see: Amoako-Sakyi, 2017; HelpAge International, 2017; Helvetas, 2017; MetaMeta, 2017; Mhalila and Kinyashi 2017; Orwa et al, 2017; Tanzarn, 2017a; Tanzarn, 2017b; Tanzarn, 2017c; WISE Nepal, 2017). It also presents an overview of gender mainstreaming in the context of rural transport as well as the conceptual underpinning of the Guidelines.

2.1 Gender Dimensions of Rural Transport

2.1.1 Time/space activity patterns and transport needs

Women's and men's work is generally gendered and this influences their daily mobility patterns. Women and men organise their lives differently within the framework of the family and the household. Women predominate in primary agricultural production, are responsible for most of the transport from the farm to the home. Most of women's and men's trips to and from their fields and the markets are predominantly undertaken on community access roads or footpaths.

In addition to productive work, women are socially ascribed a disproportionate responsibility of the labour and time intensive activities in the unpaid care economy. These involve work undertaken for the maintenance of the household and its members such as caring for children, the sick and the elderly as well as head and back loading heavy loads of water, firewood and food. As with their agricultural work, most of rural women's care activities are undertaken away from the classified roads and without the benefit of energy or time-saving technologies. Poor transport intensifies the task burdens of women and their time poverty.

Given their caregiving tasks, women are more likely to travel with dependents, to school, health facilities and for social trips than men. Accordingly, they tend to be most affected by the opportunity costs associated with poor transport. Women experience a disproportionate burden but lack secure access to means of transport either due to cost or culture dictates. For instance, in many societies, it is culturally unacceptable for women to ride bicycles and yet these are the most accessible means of transport in rural areas. Poor physical access is a major factor in the limited number of rural women giving birth in health facilities and in the significant proportion who die when giving birth through medical complications.

2.1.2 Gender dimensions of road improvement

Road improvement, in particular labour-based projects, offer great potential for expanding employment opportunities for unskilled women and men. But at the same time, there are some negative effects which affect women disproportionately. For instance, the needs of the landless women are not given adequate consideration in land acquisition, compensation and resettlement for new road construction. Further to that, anecdotal evidence from Kenya and Uganda suggests that after being compensated for their land, many men abandon their wives and children and set up new families. The impact of degradation of infrastructure, such as water points during road improvement, also tends to be borne by women.

Safety of women and girls living near construction sites or along transport corridors is a concern. The influx of temporary construction workers, as well as cash in the communities, increases the risk of sexual violence against women and girls. The construction workers spend considerable amounts of time away from their families and receive a regular supply of money from their work. Many engage in casual and multiple sexual relationships, some of which result in unwanted pregnancies and human immunodeficiency virus (HIV) infection.

In 2015, the World Bank discontinued support to a construction project in Uganda based on allegations of, amongst others, road workers' sexual relations with minor girls and resulting pregnancies, the increased presence of sex workers in the community, the spread of HIV and acquired immune deficiency syndrome

(AIDS) and sexual harassment of female employees. In 2017, the Bank suspended disbursements to a road project in the Democratic Republic of the Congo following serious allegations of sexual and gender-based violence against community members in the Bukavu-Goma area.

2.1.3 Safety and personal security in public transportation and spaces related to transport

Sexual and gender-based violence is widely prevalent in public transportation and public spaces related to transport, which could impose restrictions on women’s and girls’ mobility (see Table 1). Road safety is an issue, particularly for women and children along transport corridors going through rural areas without facilities for pedestrian mobility and protection. Furthermore, there is empirical evidence linking girls’ school enrolment and access to safe transport services and transport spaces.

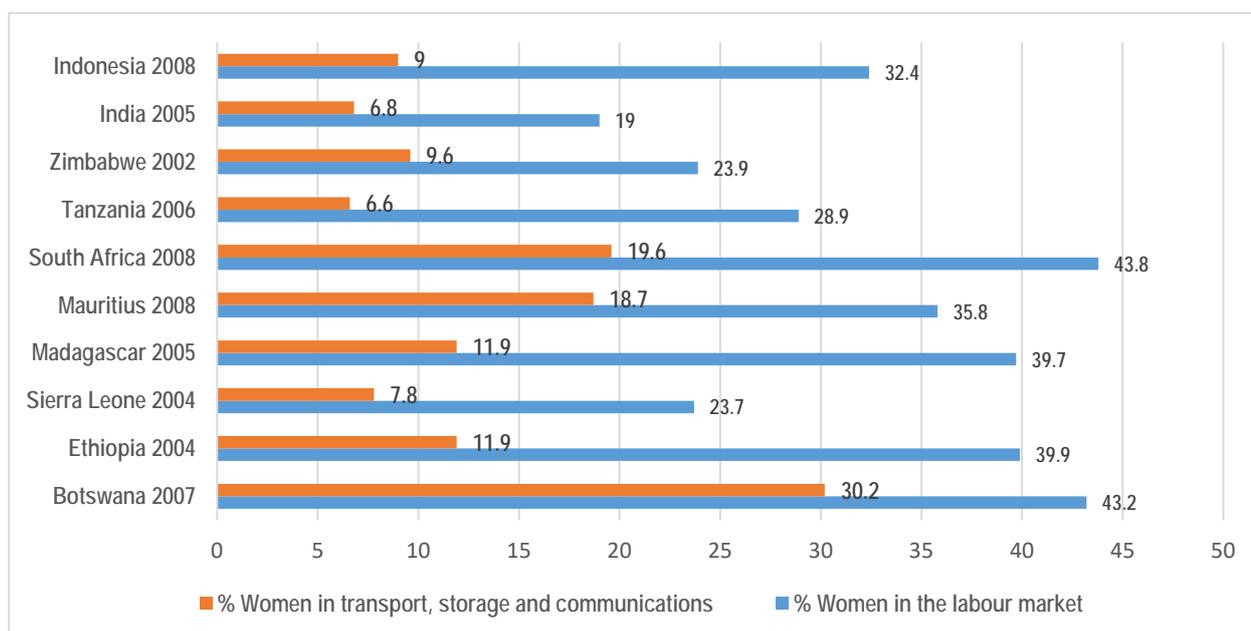
Table 1 Reported Prevalence of Harassment of Female Public Transportation Users in Selected Countries

Country	Source	Reported prevalence of (sexual) harassment of female public transportation users (%)
Nepal	World Bank, 2013	25
Chennai, India	ADB, 2014	66
Pakistan	ADB, 2014	85
Western Kenya	Women’s Economic Empowerment Link, 2015	54
Kenya	GeoPoll Flash Survey, 2016	47

2.1.4 Women’s relative to men’s participation in the transport sector

Women and men have different capabilities to participate in the design and delivery of transport infrastructure and services. Women have less access to employment generated in the transport sector (in construction and maintenance, transport services, and transport agencies) due to under-representation in engineering, cultural issues over women working outside the home, and difficulties of organising childcare. Women are underrepresented amongst transport professionals implying that their views and needs are not adequately reflected in policy, planning and infrastructure design (see Figure 1). Women experience difficulties in accessing financial capital due to insecure access to productive assets as well as restricted access to resources such as land. Accordingly, women are typically underrepresented amongst contractors and transport operators.

Figure 1 Proportion of Women Employed in Transport, Storage and Communications Compared to their Participation in the Labour Market in Selected Countries

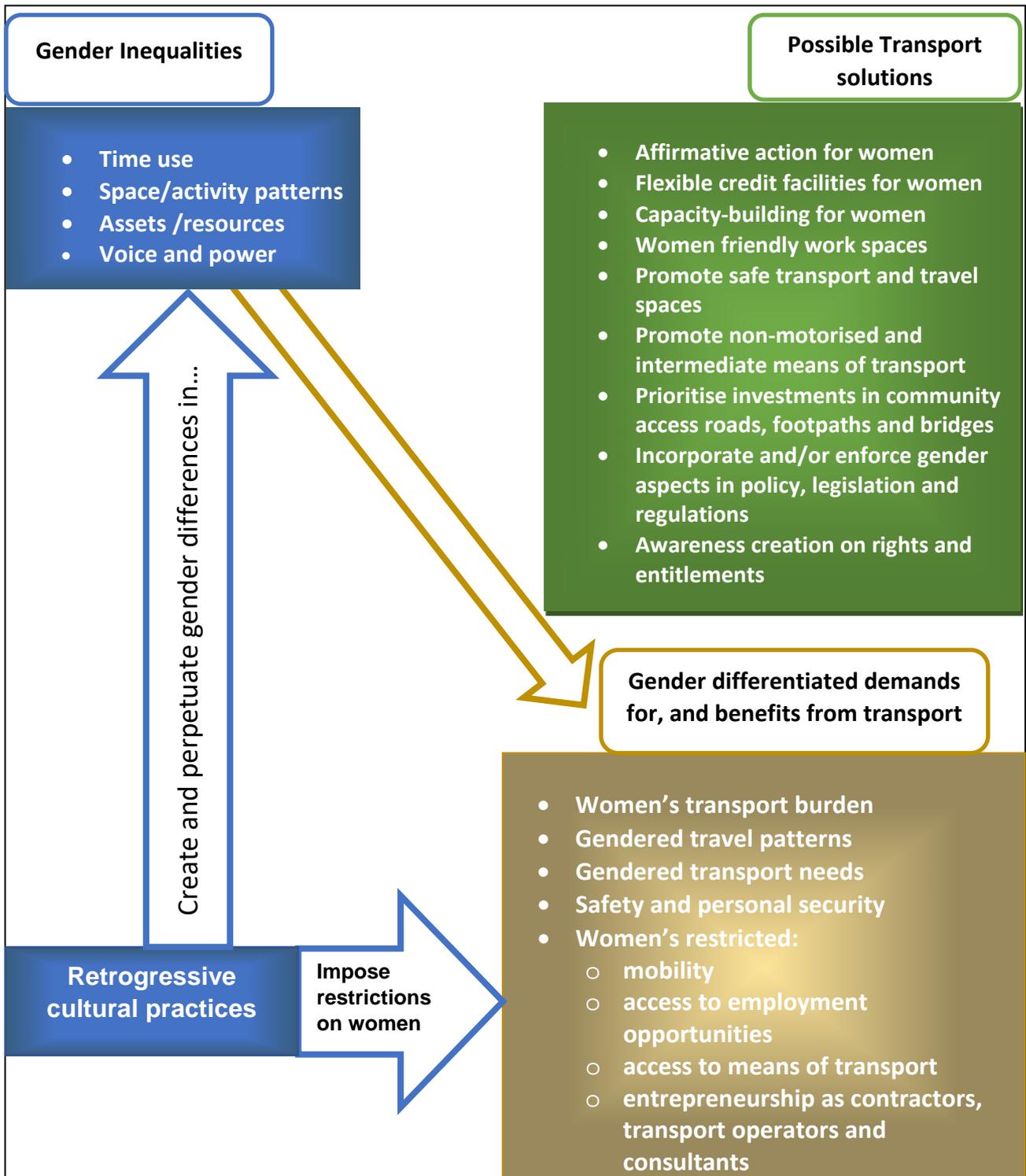


Source: Turnbull P, 2013

2.2 Conceptual Underpinning of the Guidelines

The conceptual underpinning of the Guidelines is that discriminatory socio-cultural norms, values and practices underlie gender inequalities. These are reflected in women’s work overburden and related time poverty, gender differences in space/activity patterns, inequitable distribution of resources and restricted women’s voice and decision-making power (see Figure 2). As a result, women and men have different travel patterns as well as safety, mobility and accessibility needs. In addition, a combination of retrogressive norms and gender inequalities in resources impose restrictions on women’s mobility, access to means of transport, as well as employment opportunities.

Figure 2 Conceptual Underpinning of the Guidelines



2.3 Gender Mainstreaming: An Overview

Gender, the socially constructed relationship between women and men is typically one of difference and inequality where women are disadvantaged relative to men. Gender mainstreaming, as defined by the United Nations Economic and Social Council (1997), refers to a strategy for making women's, as well as men's, concerns and experiences integral dimensions of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and social spheres so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal of gender mainstreaming is to secure the commitment, the capacity and the resources required to design, scale up or retrofit processes of change to achieve gender equality.

According to the Organization for Security and Cooperation in Europe's (OSCE) Office for Democratic Institutions and Human Rights (ODIHR, 2017), gender mainstreaming is a set of context-specific, strategic approaches, as well as technical and institutional processes aimed at transforming discriminatory social institutions and practices, recognising that discrimination can be embedded explicitly or implicitly in a wide variety of laws, cultural norms and community practices.

Gender mainstreaming is an internal and external process intended to address inequalities and to take into consideration the differences to benefit women equitably with men. The internal mainstreaming process entails gender being integral to institutional: i) policies, legislations, regulations, strategies, plans and budgets; ii) structures and management information systems; iii) decision-making and leadership; and iv) capacities and expertise. The external mainstreaming process comprises two aspects. First, it requires the gender dimension to be explicit and verifiable at all stages of the road infrastructure improvement cycle including identification, design, implementation and supervision as well as monitoring and evaluation (thus covering the full spectrum of design, construction and maintenance). Second, it calls for transport services being responsive to both women's and men's accessibility needs and mobility patterns.

Gender mainstreaming does not preclude the need for specific targeted actions (UN, 2002) to address the distinct needs of women and men. Given that women are typically disadvantaged compared with men, gender mainstreaming in transport implies explicit attention to women's transport burden, time poverty, autonomous mobility and safety in public transport spaces and under-representation in unskilled labour as well as in technical, supervisory and decision-making positions.

The European Institute for Gender Equality (2016) argues that gender mainstreaming, as a strategy, can trigger transformation. However, not all efforts to mainstream gender actively seek to transform the power dynamics and structures that serve to reinforce inequalities between women and men. Gender-blind approaches fail to recognise prevailing inequalities in terms of roles, rights and power relations and how these give rise to differences in women's, relative to men's, participation in development and the associated entitlements. While gender-aware approaches acknowledge these inequalities, some can be exploitative, accommodating, or transformative. Figure 3 illustrates the relationship between gender blind and gender aware approaches and progress towards transport's contribution to gender equality and women's empowerment.

Box 2.1 Key concepts

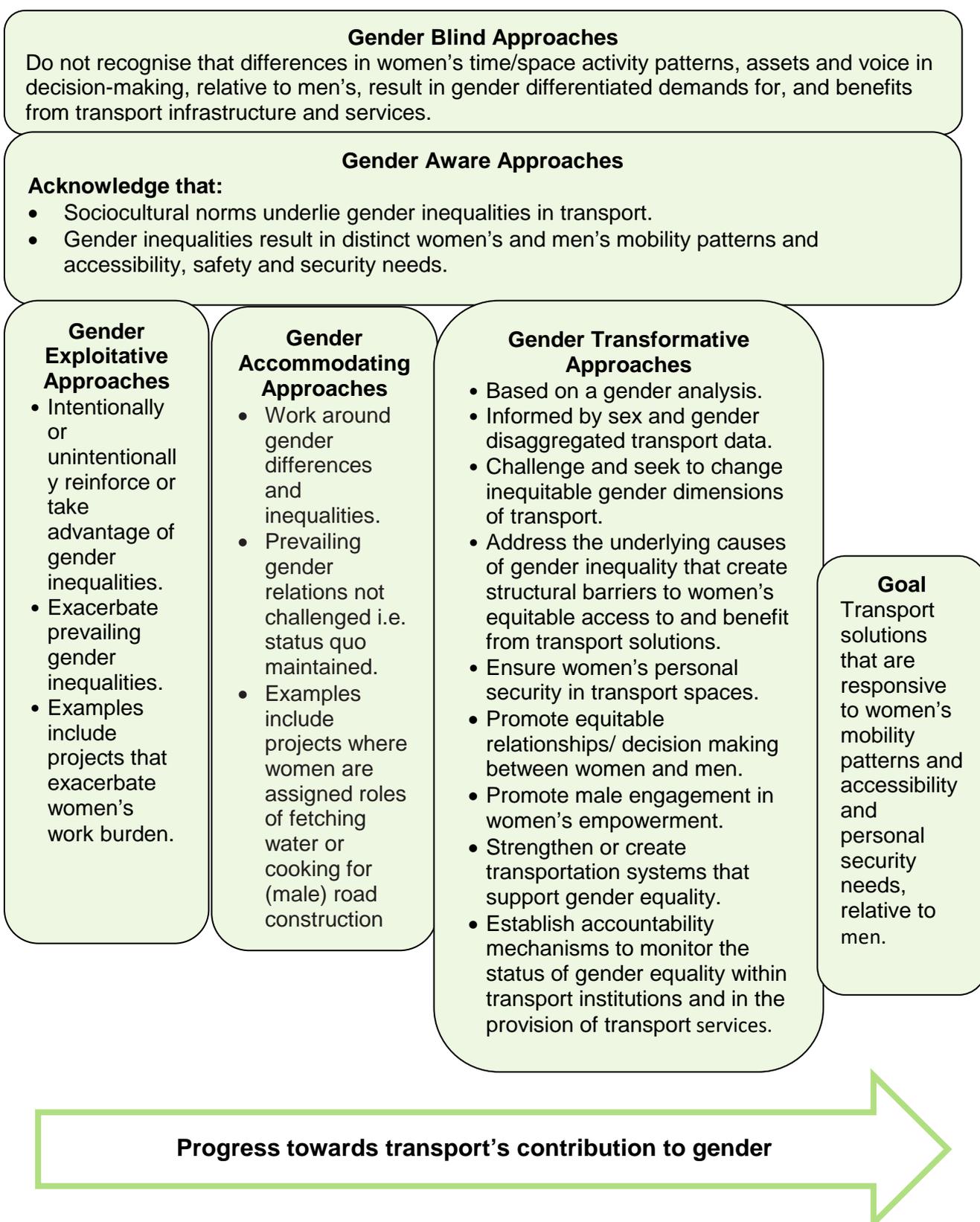
SEX identifies the biological differences between women and men. Due to these differences, some transport technologies do not suit women's physiology.

GENDER means the social construct of roles, responsibilities, attributes, opportunities, privileges, and status between women and men, girls and boys. Gender shapes mobility, accessibility and personal security in transport.

GENDER EQUITY means being fair to women and men. This is achieved through transport policy, planning, programming, projects and services that consider and are responsive to the distinct mobility, accessibility and safety needs of women relative to men. Ensuring gender equity may sometimes require adopting specific actions, including the use of affirmative-action preferences or quotas to compensate for social disadvantages

GENDER EQUALITY means that women and men, girls and boys, enjoy the same rights, resources, opportunities and protections in the transport sector.

Figure 3 Continuum of Gender Mainstreaming in the Context of Transport



3 GENDER MAINSTREAMING IN RURAL TRANSPORT POLICY AND PLANNING

Political commitment is crucial to sustainable mainstreaming of gender in transport. This section outlines the significance of mainstreaming gender in transport policy and planning. It provides guidance to inform the routine development and review of policy and planning processes to ensure that they are responsive to women’s and men’s distinct transport needs. The section also presents illustrative boxed out examples of good gender mainstreaming practices in national transport policy and plans that can be up scaled, adapted or adopted, as appropriate.

Box 3.1: Why is Mainstreaming Gender in Rural Transport Policy and Planning Important?

- Political commitment is crucial to sustainable gender mainstreaming in transport.
- Transport policies provide the operational framework under which infrastructure projects are designed and transport services are operated.
- Policies provide the operational framework for determining which transport issues receive priority in planning and resource allocation.
- Men and women have different socio-economic roles and responsibilities that account for differences in mobility and travel patterns and therefore, transport needs.
- Rural women bear heavier transport burdens than men.
- Mainstreaming gender in transport policy is key to ensuring that the sector is responsive to women’s mobility, safety and security needs, relative to men.
- Women’s mobility and accessibility needs are largely “invisible” in transport policy and planning.
- Most rural women’s and men’s travel are undertaken on community access roads, footpaths and bridges, which are typically not prioritised in transport policy and planning.
- Gender differences in accessibility, mobility and safety are not given adequate consideration in transport planning models.
- To maximise impact, Governments need to adopt universal transport planning and construction designs, to ensure accessibility that is responsive to the mobility and accessibility needs of all categories of women and men.

3.1 Steps to Achievement of a Gender Responsive Transport Policy/Plan

Transport Policy Formulation/ Transport Planning Stage	How to mainstream
Identification	Conduct a participatory analysis, involving consultations of all categories of female and male users to establish the prevailing situation with regards to women’s accessibility, mobility and safety needs, relative to men’s.
Design	Define objectives that explicitly show how the transport policy/plan will contribute to gender equality and women’s empowerment.
	Define strategies that respond to women’s and men’s distinct accessibility, mobility and safety needs.
	Define specific actions to mitigate against potential negative outcomes of the transport policy/plan on women’s accessibility, mobility and safety needs distinct from men’s.
	Define gender-sensitive indicators to monitor progress of achievement of the transport policy/plan on women’s accessibility, mobility and safety needs distinct from men’s.
	Cost the strategies that explicitly respond to women’s and men’s distinct accessibility, mobility and safety needs and allocate dedicated resources, as appropriate.

3.2 Mainstreaming Gender in the Identification of Transport Policy/Plans

3.2.1 Checklist

Use the following checklist to ensure that the situation analysis that informs the design of the transport policy/plan takes into consideration pertinent gender issues:

1. Ensure that the transport policy making or planning process is participatory and that all categories of female and male transport users are consulted.
2. Ensure that the transport policy/plan is informed by a gender analysis and that it acknowledges:
 - Negative socio-cultural norms and values that impose restrictions on women's demand for and benefit from transport.
 - Women's time poverty.
 - Women's transport burden relative to men's.
 - Differences in women's travel patterns relative to men.
 - Differences in women's transport needs relative to men.
 - Women's restricted mobility.
 - Women's restricted access to means of transport.
 - Women's safety and personal security relative to men's, i.e. gender-based violence in infrastructure projects, in public transportation and transport-related spaces.
 - Women's restricted employment opportunities in the sector.
 - Underrepresentation of women in contracting and transport operations.

3.2.2 Good practices in mainstreaming gender in the identification of national transport policies

Box 3.2 presents illustrative examples of how gender is incorporated in the identification of national transport policies.

Box 3.2 Examples of how gender issues are elaborated in the identification of transport policy

- Women bear a disproportionate burden of household social and economic activities.
 - Women, especially those living in poor rural settlements, spend a lot of time walking in search of fuel wood and water, leaving them with very little time to engage in viable economic activities.
 - Women transport goods by back and head loading, as they have no access to other modes of transport.
 - Non-motorised and intermediate means of transport offer great potential in alleviating women's transport burden.
 - Prevalence of prejudices against women's and girls' use of non-motorised and intermediate means of transport.
- Kenya Integrated National Transport Policy, 2009*
- Gender is a key concern in the transport sector.
 - Most movements in rural areas are on footpaths, tracks and trails, away from the formal road network.
 - Only 25 percent of the total carriage in rural areas is undertaken using non-motorised transport.
 - Walking distances as long as 10 km, and head/back loading dominate rural travel and transport activities.
 - Women spend an estimated 75 percent of their time walking long distances to their farms, to fetch water and to collect firewood.
 - Non-motorised transport such as bicycles, animal drawn carts and wheelbarrows are variably used depending on, among others, social cultural factors.
- Tanzania National Transport Policy, 2003*
- The household transport burden falls more heavily on women and girls than on men and boys.
 - The transport activities of women and girls are dominated by domestic transport such as the collection of water and firewood. Men tend to travel more outside of the village and more often for economic purposes.
 - Rural transport identification and planning is dominated by men resulting in male-bias in prioritisation.
 - Access to means of transport is predominantly controlled by men.
 - Women have less access to employment generated in the rural transport sector due to cultural dictates, lack of information and overburden with care work.
 - Many projects and programmes side-line gender issues rendering gender mainstreaming a challenge.
- Uganda Draft Rural Transport Policy and Strategy, 2013*

3.2.3 Good practices in mainstreaming gender in the identification of construction policies

Box 3.3 presents illustrative examples of how gender is incorporated in the identification of national construction policies.

Box 3.3 Examples of how gender issues are elaborated in the identification of construction policies

- Despite efforts to involve women in road works, their level of participation remains low.
- Due to limited technical skills, the few women employed in construction tend to be confined to manual jobs.
- Women are under-represented amongst artisans, technicians and technical professionals in the construction industry.

Tanzania National Construction Industry Policy, 2003

3.2.4 Good practices in mainstreaming gender in the identification of transport plans

Box 3.4 presents illustrative examples of how gender is incorporated in the identification of national transport plans.

Box 3.4 Examples of how gender issues are elaborated in the identification of transport plans

- Women's underrepresentation in the engineering profession and in the contracting industry.
 - The heavy presence of women in the unskilled road construction labour force.
 - Women's disproportionate transport burden.
- The Integrated Transport Plan for Ghana, 2011-2015*
- Culture and the inequitable intra-household power relations contribute to gender inequalities in transport.
 - Gender mainstreaming is one of the critical aspects to the successful delivery of transport projects.
 - Transport interventions that respond to women's transport needs expand their income-earning potential, increase their productivity and promote gender equality.
 - Transport infrastructure and services largely serve men who work in the formal sector but are generally lacking for women in their roles as informal sector traders, subsistence farmers, and transporters of children (to school and health facilities) as well as water, food, and fuel for domestic use.
 - Due to their domestic roles of carrying fuel, water, and agricultural produce, often by head-loading, women experience a disproportionate transport burden.
 - Women's transport tasks are unpaid and time-consuming.
 - Women have less access, than men, to private vehicles, public transportation and non-motorised transport.
 - Whereas women carry the lion's share of the transport burden, services, at the times they need them and at prices they can afford, rarely exist.
 - The most predominant mode of travel for low income women is walking and head-loading.
 - Besides walking, bicycles or animal-drawn carriages are the most accessible and affordable modes of transport available for women.
 - Women make shorter, more frequent and more dispersed trips than men.
 - It is culturally unacceptable for women to ride bicycles and yet these represent the most appropriate means for shorter and medium length trips with multiple stops.
 - Rural women in Africa transport at least three times more ton-kilometres per year than men.
 - Women in urban areas experience restricted access to transport services either because these are too expensive or inconveniently located.

Kenya Road Sector Investment Programme and Strategy, 2010-2024

3.2.5 Good practices in mainstreaming gender in the identification of transport programmes

Box 3.5 presents an illustrative example of how gender is incorporated in the identification of national transport programmes and strategies.

Box 3.5 Example of how gender issues are elaborated in the identification of transport programmes

- Vulnerable groups, and in particular rural women, who spend most of their time walking long distances to fetch water, collect firewood and to access social services, bear the brunt of under-developed transport systems in rural areas.

Tanzania 10-Year Transport Sector Investment Programme, 2008

3.3 Mainstreaming Gender in the Objective of Transport Policy/Plans

3.3.1 Checklist

1. Ensure that the goal of the transport policy/plan explicitly refers to gender.
2. Ensure that the transport policy/plan defines gender specific objectives and/or women's empowerment specific objectives.

3.3.2 Good practices mainstreaming gender in transport policy/plan objectives

Box 3.6 presents examples of gender specificity in the objectives of transport policy/plans and strategies.

Box 3.6 Examples of gender specificity in the objectives

- Promote the role of women in transport as service providers, professionals and managers.
Ghana's National Transport Policy, 2008
- Promote equality to ensure that all transport infrastructure and services provide adequate access for women, children, older persons and the physically challenged.
The Integrated Transport Plan for Ghana, 2011-2015
- Ensure full integration of crosscutting issues, including gender.
Kenya Roads 2000 Strategic Plan 2013-2017
- Increase the access of marginalised groups, including women, to social services and economic opportunities.
Nepal Local Infrastructure Development Policy, 2004
- Increase access of local communities, particularly women, ethnic communities and other marginalised groups to social and basic services, economic resources and opportunities.
Nepal Trail Bridge Strategy, 2006
- Minimise rural transport-related problems affecting women.
Tanzania National Transport Policy, 2003
- Ensure gender mainstreaming in all issues related to transport development.
- Ensure that transport development takes into consideration issues related to disadvantaged groups including women, children, physically disabled persons, and rural communities.
Tanzania 10-Year Transport Sector Investment Programme, 2008
- Promote women's participation in the construction industry.
Tanzania National Construction Industry Policy, 2003
- Rural access will be efficiently and effectively developed and managed to ensure reliable basic access for all rural women, men, and children to social and economic services.
Uganda Draft Rural Transport Policy and Strategy, 2013

3.4 Mainstreaming Gender in Priority Actions of Transport Policy/Plans

3.4.1 Checklist

Use the following checklist to ensure that the transport policy/plan defines strategies to address the gender issues elaborated during the identification stage, including actions that minimise barriers to women's participation in the labour market within the infrastructure sector and among transport operations. Possible strategies include:

1. Affirmative action for women in training, employment and contracting.
2. Flexible credit facilities for female contractors.
3. Capacity building for female contractors.
4. Women friendly working environment both in the transport sector institutions and in construction sites.
5. Gender awareness creation during infrastructure improvement to promote women's participation in infrastructure projects.
6. Gender capacity building of transport sector institutions.
7. Address sexual and gender-based violence in construction.
8. Address sexual and gender-based violence in public transportation.
9. Provide safe travel spaces through, for instance providing street lighting.
10. Promote non-motorised (NMT) and/or intermediate means of transport (IMT).
11. Prioritise investments in community access roads.
12. Prioritise investments in footpaths and bridges.
13. Provide for women's participation in the management and operations of the sector.
14. Promote women's participation in the provision of transport services.
15. Gender auditing of plans and designs of transport infrastructure, equipment and services.
16. Mainstreaming gender in bidding and procurement documents.
17. Annual monitoring of the gender responsiveness of ministries, public sector entities, and private sector.

3.4.2 Good practices mainstreaming gender in transport policy directives

Boxes 3.7 and 3.8 provide illustrative examples of national transport policy directives that promote gender equality and uphold women's rights.

Box 3.7 Examples of transport policy directives that promote gender equality and uphold women's rights

- Ensure that transport regulations do not discriminate against women, children, older persons, and the physically challenged.
- Consider accessibility needs of women, children, older persons and the physically challenged in transport facilities.
- Develop and enforce regulations to ensure minimum standards of accessibility are provided and maintained for women, children, older persons and the physically challenged in transport facilities.
- Subsidise transport services targeting the most vulnerable and excluded groups, using appropriate models such as public service obligation or subsidy concession.
- Invest in transport infrastructure and services that provide access and mobility to all users, particularly the poor and physically challenged.
- Develop non-motorised transport infrastructure to improve affordability and accessibility.
- Raise awareness of benefits of non-motorised transport, especially the use of bicycles and pedestrian safety.

Ghana's National Transport Policy, 2008

Box 3.8 Examples of transport policy directives that promote gender equality and uphold women's rights

- Create a conducive environment for the development and use of non-motorised and intermediate means of transport, especially among women.
- Provide appropriate basic road infrastructure, furniture and other amenities, including pedestrian crossings, walkways, footbridges and other facilities for non-motorised and intermediate means of transport.
- Promote the increased use of non-motorised and intermediate means of transport through awareness creation campaigns addressing gender, and other stereotypes.

Kenya Integrated National Transport Policy, 2009

- Encourage women's participation in infrastructure planning, implementation, and monitoring.
- Project cost/benefit analysis should include increased access to resources and benefits for women and marginalised groups.
- Raise awareness about the benefits of women's participation in projects.

Nepal Local Infrastructure Development Policy, 2004

- Promote women's participation in the provision of transport services.
- Promote cheap non-motorised transport technology.
- Awareness creation to promote the use of non-motorised transport modes among women in rural uses.
- Use participatory approaches to organise households to contribute to the improvement of village infrastructure
- Improve rural transport infrastructure in the rural areas to cater for all means of transport, including non-motorised transport.
- Mainstream gender in corridor development and management.

Tanzania National Transport Policy, 2003

- Put in place legal instruments, including enacting a law, to support the implementation of, *inter alia*, gender mainstreaming in the sector.
- Annual joint sector reviews to include monitoring the performance of ministries, public sector entities, and private sector (contractors, consultants and operators) as regards sensitivity to gender.
- Gender auditing plans and designs for transport infrastructure, equipment and services.
- Incorporate gender in bidding and procurement documents of transport projects.

Tanzania Draft National Transport Policy, 2011

- The prioritisation of rural transport improvements will consider equity, economic development and environmental sustainability as well as the particular needs and priorities of women, children, older persons, persons with disability and other disadvantaged and minority groups.
- Women will be afforded equal opportunity with men to participate in the maintenance of rural transport infrastructure.
- The needs of all groups for rural transport will be considered including women, children, the elderly, PWDs and other disadvantaged and minority groups during implementation of the policy objective on means of transport.
- Government will ensure that there is a minimum level of access to all areas in order to facilitate the adequate provision of routine and emergency health care.

Uganda Draft Rural Transport Policy and Strategy, 2013

3.4.3 Good practices mainstreaming gender in construction policy directives

Box 3.9 presents illustrative examples of construction policy directives that promote gender equality and uphold women's rights.

Box 3.9 Examples of construction policy directives that promote gender equality and uphold women's rights

- Promote women's participation in the construction industry through implementing positive discrimination measures.
- The Government and other stakeholders to promote the development, participation and representation of women and youth in the construction industry to enable them to acquire marketable skills and thus enhance their income generation opportunities.
- Establish coordination units to facilitate implementation of women and youth participation activities at regional levels.
- Promote voluntary collaboration forums for women and youth in technical fields related to the construction industry.

Tanzania National Construction Industry Policy, 2003

- Periodically generate disaggregated baseline data upon which policy makers and planners will draw to design efficient and effective interventions that will respond to the needs of the marginalised groups in the construction industry.
- Disseminate Guidelines to stakeholders aimed at achieving fairness in resource and opportunity distribution.
- Provide an enabling environment where both women and men participate in, and benefit from, developments in the construction industry in an equitable manner.
- Ensure that resources are allocated in a manner that responds to the identified needs of the marginalised groups.
- Incorporate concerns of the marginalised groups in specifications, standards, manuals, tender documents and Guidelines for physical infrastructure works.
- Periodically provide training and sensitisation of all stakeholders on issues and concerns of marginalised groups in implementation of physical infrastructure facilities.
- During procurement of public works and services, consider only contractors and consultants with gender sensitive health schemes which consider all people, including marginalised groups such as women and youths, and incorporating maternity and paternity entitlements.

Uganda Policy for Developing and Strengthening the National Construction Industry, 2010

3.4.4 Good practices mainstreaming gender in transport plans/programmes/strategies

Boxes 3.10 to 3.12 provide illustrative examples of strategies in transport plans and programmes that promote gender equality and uphold women's rights.

Box 3.10 Examples of strategies within transport plans/programmes that promote gender equality and uphold women's rights

- Mainstream gender in the transportation system.
- Incorporate gender analysis in all transport planning to identify potential gender outcomes before project implementation.
- Promote bicycle use amongst women to replace human portorage.
- Education campaign in villages and cities to address the cultural barriers to women cycling.
- Institute micro-credit or subsidies to enable women to purchase bicycles.
- Promote non-motorised and intermediate means of transport.

The Integrated Transport Plan for Ghana, 2011-2015

Box 3.11 Examples of strategies within transport plans/programmes that promote gender equality and uphold women's rights

- Transport planning should be informed by a gender analysis.
- Prepare a roads sub-sector gender policy and mainstreaming Guidelines.
- Provide non-motorised facilities such as cycle tracks and footpaths and construction of pedestrian crossings during road improvements.
- Use innovative infrastructure delivery procedures to promote gender equitable transport.
- Ensure that the following are captured during the preparation stage of transport projects:
 - Women's time use and travel patterns relative to men's.
 - Women's transport needs relative to men's.
 - Responsiveness of transport infrastructure and services to women's needs relative to men's.
 - Cultural, time, economic and other barriers to women's access to transport relative to men's.
 - Women's participation in the prioritisation and design of the respective transport projects relative to men's.

Kenya Road Sector Investment Programme and Strategy, 2010-2024

- Undertake studies on the gender dimensions of transport, including appropriate actions to be taken.
- Give priority to infrastructure projects that give due consideration to gender and that also promote women's participation in their development and execution.
- Increase women's participation in the management and operation of the transport sector through capacity building.
- Facilitate vulnerable groups to effectively participate in the transport sector.
- Roll out the Village Travel and Transport Programme to all districts. The programme comprises of development of community roads/paths/tracks/footbridges, intermediate means of transport, and non-transport interventions.
- Promote cheap non-motorised transport such as carts, bicycles and tricycles.

Tanzania 10-Year Transport Sector Investment Programme, 2008

- Formulate supportive policy instruments, including Guidelines, to facilitate the wider mainstreaming of all crosscutting issues, including gender.
- Revise contract procedures to ensure improved sensitivity to cross-cutting issues.
- Include a minimum threshold for women's participation in performance contracts of agencies.
- Introduce simplified contract documentation that consider the rights of workers, gender equality, PWDs, Occupational Safety and Health, environmental issues, road safety etc.
- Provide adequate funding to projects to ensure compliance to mainstreaming cross-cutting issues.
- Conduct targeted awareness creation campaigns to encourage women's participation.
- Provide conducive working environment for women i.e. facilities and flexible working hours in Roads 2000 projects.

Kenya Roads 2000 Strategic Plan 2013-2017

- Build trail bridges at convenient and feasible locations for greater mobility.
- At least 30 percent of members of user committees, responsible for building and maintenance of short trail bridges, must be women.
- Equal pay for equal work for both women and men.

Nepal Trail Bridge Strategy, 2006

Box 3.12 Examples of strategies within transport plans/programmes that promote gender equality and uphold women's rights

- Budget lines for environmental social impact assessment must allow for adequate consultations with women and men about their transport needs to inform the design, implementation and monitoring of road projects programmes.
- Include a sum for gender analysis, mainstreaming and monitoring (e.g. 1% of project cost) in bills of quantity for road projects and annual work plans.
- Appoint gender focal persons in all road sector agencies.
- Seek participation from the Ministry of Gender in the development of sector policies, plans and programmes.
- Incorporate gender in all transport-related training institutions including in the curriculum and training materials.
- To monitor and evaluate men's and women's participation in the programme, gender audits should be carried out during project implementation.
- Improve the collection of gender-disaggregated data to better inform policy and planning, and for monitoring the effectiveness of gender-mainstreaming. This data should be entered into the Uganda National Roads Authority database and it should be accessible to all road sub-sector institutions.

Uganda's Third Road Sector Development Programme, 2012

3.5 Mainstreaming Gender in Transport Performance Monitoring Frameworks

3.5.1 Checklist

Use the following checklist to ensure that the performance monitoring framework of the transport policy/plan provides for the collection and utilisation of disaggregated data to facilitate tracking the progress of gender mainstreaming in the sector.

1. Ensure that the performance monitoring framework includes gender sensitive indicators.
2. Ensure that the performance monitoring framework provides for the collection of sex and gender disaggregated transport data capturing:
 - Women's mobility and accessibility needs relative to men's.
 - Women's personal security needs in transport spaces, relative to men's,
 - Women's participation in, and benefit from all aspects of the labour market of the infrastructure sector and transport operations, relative to men's.

3.5.2 Good practices mainstreaming gender in transport performance monitoring frameworks

Box 3.13 presents illustrative examples of gender sensitivity of transport sector performance monitoring frameworks.

Box 3.13 Examples of gender sensitivity of transport sector performance monitoring frameworks

- Road sub-sector and corporate gender policies developed and implemented.
- Roads 2000 operational manuals and Guidelines reviewed and revised in line with existing Government policies that facilitate the mainstreaming of cross-cutting issues including the 33.3 percent minimum women's participation.
- Sub-sector and corporate policies and Guidelines on cross cutting issues applied in all projects.
- Operational and reporting systems incorporate cross-cutting issues.
- All Roads 2000 programmes and projects comply to sub-sector gender policies.

Kenya Roads 2000 Strategic Plan 2013-2017

3.6 Gender Mainstreaming in Transport Policy/Plan Budgets

3.6.1 Checklist

Use the following checklist to ensure that the transport policy/plan defines strategies to address the gender issues elaborated during the identification stage. Possible strategies include:

1. Ensure that the transport policy/plan allocates resources for implementing the prioritised actions that promote gender equality and uphold women's rights.
2. Ensure that the transport policy/plan includes procedures to disburse the funds effectively.

3.6.2 Good practices mainstreaming gender in transport policy/plan budgets

Box 3.14 presents illustrative examples of allocation of dedicated budgets for gender mainstreaming,

Box 3.14 Examples of allocation of dedicated resources for gender mainstreaming

- USD 53.5 million allocated for implementing cross-cutting issues including environment, safety and HIV/AIDS, over the five-year period, 1.9 percent (USD 1 million) of which was explicitly dedicated to gender mainstreaming.
Tanzania 10-Year Transport Sector Investment Programme, 2008
- KShs 2 billion (USD 19.7 million) to be allocated annually for mainstreaming gender as well as addressing needs of other vulnerable groups including persons with disability and the youth.
Kenya Road Sector Investment Programme and Strategy, 2010-2024

3.7 Key Indicators of Gender Mainstreaming in Transport Policy and Planning

The following indicators provide guidance as to the quality of gender mainstreaming in the transport policy/plan:

- Gender dimensions of transport elaborated in situation analysis.
- Gender in the guiding principles and values.
- Gender specificity in project aims and objectives
- Policy directives on promoting gender equality and upholding women's rights.
- Strategies within transport plans and programmes that promote gender equality and uphold women's rights.
- Gender sensitivity of performance monitoring framework
- Allocation of dedicated resources for gender mainstreaming

4 MAINSTREAMING GENDER IN RURAL TRANSPORT INSTITUTIONS

This section outlines the significance of mainstreaming gender in transport institutions that deliver rural transport. It also specifies questions to keep in mind to ensure that transport policy formulation, planning, resource allocation and service delivery are responsive to women's relative to men's needs. The section also presents various case studies of good practice examples of mainstreaming gender in transport institutions.

4.1 Women's Representation in the Governance of Transport Sector Institutions

Meaningful representation of women in positions of authority among transport sector institutions is essential to ensure participatory, consensus oriented, accountable, transparent, responsive, effective, efficient, equitable and inclusive governance within the sector and at all levels of seniority. Box 4.1 presents why these characteristics are so vital in a traditionally male oriented sector.

Box 4.1 Why is Mainstreaming Gender in Transport Sector Institutions Important?

- Concrete political actions to institutionalise gender equality and women's empowerment are crucial to sustainable gender mainstreaming in transport.
- Declarative statements for the transport sector institutionalise a commitment to and set guiding principles for mainstreaming gender equality objectives and accountability measures.
- Women are under-represented in transport sector institutions in general and in their governance and management, in particular.
- Inadequate capacities to articulate gender equality principles in transport policy and to systematically incorporate them in practice.
- Gender mainstreaming initiatives in transport policy and planning largely remain unimplemented due to lack of dedicated budgets.
- Gender is typically inadequately incorporated in the implementation tools for the delivery of transport infrastructure and services.
- Transport sector data management systems do not typically provide for the collection and analysis of sex/gender disaggregated transport data.

4.1.1 Checklist

Ensure that Parliamentary law used to establish transport sector institutions define minimum quotas for women's representation in statutory bodies.

4.1.2 Good practices of ensuring women's representation in governance

Box 4.2 presents illustrative examples of statutory affirmative action provisions for women's representation in the governance of transport sector institutions.

Box 4.2 Examples of provisions for women's representation in the governance of transport sector institutions

- The Kenya Roads Board Act, 1999 (revised edition 2012) specifies the League of Kenyan Women Voters as one of the organisations that may nominate representatives to be appointed as members of the board by the Minister.
- The Kenya National Construction Authority Act of 2011 provides for gendered representation on the board of the National Construction Authority.
- The Kenya National Transport and Safety Authority Act, 2012 (revised edition 2014) states that in appointing persons as members of the Board, the Cabinet Secretary shall have regard to the principle of gender equity and regional balance.
- The Tanzania Road Regulation Act of 2007 stipulates that in appointing members of the National Road Classification Committee, the Minister shall have regard for gender balance.
- The Uganda National Roads Authority Act of 2006 provides for gender balance in the members of the governing board.
- The Uganda Road Fund Act of 2008 provides for women to constitute at least one third of the members of the governance board.

4.2 Institutional Declarative Statements on Gender Mainstreaming

4.2.1 Checklist

Ensure that the Transport Ministry has a declarative statement on gender. These statements institutionalise a commitment to, and set guiding principles for mainstreaming gender equality objectives and accountability measures in transport sector policies, plans, strategies, programmes, structures and service delivery.

4.2.2 Good practices of institutional declarative statements on gender

Box 4.3 presents illustrative examples of declarative statements on gender by transport ministries.

Box 4.3 Examples of Good Gender Mainstreaming Practices: Declarative statements on gender

- Ghana’s transport ministry has a policy statement on accessibility for women, children, the aged and the physically challenged that requires all implementing agencies, such as the department for roads, to consider the accessibility needs of all social groups in road construction design.
- Kenya’s Ministry of Transport:
 - Has a broad policy on gender.
 - Gender-based violence policy clearly articulates zero tolerance to sexual harassment in the work place.
 - Code of ethics includes a clause stating that: “A public officer shall not sexually harass a member of the public or a fellow officer”.
- Nepal’s Ministry of Federal Affairs and Local Development, which is responsible for rural transport and development has a Gender and Social Inclusion Policy that is supposed to be mainstreamed in all local infrastructure development projects by administrative bodies, including the district and village development committees.
- Uganda’s transport ministry has a gender policy statement for the roads sub-sector that outlines the following strategies and actions to be adopted by the sub-sector:
 - Gender capacity building
 - Formulation of policies, plans, programmes and budgets that are informed by a comprehensive gender analysis.
 - Establishing gender sensitive benchmarks and targets for monitoring and evaluation of progress.
 - Adoption of measures to ensure that women and girls are given equal opportunities to participate in and benefit from developments in the road sector through:
 - Equal opportunities in recruitment
 - Affirmative action in representation in the governance of transport sector

4.3 Institutional Mechanisms for Mainstreaming Gender

4.3.1 Checklist

Ensure that there are institutional mechanisms to provide the technical oversight for gender mainstreaming in policy, planning, programming and infrastructure improvement as follows:

- a. Establish a unit responsible for gender and/or assign a gender focal person to champion the gender equality agenda.
- b. Ensure that the gender unit and/or focal person is strategically positioned to influence decision-making.
- c. Ensure that the unit and/or focal person has the required expertise and dedicated resources to catalyse and sustain gender mainstreaming in the institution.

4.3.2 Good practices of institutional mechanisms for mainstreaming gender

Box 4.4 presents illustrative examples of institutional mechanisms for mainstreaming gender.

Box 4.4 Examples of institutional mechanisms for mainstreaming gender

- Kenya's Ministry of Transport has an inter-departmental committee to oversee compliance to diversity mainstreaming (including gender) in recruitment, training, annual planning and routine data collection and periodic reporting.
- Tanzania's Ministry of Works, Transport and Communications established a Women Participation Unit in 1992 to enhance the level of representation and participation of women in road works. Amongst others, the Unit offers labour-based training to petty female contractors to facilitate their registration by the Contractors' Registration Board.
- All 26 Tanzania's TANROADS Regional Managers' offices have designated coordinators (engineers) whose mandate is to promote women's participation in road works through mobilisation and awareness creation.
- Uganda has gender focal points within all transport sector institutions responsible for championing the gender equality agenda in the respective institutions.
- Uganda's transport ministry has an Environmental Liaison Unit with a technical oversight role for gender mainstreaming in the sector.
- Uganda National Roads Authority has an Environment and Social Safeguards Unit responsible for, amongst others, addressing gender in the management of national road development and maintenance.

4.4 Institutional Gender Capacity Building

4.4.1 Checklist

1. Ensure that gender knowledge is an integral part of human resources development in all transport sector institutions.
2. Ensure effective gender equality competence across all functions as a way of making all staff members accountable for achieving gender equality as a common goal within the institution.

4.4.2 Good practices of institutional gender capacity building

Box 4.5 presents illustrative examples of institutional gender capacity building.

Box 4.5 Examples of gender mainstreaming in institutional capacity building

- The Kenya Kisii Training Centre, which is the (training) service provider to all the Roads 2000 projects incorporates gender mainstreaming in its general training plan.
- The Women's Participation Unit of the Tanzania Ministry of Works, Transport and Communications designed a programme to build a pipeline of female professionals in the transport sectors through promoting an increased participation of girls in science-based subjects in secondary schools.
- The Uganda Mount Elgon Labour-Based Training Centre, the designated institution for training in labour-based approaches to road works:
 - Includes a module on cross-cutting issues, including gender, in its curriculum.
 - The training prequalification questionnaire for contractors promotes women's participation as follows:
 - A contracting firm can earn up to 4 points if women constitute three quarters or more of its shareholders.
 - A firm is awarded ½ point for each female permanent staff (up to 4 staff members).
 - If the managing director of the contractor's staff nominated to participate in the training is a woman, the firm is awarded 2 extra points.

4.5 Gender Mainstreaming in Implementation Tools

4.5.1 Checklist

Ensure that gender is incorporated into the implementation tools for the delivery of transport infrastructure and services.

4.5.2 Good practices of gender mainstreaming in implementation tools

Box 4.6 presents illustrative examples of gender mainstreaming in implementation tools.

Box 4.6 Examples of gender mainstreaming in implementation tools

Kenya's standard specifications for roads and bridge construction:

- Includes a section on HIV and AIDS, gender issues, social issues and local participation.
- Provides for gender as a billable item.
- Requires contractors to comply fully with the contractual clauses pertaining to gender.

Kenya's standard tender document for procurement of road works:

- Obliges the contractor to ensure gender "equalisation" in all aspects of contract works.
- Obliges the contractor to ensure that women are afforded equal employment opportunities with men and for the recruitment process to clearly demonstrate this.
- Obliges the contractor to ensure that no more than two thirds of either gender are engaged in the contract.
- Provides for equal pay for women and men for work of equal value.

Uganda's district road works manuals, 2002:

- Encourage community participation, promote use of labour-based methods and foster gender balance.
- Encourage district engineers to work with the community development officer, who is also responsible for gender mainstreaming.
- Encourage the development and maintenance of district road networks to take human traffic into account.
- Provide for facilities for the safe movement of pedestrians, cyclists and other two-wheeled motorised and non-motorised vehicles.
- Prioritise the maintenance of community access roads.
- The contract documentation provide for the collection of information on the sex of applicants and the workforce.
- The contract documentation awards applicants up to 10 additional points for considering gender.

The Uganda general specifications for road and bridge works, 2005:

- Include a section on occupational health and safety, HIV and AIDS as well as gender.
- Oblige contractors to prepare a gender management plan including details of:
 - Recruitment policy and procedures.
 - Gender awareness raising meetings.
 - Gender sensitive working conditions.
 - Gender sensitive facilities to be provided at the workplace.
 - Participatory gender sensitive monitoring.
- Oblige the contractor to provide a staff to deal with gender.
- Gender is a monthly billable and paid item in the bills of quantity.
- Oblige the contractor to liaise with government /non-governmental organisations dealing with gender.
- Oblige the contractor to ensure that:
 - Employment opportunities are posted in visible and popular places and that the notices reach women and youth leaders.
 - Both women and men are represented in any information and consultative meetings held at the site and that gender and social issues are raised and analysed.
 - Equal payment is made to women and men for similar work and that payment of wages is made to the workers and not to their representatives.
 - Flexible working hours are introduced to cater for women.
 - Separate toilet and accommodation facilities are provided for women and shelters for children.
 - To submit monthly reports of labour attendance disaggregated by gender.
 - To report how gender concerns are addressed in recruitment, promotion, payment, provision of gender sensitive facilities, on-the-job training, etc.

4.6 Gender Mainstreaming in Management of Infrastructure

4.6.1 Checklist

Ensure that gender is incorporated into the management of the provision and maintenance of infrastructure projects and programmes.

4.6.2 Good practices of mainstreaming gender in the management of infrastructure

Box 4.7 presents illustrative examples of mainstreaming gender in the management of the provision and maintenance of infrastructure.

Box 4.7 Examples of good gender mainstreaming practices in the management of infrastructure

The Uganda National Roads Authority:

- Has an unwritten affirmative action policy for female contractors in procurement.
- All contractors are obliged to employ a sociologist and to have a policy and work plan on gender mainstreaming (including women's participation), sexual harassment and child protection. As a result, some contractors have ring-fenced off some tasks, such as flags persons, for women.
- All project consultants are obliged to employ a sociologist.
- A contractor can sub-contract the implementation of social safeguards to a non-governmental organisation mobilising around social and/or gender issues.
- The authority was granted a waiver by the Public Procurement and Disposal of Public Assets Authority to procure the services of non-governmental organisations to address sexual violence in construction.
- Liaises with local government authorities (police, district officials) to ensure that negative social impacts that arise during project implementation are managed in line with policy.
- Job advertisements encourage women to apply.

4.7 Gender Mainstreaming in Transport Sector Data Management Systems

4.7.1 Checklist

1. Ensure that the transport sector data management system provides for the collection, analysis and dissemination of sex and gender disaggregated data to guide policy, planning, programming and resource allocation.
2. Ensure that the transport sector performance reports provide sex and gender disaggregated data.

4.7.2 Good practices of mainstreaming gender in transport sector data management systems

Box 4.8 presents illustrative examples of mainstreaming gender in transport sector data management systems.

Box 4.8 Examples of good gender mainstreaming practices in transport data management systems

- The Roads 2000 programme under the Kenya Rural Roads Authority captures gender disaggregated data through its Road Management System for analysis and planning purposes.
- It is a statutory obligation for all Kenya ministries, departments and agencies to submit quarterly reports demonstrating how gender and other diversity issues are addressed in their respective mandates.
- The Women Participation Unit of the Tanzania Ministry of Works and Transport maintains a database on women's participation in various aspects of the sector, namely in Tanzania National Roads Agency (TANROADS) regional offices, as contractors, and in procurement (including contract sums) etc.
- Uganda's Transport Sector Data Management System captures data on the presence of a gender focal person and women in employment in the transport sub-sector institutions.
- The Uganda Road Fund monitoring and evaluation framework provides for the collection of data on women's participation in road maintenance.

4.8 Gender Mainstreaming in Resource Allocation

4.8.1 Checklist

Ensure that the transport sector institution adopts gender responsive budgeting as follows:

1. The budget should provide funding for the collection and analysis of sex and gender disaggregated data to feed into the transport sector data management system.
2. The budget should provide funding for the gender focal point/unit to facilitate gender mainstreaming and to address all pertinent institutional gender issues.
3. The budget should provide for institutional gender capacity building, as appropriate.
4. The transport sector budget should include resources for the maintenance of access roads, footbridges and tracks.

4.8.2 Good practices of mainstreaming gender in transport sector data management systems

Box 4.9 presents illustrative examples of good gender responsive budgeting practices in the transport sector.

Box 4.9 Examples of good gender responsive budgeting practices

- Kenya's transport sector institutions have to comply with the Public Procurement and Asset Disposal Act of 2015, which requires all procurement and asset disposal planning to reserve a minimum of 30 percent of the budgetary allocations for enterprises owned by women, youth, persons with disabilities and other disadvantaged groups.
- Tanzania's Ministry of Works, Transport and Communications allocates money to train women to become more competitive in the construction industry. For instance, in financial year 2018/19, the ministry allocated TZS 75 million to train petty women contractors in labour-based methods of road construction.
- The Uganda Road Fund:
 - Incorporated gender equality enhancing measures in the road maintenance fund allocation formula.
 - Issues planning Guidelines to designated agencies, including the Uganda National Roads Authorities and local Governments, specifically requiring them to incorporate gender issues, and in particular, to recruit a specific percentage of women.
 - Developed a monitoring and evaluation framework that provides for the collection of data on women's participation in road maintenance. The designated agencies have to include this in their routine performance reports.
 - Disburses funds to remove bottlenecks on community access roads.

5 GENDER MAINSTREAMING IN THE INFRASTRUCTURE IMPROVEMENT CYCLE

This section highlights the importance of mainstreaming gender in the transport infrastructure improvement cycle (see Box 5.1). It also defines the key gender issues to be taken into consideration by the respective practitioners along the different stages of the infrastructure improvement cycle. The section also presents cases of good practice of mainstreaming gender along the different stages of the infrastructure improvement cycle from various projects. ReCAP focuses on road transport and thus the bias on roads sub-sector projects. Some of the projects were implemented during the 1990s but were selected by the ReCAP research teams as exhibiting the best gender mainstreaming practices in the respective case study countries. Table 2 present a list of the projects reviewed by country.

Table 2 Projects Reviewed by Country and Period of Implementation

Country	Project	Period of Implementation
Ghana	World Bank funded Second Transport Rehabilitation Project	1991-1997
Kenya	Government of Kenya and French Government funded Roads 2000 Programme Central Phase 1	2007-2011
	Government of Kenya and French Government funded Roads 2000 Programme Central Phase 2	2013-2017
Nepal	Trail bridge programme	Not indicated
Nepal	SDC funded Rural Roads Projects (participation in user committees)	Not indicated
Tanzania	Village Travel and Transport Programme	1995-2004
	Local Government Transport Programme	2008-ongoing
Uganda	Danida funded Road Sector Programme Support Phase 1	1999-2002
	Danida funded Road Sector Programme Support Phase 2	2003-2007
	Danida funded Rural Roads Programme	2008-2010

Box 5.1 Key Issues: Why is Mainstreaming Gender in the Infrastructure Improvement Cycle Important?

- There are differences in women's mobility, accessibility and safety needs, relative to men.
- Road construction provides employment for women in some rural areas, but men are still the main beneficiaries of these jobs.
- Women are overburdened with domestic work and their labour may not easily be transferable to construction work.
- Tensions related to women's work outside the home can increase the risk of domestic violence.
- Safety concerns for girls and women living around the construction areas or working on construction sites, if left unaddressed, can trigger sexual and gender-based violence.
- Gender differences in impacts of land acquisition and resettlement.
- Limited access to transport infrastructure affects education and health outcomes.
- Inadequate capacities of contractors and consultants to mainstream gender in the infrastructure improvement cycle.

5.1 Gender Mainstreaming Steps During the Project Cycle

Table 3 outlines how gender can be mainstreamed along the different stages of the road improvement cycle.

Table 3 Key Steps of Mainstreaming Gender along the Road Improvement Cycle

Project Stage	How to mainstream
1. Identification	<ul style="list-style-type: none"> Consult women and men, using participatory methods, to establish their aspirations and transport needs. Identify potential barriers to and opportunities for strengthening women’s participation in the project. Identify women’s groups that could potentially be involved in project implementation.
2. Design	<ul style="list-style-type: none"> Specify gender equality objectives. Define strategies to address identified gender inequalities in accessibility, mobility and participation. Specify gender sensitive indicators. Allocate a dedicated budget for implementing the specified gender strategies.
3. Appraisal	<ul style="list-style-type: none"> Identify potential barriers to women’s participation in the project, relative to men. Identify potential negative gender impacts of the project and measures to mitigate against them.
4. Implementation	<ul style="list-style-type: none"> Provide for gender expertise during implementation. Prepare a resource and time-bound gender mainstreaming plan to facilitate implementation.
5. Monitoring	<ul style="list-style-type: none"> Project monitoring should report on progressive achievements against the defined gender sensitive indicators.
6. Evaluation	<ul style="list-style-type: none"> Provide for gender expertise on the evaluation team. Project evaluation should include an assessment of gender impacts.

The checklist of guiding questions to ensure that gender is mainstreamed in the infrastructure improvement cycle is presented as Annex 1.

5.2 Gender Mainstreaming in Project Identification

5.2.1 Checklist

Use the following checklist to ensure that pertinent gender issues are recognised during project identification.

1. Consult women and men to establish their aspirations and transport needs.
2. Conduct a gender analysis to establish:
 - a. Gender and mobility/accessibility issues.
 - b. Women’s time use relative to men.
 - c. Socio-cultural and other potential barriers to women’s participation in the project.
 - d. Opportunities for strengthening women’s participation in the project.
 - e. Gender capacity of implementers.

Conducting a gender analysis also provides valuable gender disaggregated data to build up a record for a given project.

3. Identify women’s groups that could potentially be involved in the mobilisation of labour as well as in project implementation as small-scale labour-based contractors.

5.2.2 Good practices in recognising gender issues during project identification

Boxes 5.2 and 5.3 present illustrative examples of gender issues recognised during project identification.

Box 5.2 Illustrative examples of gender issues recognised during project identification

- Women's views not elicited during initial mixed group community consultations.
- Women freely expressed their true transport needs in women focus group discussions.
- Women expressed their concerns about the long distances they walked to fetch water and collect fuel wood, leading to the inclusion of the well digging and woodlot planting in the project.
- Labour surveys showed that women's willingness to engage in the proposed road rehabilitation works far exceeded the estimated labour demand for the project.

Ghana World Bank funded second Transport Rehabilitation Project: 1991-1993

- The desired socio-economic impact was unlikely to be met without ensuring that the opportunities and benefits availed through the project reached women equitably with men.
- Lack of specific policies related to addressing gender in the roads sector as an institutional gap.
- The political commitment to gender equality was yet to translate into responsive national and sector policy and development.
- Planning for road works is not sensitive to the distinct mobility and accessibility needs of women relative to men.
- Technical standards and specifications including contract documentation are gender insensitive.
- The interplay of social norms, values and practices undermine women and privilege men.
- The belief that women cannot manage road construction works is pervasive resulting in a predominantly male labour force at all skill levels.
- Labour camps inadequate to meet women's specific interests related to privacy and this further excludes them from road construction.
- Male bias in formal national and local government institutions as well as private road construction firms that almost exclusively attract men.
- Women typically excluded from road construction planning rationalised by the belief that the sector is a male domain.
- Local government gender officials are typically excluded from discussions of road improvement.

Uganda Danida Funded First Road Sector Support Programme: 1999-2002

- Women are overburdened with domestic and agricultural work, under-represented in the waged labour force and experience restricted voice in household and public decision-making.
- Women have limited knowledge of their rights.
- Lack of legislation on gender-based violence.
- Leveraging the opportunities for women's participation in the road sub-sector requires mainstreaming gender in transport policy and strategy as well as in programme formulation.
- Existing policies and strategies for national and district roads are not explicit on gender.
- The inclusion of women councillors in the (road) planning process is likely to influence women's participation in road works, as contractors or workers and to address their transport requirements.
- Adoption of labour-based approaches to road improvement as well as investment in community access had the greatest potential development impact on gender equality.
- Use of labour-based approaches to road works coupled with the promotion of women's participation is likely to lead to sexual relationships between workers, or between workers and community members thus increasing the risk of HIV infection.

Uganda Danida Funded Second Road Sector Support Programme: 2003-2009

Box 5.3 Illustrative examples of gender issues recognised during project identification

- Women and men have different travel patterns and therefore, transport needs.
- Gender differences in transport are more distinct in rural than urban areas.
- Women's travel is generally undertaken on relatively different roads, paths and tracks from that of men.
- Women use footpaths and tracks more than men while collecting firewood and fetching water, activities which constitute most of their time.
- Whereas investment in community access roads is important to both women and men, investment in footpaths and tracks is particularly critical for women.
- Women's transport needs are typically more complex than men's, in part due to the demands of water, fuel wood, food and healthcare provisioning, over sometimes very long distances.
- Women spend an estimated four times as much time as men in transport tasks, and carry, usually on their heads, around five times as much in volume.
- Whereas a considerable number of rural men use bicycles for transport, most women walk and headload their transport burden.
- Women's under-representation at all levels and in all aspects of the road sector, including decision making, is attributed to their low educational levels and limited skills, as well as time poverty associated with their domestic work burden.
- Gender has not gained total legitimacy in the sector due to failure to follow through some of the good policy intentions into practice, lack of ownership of the gender mainstreaming Guidelines and sensitivity to gender not being a contractual obligation, making it difficult to enforce compliance.
- Whereas there was a commitment to attaining the defined quota of 30 percent women in the workforce and as small-scale contractors in labour-based projects, the means through which this is implemented could cause a backlash to the promotion of gender equality in the long run.

Uganda Danida Funded Rural Roads Programme: 2008-2011

5.3 Gender Mainstreaming in Project Design

5.3.1 Checklist

Use the following checklist to ensure that gender is mainstreamed in project design.

1. Specify gender equality objectives.
2. Define strategies to address identified gender inequalities in accessibility, mobility and participation.
3. Specify expected outputs and associated outcomes of the gender equality enhancing strategies.
4. Specify gender sensitive indicators at the output and outcome level.
5. Allocate a dedicated budget for implementing the specified gender equality enhancing strategies.
6. Provide for gender expertise in the implementation team.
7. Provide for the participation of women's groups, as appropriate, in mobilisation and sensitisation of the community regarding proposed infrastructure designs, and to enable engagement between the design team and end users to ensure gender equality is truly incorporated into the project.

5.3.2 Good practices of mainstreaming gender in project design

Boxes 5.4 and 5.5 present illustrative examples of mainstreaming gender in the design of transport projects.

Box 5.4 Illustrative examples of gender mainstreaming in project design

- Explicit quotas for women's participation in decision-making structures.
- Conduct separate consultations for women and men.
- Equal wages for equal work for both women and men.
- Paid nine months maternity leave with effect from end of second trimester of pregnancy.
- Flexible working hours.
- Provision of support for community childcare (crèches)
- Allocate physically light works to women and flexible working hours (considering their potential need to arrive late and leave early)
- Lower daily work targets (fewer hours and less units of work) for women.
- Revise planning template to better capture gender issues.
- Conduct community gender sensitisation.
- Capacity building for women.
- Initiate experience sharing processes among women.
- Use gender disaggregated data in prioritisation of works.

Ethiopia Productive Safety Net Programme

- Provision of low-cost rural access roads in a hitherto inaccessible rural area in northern Ghana.
- Adoption of labour-based methods with a target of 70 percent women's participation.
- Provision of potable water through the construction of an estimated 50 hand dug wells with the aim of reducing the long hours women and children spend fetching water.
- Provision of food supplements and nutrition education to ensure that the nutritional status of female workers on the project was not affected by the additional physical labour needed for road building.
- Village woodlots and nurseries to provide fuel wood for women through an innovative pot irrigation technique, which needed only weekly watering.
- Provision of support to women's organisations to encourage women to improve their environment, nutrition levels and other self-development activities.
- The project indicators included the following:
 - Number of women employed in the project and their income/expenditure
 - Number of women engaged in productive/ income generating activities
 - Incidence of head portage
- A total of US\$2.98 million (3.1%) of the total project sum of US\$ 96 million was allocated to the implementation of the defined of gender outcomes of the programme.

Ghana World Bank funded second Transport Rehabilitation Project: 1991-1993

Pre-construction Phase

- Conduct a public hearing involving both female and male potential users.
- Establish user committees comprising a minimum of 40 percent women.
- Provide female user committee members with demonstration model bridge training.

Construction Phase

- Conduct community leadership training for female user committee members.
- Target employment opportunities towards disadvantaged groups, including women.
- Uphold principle of equal pay for equal work amongst female and male workers.

Post-Construction Phase

- Prioritise women in the selection of bridge wardens for routine maintenance.
- Ensure that women comprise a minimum of 40 percent of bridge maintenance committees.

Nepal Trail Bridge Construction

Box 5.5 Illustrative examples of gender mainstreaming in project design

- Give women voice in decision-making processes.
- Gradual introduction of implementation targets to give time to test and perfect the procedures including gender impact assessment in decision making systems.
- Performance indicators included:
 - Women's participation in decision-making bodies related to local transport infrastructure.
 - Women's participation in road construction and maintenance labour force.
 - Barriers to gender equality in the transport sector identified through studies.
- Provided for embedment of records of employment created for women and men in contractual documents.
- Establish a multi-stakeholder transport user group in each local government area with representation of leadership of women's groups.

Tanzania Local Government Transport Programme: 2007-2012

- Women's participation to be mainstreamed at all stages of project preparation and implementation.
- Involve women, as road users, in agenda and priority setting.
- Involve local government gender officers in road planning as a way of ensuring that women's needs are prioritised.
- Involve local government women councillors in community sensitisation and in mobilisation of women for road works.
- Use women-specific channels, including women's non-governmental organisations, to disseminate employment and training opportunities.
- Gender awareness creation to increase women's participation in the project.
- Improve the gender balance in the programme by selecting an appropriate number of women to become contractors and workers in the labour-based gangs.
- A socio-economic sub-component of the trunk road to maximise returns to the communities.
- A community transport and travel sub-component designed to improve local transport infrastructure and to promote intermediate means of transport.
- The feasibility study included gender assessment and made recommendations to strengthen the project benefits to women.
- Provision for capturing data on women's involvement in the formal and domestic economy including their participation in local roads in the project baseline surveys.
- Provision for sex and gender disaggregated data during performance monitoring.
- Provision for the preparation of gender action plans Uganda.

Uganda Danida funded first Road Sector Support Programme: 1999-2002

- The formulation document specified that: "Women shall benefit equally to men from the direct as well as the spin off effects of intervention. It shall also be ensured that specific consideration is taken in relation to the transport needs of women and men, when appropriate. Improving community access as well as core roads will help to address women's needs, since they derive benefits from improved access to markets, water sources, grinding mills and other local services."
- Take into consideration women's work burden.
- Flexibility regarding setting quotas for women's participation and for district engineers to set quarterly/annual realistic targets bearing in mind the importance of ultimately achieving a 30 percent minimum.
- Resource- and time-bound Gender Equality Plan was developed to consolidate the following practices:
 - Provide more flexibility in the criteria for selection of enterprises to be trained, thus removing the present bias towards firms led by technically qualified male degree holders.
 - Sensitisation of women to employment opportunities.
 - Sensitisation targeting men to ensure that they allow their spouses to participate in road works.
 - Require contractors to recruit a new workforce every 5 km or less to spread work opportunities and to ensure that women are not discouraged from participating due to excessive travel time.
 - Require contractors to be flexible in the working hours.
 - Include mobilisation and gender awareness creation provisions in contracts.
 - Incorporate requirements to ensure separate site facilities for women.
 - Ensure equal pay for equal work to men and women.
 - Require all contractors to submit weekly returns of daily labour disaggregated by gender.

Uganda Danida Funded Rural Roads Programme: 2008-2011

5.4 Gender Mainstreaming in Project Appraisal

5.4.1 Checklist

Use the following checklist to ensure that gender is mainstreamed in project appraisal.

1. Identify potential barriers to women's participation in the project, relative to men.
2. Identify potential negative gender impacts of the project such as:
 - increase in women's work burden
 - more fragmented use of women's time
 - intimate partner violence as a result of women's involvement in the project
 - sexual and gender-based violence due to influx of workers
 - girls and boys dropping out of school
 - family welfare as a result of land acquisition, resettlement and compensation.
3. Specify measures to mitigate against the identified potential negative impacts on gender equality and women's empowerment, including sensitisation of the community.
4. Ensure a gender dimension in the social, environmental and other impact assessments of the project.

5.4.2 Good practices of mainstreaming gender in project appraisal

None of the projects reviewed included systematic mainstreaming of gender in their appraisal process.

5.5 Gender Mainstreaming in Project Implementation and Monitoring

5.5.1 Checklist

Use the following checklist to ensure that gender is mainstreamed in project implementation.

1. Provide for:
 - a. Flexibility in work and training schedules taking into consideration women's domestic burden and relative immobility.
 - b. Flexibility in execution of tasks.
 - c. Reasonable walking distance from home to work or training sites
2. Provide:
 - a. Separate camps for female and male workers.
 - b. Separate toilet facilities for female and male workers at work sites.
 - c. Childcare facilities near the work sites with a paid childminder.
 - d. Breastfeeding facilities.
 - e. Maternity and paternity leave for workers.
3. Define minimum quotas for women's participation in employment and project-related training.
4. Provide for affirmative action for women's small-scale contracting firms, as appropriate.
5. Incorporate gender equality bills of equality in contract documents.
6. Include a sum for gender analysis, mainstreaming and monitoring in the bills of quantity.
7. Include gender awareness creation in community mobilisation.
8. Conduct gender training for the project team and/or provide for a gender expert.
9. Ensure that the contractor prepares a resource-bound gender implementation plan.
10. Ensure that the contractor's code of conduct includes measures to minimise sexual and gender-based violence.

Use the following checklist to ensure that gender is mainstreamed in project monitoring.

- Project monitoring should report on progressive achievements towards gender equality and women's empowerment:
 - Number of women relative to men employed, disaggregated across the different project component and by skilled/unskilled labour.
 - Number of female participants of different project training exercises, relative to men.

- Number of women in project leadership positions, relative to men.
- Number of women's work days relative to men.
- Number of women assigned tasks which challenge the status quo, relative to men.
- Total wages earned by women, relative to men.
- Number of qualifying women offered maternity leave.
- Number of qualifying men offered paternity leave.
- Incidences of sexual and gender-based violence and ways in which they were managed.
- Factors affecting women's participation in the project, relative to men.

5.5.2 Good practices of mainstreaming gender in project implementation and monitoring

Boxes 5.6 and 5.7 present illustrative examples of mainstreaming gender in the implementation and monitoring of transport projects.

Box 5.6 Illustrative examples of gender mainstreaming in project implementation and monitoring

- The work was usually task based which made it flexible enough to facilitate women's participation.
- Female workers who could not report to the project site, could opt to send their husbands to perform their tasks on their behalf.

Ghana World Bank funded second Transport Rehabilitation Project: 1991-1993

- Conducted a study to inform the mainstreaming of gender in project implementation.
- Developed a gender action plan for the project.
- Employed a social and gender consultant and a full-time sociologist.
- Women represented in all welfare committees.
- Three-months paid maternity leave.
- Family planning services offered within the contractor's clinic.
- Project monitoring included quarterly meetings with female workers, site visits to observe the working environment and collection of gender disaggregated data.
- A socio-economic component of trunk road rehabilitation included agro-forestry training for women's groups, construction of protected water wells, construction of access roads and construction of separate pit latrines in adjacent schools.
- District gender officers participated in the programme through public hearings, plus mobilisation and awareness creation workshops.
- All the technical studies undertaken under the district component of the project had a gender perspective and the study teams included sociologists.
- Gender awareness training of local government non-engineering technical staff.
- A district community mobilisers' course was incorporated in the labour-based training.
- Most contractors provided equal employment opportunities through advertising on market days and through community as well as local government administrative structures.
- 50 percent of the works were undertaken through task rate,
- 60 percent of the contracts on district roads adopted flexible working hours.
- 70 percent of the contractors on district roads employed women in supervisory positions.
- Separate rooms, toilet and shower facilities for women during project training.
- Quotas were defined for women and women-owned firms in the selection as trainees.
- Contract documents, tender evaluation documents, curricula and project training manuals were screened for gender sensitivity.
- Labour-based methods were used on all district project funded roads.
- Developed monitoring forms to ensure gender sensitivity in the recruitment process as well as to track the proportion of women in responsible positions, views on female employment as well as remuneration of women relative to that of men.
- Monitoring was participatory including local government gender officers as well as female and male representatives of the community.

Uganda Danida funded first Road Sector Support Programme: 1999-2002

Box 5.7 Illustrative examples of gender mainstreaming in project implementation and monitoring

- Attached a technical advisor (social assessment) to the Ministry of Transport's environment liaison unit.
- Conducted gender training for the Ministry of Transport's environment liaison unit.
- Developed national Guidelines for gender assessment and management for the roads sub-sector.
- Developed mandatory gender equal opportunities labour recruitment procedures including sensitisation and mobilisation for incorporation into road works contracts.
- Conducted gender training for road sector personnel.
- Established a road sector social and gender information system and database.
- Attached a sociologist to the Mount Elgon Training Centre.
- Revised the Mount Elgon Training Centre curricula and training manuals for more gender sensitivity.
- Revised Guidelines for the selection and registration of contractors for Mount Elgon Training Centre to ensure equal opportunities for women.
- Ensured that gender was adequately covered in all training, mentoring and monitoring activities.
- Assessed and trained station engineering staff and/or private consultants in gender.
- Sensitised women and men regarding road sector employment opportunities.
- Incorporated specific gender recruitment, including sensitisation and mobilisation requirements into contract documentation.
- Gender training of female and male district councillors, technocrats and board members.

Uganda Danida Funded Second Road Sector Support Programme: 2003-2009

- Gender disaggregated community transport and travel survey to inform design, prioritisation and planning.
- Affirmative action in recruitment of the workforce and in the procurement of contractors.
- Equal pay for equal work done among female and male labourers
- District engineering staff oriented into the use of the road sub-sector gender mainstreaming Guidelines.
- Gender made more explicit in the contract documentation.
- Mount Elgon Training Centre business plan reviewed and revised to incorporate gender.
- Recruited a sociologist to ensure sustainability of gender mainstreaming efforts within the Mount Elgon Training Centre
- Affirmative action in trainee recruitment in order to give women an equal chance with men to access training and to be competitive as contractors.

Uganda Danida Funded Rural Roads Programme: 2008-2011

5.6 Gender Mainstreaming in Project Evaluation

5.6.1 Checklist

Use the following checklist to ensure that gender is mainstreamed in project evaluation.

1. Include gender expertise on the evaluation team.
2. Ensure that project evaluation reports provide information on:
 - Proportion of women employed relative to men: target and achievement.
 - Proportion of total workdays undertaken by women.
 - Proportion of wages earned by female and male workers.
 - Proportion of women benefitting from different aspects of project training relative to men: target and achievement.
 - Proportion of women in project leadership positions, relative to men.

- Extent to which infrastructure assets and services produced through the project address women’s time poverty.
- Extent to which infrastructure assets and services produced through the project promote women’s participation in leadership.
- Extent to which infrastructure assets and services produced through the project strengthen women’s security of access to productive resources, relative to men.
- Institutional gender capacities built.
- Project influence on gender mainstreaming in the project in transport.

5.6.2 Good practices of mainstreaming gender in project evaluation

None of the projects reviewed provided a systematic mainstreaming of gender in monitoring and evaluation activities. The reported project impacts were largely limited to the numbers of female participants. These are presented in Table 4.

Table 4 Women’s Participation in the Case Study Road Projects by Defined Quota and Achievement

Country	Project	Women’s Participation (%)	
		Target	Achievement
Ghana	World Bank funded Second Transport Rehabilitation Project: 1991-1997	70	50
Kenya	Government of Kenya and French Government funded Roads 2000 Programme Central Phase 1: 2007-2011	30	25
	Government of Kenya and French Government funded Roads 2000 Programme Central Phase 2: 2013-2017	30	35
Nepal	Trail bridge programme	-	29
Nepal	SDC funded Rural Roads Projects (participation in user committees)	40	45
Tanzania	Village Travel and Transport Programme: 1995-2004	None	50
	Local Government Transport Programme: 2008-ongoing)	None	50
Uganda	Danida funded Road Sector Programme Support Phase 1: 1999-2002	None	23
	Danida funded Road Sector Programme Support Phase 2: 2003-2007	None	30
	Danida funded Rural Roads Programme: 2008-2010	None	29

6 GENDER MAINSTREAMING IN THE PROVISION OF TRANSPORT SERVICES

This section outlines the importance of mainstreaming gender in the provision of rural transport services (see Box 6.1). It also identifies issues to be taken into consideration by regulators of transport services during formulation of policy and legislation to ensure female users' safety and security needs relative to men's. The section also presents a few examples of good gender mainstreaming practices in the provision of rural transport services.

Box 6.1 The Issues: Why is Mainstreaming Gender in the Provision of Transport Services Important?

- Transport and travel spaces are gendered and can potentially promote sexual and gender-based violence.
- Conventional transportation surveys typically do not count non-motorized such as walking and cycling.
- Rural women and men rely more on non-motorised and intermediate modes of transport such as walking, bicycles or animal-drawn carts.
- Transport systems are largely controlled by men and women's needs are typically not given due consideration.
- Female transport workers typically work long hours with low pay and the threat of harassment and intimidation.
- High levels of violence against women and girls on public transport and adjacent public spaces.
- Sexual harassment and overcrowding on rural public transport restrict women's and girls' mobility.
- Understanding and addressing gendered risks is critical to ensure that transport does not have negative impacts on women and girls.
- Male youth are more prone to accidents and deaths from motorised transport than females.
- Women tend to travel with children, the sick or dependent older persons in public transportation.
- Motorcycle taxis have transformed the rural transport landscape in many developing countries and are often the most common means of motorised transport. However, motorcycle taxis are more expensive than other transport services and their safety is a growing concern.
- No sex disaggregated data on:
 - how men and women use transport
 - traffic flows and passenger volumes
 - traffic injuries
 - ownership of means of transport
 - licensed drivers
- Discriminatory cultural practices, inequitable gender power relations and unequal access to money restrict women's access to transport technologies and services.
- Women lack access to resources to either own or travel by various means of transport.
- Rural women are often restricted to walking long distances and are subjected to head portage.
- Women are underrepresented in public service transport, both as investors and operators/workers.
- Inadequate access to transport services affects education and health outcomes.
- Inadequate gender capacities of transport service providers.
- Transport services typically operated by the private sector whose interest is profit maximisation rather than promotion of gender equality.
- Gender is not given due consideration in the oversight, management and legal framework of transport services.
- Minimum to no legal consequences for perpetrators of violence against women and girls in public transport.

6.1 Gender Mainstreaming in Transport Regulations

6.1.1 Checklist

Ensure that transport regulations incorporate a gender dimension as follows:

- Both female and male users are consulted in processes leading to the enactment of transport regulation.
- Ensure women's security relative to men's in transport systems:
 - Incorporate gender in transport safety awareness.
 - Clearly characterise sexual and gender-based violence in public transport and transport spaces.
 - Include a gender sensitive code of conduct for transport operators.
 - Outlaw sex and gender-based violence in public transportation and spaces.
 - Prescribe penalties in relation to sexual and gender-based violence.
 - Include gender-sensitive grievance procedures for transport users.
 - The statutory code of conduct for operators explicitly includes sexual and gender-based violence as well as mechanisms to report distress.
- Oblige implementers to collect sex disaggregated data on number of persons injured and killed, ownership of categories of vehicles and licensed drivers.
- Provide for reserved seat facilities in public service vehicles for pregnant women and women traveling with small children, the sick and older persons,
- Provide for women's representation on statutory transport oversight and management bodies.
- Legislate and enforce access to decent pay and jobs for women transport workers and the right to work free from violence.
- Provide for gender capacity building of transport regulators.
- Provide for gender awareness to address prejudices against:
 - Women's use of some means of transport.
 - Women public transport operators.

6.1.2 Good practices of mainstreaming gender in transport regulations

Box 6.2 presents examples of good practices of mainstreaming gender in traffic regulations.

Box 6.2 Illustrative examples of gender mainstreaming in traffic regulations

- The Kenya National Transport and Safety Authority (Operation of Motorcycles) Regulations of 2015, require passengers (with the exception of persons with disabilities), to sit astride on motorcycles thus promoting the safety of women who, in some cultures, are expected to ride with "legs together" (side saddle).
- The Nepal Public Transport Code of Conduct of 2010
 - Provides for priority seats for women, children, persons with disabilities and older persons.
 - Provides for women-only seats in buses travelling long distances.
 - Outlaws the use of rude language by drivers and conductors.
 - Outlaws graffiti and posters which may offend women.
 - Outlaws driving with intention to harm women.
 - Outlaws misconduct towards women travelling on long distance night buses.

6.2 Gender Mainstreaming in Transport Services Policy

6.2.1 Checklist

Ensure that there is a policy on non-motorised rural transport that prioritises the following:

- Developing and maintaining rural transport infrastructure (e.g. footpaths, tracks, trails, farm and feeder roads, railroads, waterways, bridges and drainage systems).
- Expanding rural transport service networks to promote education and health in isolated areas
- Upgrading rural footpaths to motorcycle accessible tracks.
- Addressing socio-cultural and other barriers to women's use of non-motorised transport.

6.2.2 Good practice: existence of a gender responsive transport services policy

Box 6.3 presents an example of a gender responsive non-motorised transport services policy.

Box 6.3 Uganda non-motorised transport policy, 2012

Gender dimensions of transport elaborated in the situation analysis

- Most means of transport are owned and operated by men.
- Negative cultural traditions inhibit women in some parts of the country from gaining the productive benefits that bicycles can offer (including greater efficiency in transporting water).
- The common roadster bicycles in Uganda were designed for use by men. Women, children and men in robes may have some difficulty in mounting and riding bicycles with crossbars.

Policy directives on promoting gender equality and upholding women's rights

- Women and men have equal rights to own and use bicycles and gender discrimination should be actively discouraged.
- Assist with essential materials and technical advice for paths prioritised by the communities.
- Consider walking and cycling in transport planning, design, and infrastructure provision.
- Mainstream resources for walking and cycling in transport sector financial planning.
- Adopt universal design standards in all new and refurbished non-motorised transport infrastructure that ensure appropriate pedestrian access for everyone, including the elderly, men and women in wheelchairs, people with small children and those with various disabilities, including mobility problems and visual impairment.
- Provide safe infrastructure for pedestrians and cyclists.
- Improve regulation and enforcement to enhance safety for pedestrians and cyclists.
- Review the impact of the (lack) of good footbridges on rural access to inform the possible creation of a specialised footbridge unit within the Ministry of Transport

6.3 Gender Mainstreaming in Rural Transport Services Programmes/Projects

6.3.1 Checklist

1. Ensure that both female and male users are consulted in the identification and the design of the project.
2. Study and understand women's mobility, relative to men.
3. Ensure that the project meets women's demand for transportation services, relative to men's through assessing their divergent mobility needs, preferences and constraints.
4. Ensure that the projects protect women's personal safety and security.
5. Ensure that the projects do not heighten women's work burden and associated time poverty.
6. Develop inclusive transport services that respond to women's distinct from men's needs and preferences.
7. Institute a credit scheme for women/women cooperatives to purchase intermediate means of transport, including motorcycles for personal or commercial use.
8. Build the capacity of the implementers to ensure effective gender mainstreaming.
9. Define gender sensitive project performance indicators.
10. Allocate a dedicated budget to implement gender mainstreaming, as appropriate.

6.3.2 Good practices of mainstreaming gender in rural transport services projects

Boxes 6.4 to 6.6 present illustrative example of gender mainstreaming in rural transport services projects.

Box 6.4 Illustrative examples of good gender mainstreaming practices in transport services projects

Ghana DFID funded Feeder Roads Programme

- Hire centres were trialled in a number of communities in Nanumba District, Northern Region. One of the aims of the project was to make improved means of transport more readily available to the community to reduce the time and effort involved in transport, to improve opportunities for marketing of crops and trading, and to generally improve the mobility and access of rural people.
- The choice of intermediate means of transport to be introduced through the hire centres was established through a consultative process with the communities that considered the needs of both women and men.
- Women, who are responsible for the majority of the transport in and around the village and much of the transport of agricultural produce to the market, prioritised wheelbarrows, hand-carts and women's bicycles. The proposed wheelbarrow was a modified device capable of carrying heavier loads, especially water containers, and easier to push on rough roads/footpaths.
- The handcart was selected by the women because of its potential to carry at least 6 times the load that can be carried on the head.
- Women also felt that their mobility would be greatly increased if they had access to bicycles. However, the standard 'Phoenix' type was felt to be inappropriate because of the cross-bar and the women's bicycle or 'home-use' type was not robust enough for load-carrying. A prototype was developed, which featured both front and rear carriers and a much stronger frame.
- The main transport need for men was identified as being able to transport more produce to the local market where they would be able to get higher prices. To address this need, a number of IMTs were considered: bicycle panniers; extended bicycles; bicycle trailers, and; hand-carts.
- The programme demonstrated that village hire centres can provide wide access of intermediate means of transport to the community, particularly to women and poorer households who may not be able to afford access through credit schemes. A significant number of women reported that they had learnt how to ride the bicycle and were using it to improve their mobility.

Source: Flanary and Dennis, 2005

Ghana World Bank funded second Transport Rehabilitation Project: 1991-1993

- The project included the introduction of low-cost intermediate means of transport, including bicycles and trailers aimed at reducing head portage, which had become a massive burden for women in the project communities.
- A community projects fund was established into which each participating worker contributed a daily fee. The fees received by the two women's non-governmental organisations, charged with mobilisation of labour works for the project, were also channelled into the project fund.
- The fund was operated by the two women's organisations and was used, in part, to purchase intermediate means of transport for distribution to women on a credit basis.
- The project reportedly enabled some women to purchase bicycle trailers, thereby reducing the incidence of head portage.

Box 6.5 Illustrative examples of good gender mainstreaming practices in transport services projects

India Tamil Nadu Bicycle Project

- In an attempt to promote basic education, the National Literacy Mission adopted the idea of cycling for women in Pudukkottai – a district in Tamil Nadu.
- The campaign gave easy access to loans for women to purchase bicycles.
- With access to improved mobility, about 40 percent of women admitted to being able to accomplish more than they could previously, including access to employment at longer distances, and jobs that they wouldn't have otherwise considered.

Source: [http://www.uta.edu/faculty/stvan/Tamil%20Nadu%20bicycle%20project%20\(IFRTD\).pdf](http://www.uta.edu/faculty/stvan/Tamil%20Nadu%20bicycle%20project%20(IFRTD).pdf)

Liberia Pink Panthers All Girls Motorcyclist Project

- Pink Panthers is an all-women association of Liberian commercial motorbike taxi drivers. The project is an initiative of the Angie Brooks International Centre (ABIC) for Women's Empowerment, Leadership Development, International Peace and Security.
- The project is intended to attract young women to take up riding through addressing the barriers (harassment, robbery, sexual assault, uncertain incomes) to their effective participation in an otherwise male-dominated industry.
- All the women involved in the project report a 100 percent safety record on the roads – none of their passengers have ever been injured.

Source: <https://www.undp.org/content/undp/en/home/presscenter/articles/2015/02/17/helen-clark-joins-liberian-all-women-motorcycle-club-the-pink-panthers-.html>

Tanzania Pilot Village Travel and Transport Programme: 1994-2004

- The baseline studies leading up to the project were among the first in Africa to recognise the disproportionately heavy transport burden borne by women.
- The programme acknowledged that women account for about 75 percent of the entire transport of goods in rural areas.
- One of the guiding principles of the programme was to enable households to access intermediate means of transport with the potential of transferring or reallocating some of the transportation responsibilities from women to men.
- The project included non-transport interventions intended to improve community access to water, fuelwood and grinding mills, all of which were prioritised by women.
- The project's monitoring and evaluation framework included indicators for impacts of the transport interventions on the transport burden of women in terms of time and effort.
- The project included indicators on the number of people (disaggregated by sex) benefiting from intermediate means of transport as well as from non-transport interventions.
- The programme included training on gender issues in rural transport.
- The project provided a pioneering perspective on gender and rural transport at a time when knowledge in the area was very limited.
- The project influenced the rural transport landscape and the adoption of gender mainstreaming in the National Transport Policy of 2003 and in the ongoing Local Government Transport Programme.

Uganda Danida funded first Road Sector Support Programme: 1999-2002

- The community transport and travel programme subcomponent of the project was designed to improve local transport infrastructure and to promote intermediate means of transport.
- The baseline study identified some gender sensitive indicators.
- The intermediate means of transport that the project promoted included bicycle ambulances that, amongst others, were aimed at addressing women's emergency access to maternity services.
- The project included awareness creation of district and sub-county officials on the gender dimensions of transport.

Box 6.6 Illustrative examples of good gender mainstreaming practices in transport services projects

World Bank Preventing Violence against Women in Transport Systems

An increasing number of World Bank projects include practices to prevent violence against women in public transport systems. These include:

- Community involvement in project design, implementation, and monitoring.
- Innovative use of ICT to report cases of harassment, generate relevant data, and improve access to information or services that help address harassment.
- Training of transport staff on physical security and gender-related topics.
- Use of communication campaigns to raise awareness and try to change social norms, attitudes and overall behaviour related to violence against women and girls.

Source: <http://www.worldbank.org/en/news/feature/2016/03/08/preventing-violence-against-women-in-transport-systems>

6.4 Gender Mainstreaming in Transport Services Data

6.4.1 Checklist

Using a combination of quantitative and qualitative methods conduct research to deepen knowledge on rural transport services and the disaggregated demand as follows:

- a. Ensure that data is collected from both female and male users.
- b. Use a combination of both quantitative (surveys) and qualitative methods such as focus group discussions and key informant interviews.
- c. Capture data that shows the different patterns of women's and men's use of public transport.
- d. Capture data on cultural norms pertaining to women's use of transport services
- e. Capture the barriers and challenges women face in becoming motorcycle taxi riders in rural settings.
- f. Provide the evidence base of violence against women and girls in rural public transportation.
- g. Provide data on women's perceptions of security in rural public transport and related public spaces, relative to men.

6.4.2 Good practices of mainstreaming gender in transport services data

Box 6.7 presents an illustrative example of gender mainstreaming in the collection of rural transport services data.

Box 6.7 World Bank gender travel surveys

- Seven transport surveys were undertaken between 2008 and 2010 to seek data on how transport infrastructure and services facilitate or constrain women's mobility and access to resources, markets, training and information. The studies were conducted in Afghanistan, Bangladesh, India, Morocco, West Bank Gaza, and Yemen.
- The studies employed a combination of tools including focus group discussions and key informant interviews. Focus group discussions targeted transport users, transport providers and Government officials. The key informant discussions were held with community associations, transport operators, women's association, Government agencies and local stakeholders. Focus groups reportedly provided valuable qualitative information and in some cases complemented surveys with data gaps or lack of data disaggregation.
- The surveys confirmed that:
 - Gender differences exist in the way transportation is used and accessed, with women more likely to walk and use public transportation
 - A combination of social constraints and low economic resources result in a low female access to private and intermediary means of transport
 - Rural women's mobility is severely circumscribed by cultural and religious norms.

Source: Babinard, 2011. *World Bank gender travel surveys*

7 CONCLUSIONS

Gender mainstreaming has been embraced internationally as a strategy towards realising gender equality. Gender mainstreaming was established as an intergovernmental mandate in the Beijing Declaration and Platform for Action in 1995. While there has been some progress in mainstreaming, the Sustainable Development Goals (SDGs) acknowledge that gender inequality remains a key challenge. The SDGs that came into effect in January 2016, are *inter alia*, a universal call to action to end poverty. Achieving gender equality and empowering women and girls (Goal 5) is one of the 17 SDGs. Further to that the systematic mainstreaming of a gender perspective in the implementation of all other SDGs is acknowledged as crucial to the achievement of the global agenda.

Mainstreaming is therefore an obligation and responsibility of the transport sector to ensure that a gender perspective is integrated into the preparation, design, implementation, monitoring and evaluation of policies, regulatory measures and spending programmes (see Table 5) to positively impact gender equality (see Annex 2).

Table 5 Transport Sector Obligation to Achieve SDG5 by Target

SDG 5: Achieve gender equality and empower all women and girls	Transport Sector Obligation to Achieve SDG
5.1 End all forms of discrimination against all women and girls everywhere.	<ul style="list-style-type: none"> • Ensure inclusive transport policy, planning and programming that responds to the distinct mobility, accessibility and security needs of women and girls. • Mainstream gender in transport sector institutions. • Mainstream gender in infrastructure projects. • Mainstream gender in the provision of transport services.
5.2 Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation.	<ul style="list-style-type: none"> • Ensure safe transport spaces (public transportation, public spaces related to transport, and construction sites) for women and girls. • Ensure that contractors' code of conduct includes measures to minimise sexual and gender-based violence. • Protect women's labour rights. • Mainstream gender in resettlement action plans.
5.3 Eliminate all harmful practices, such as child, early and forced marriage and female genital mutilation.	<ul style="list-style-type: none"> • Ensure that contractors' code of conduct includes measures to minimise casual sexual relationships, some of which result in unwanted pregnancies and forced marriage.
5.4 Recognise and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate.	<ul style="list-style-type: none"> • Prioritise infrastructure such as community access roads, footpaths and footbridges that women predominantly use to undertake domestic work. • Promote transport technologies such as intermediate and non-motorised means of transport with the potential to alleviate women's care and domestic work burden.
5.5 Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life.	<ul style="list-style-type: none"> • Ensure women's full and effective participation in the governance of statutory transport sector institutions, through amongst others, defining minimum quotas for women's participation. • Promote women's leadership in infrastructure projects.
5.6 Ensure universal access to sexual and reproductive health and reproductive rights.	<ul style="list-style-type: none"> • Strengthen the role of transport in accessing emergency obstetric care.
5.a Undertake reforms to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance and natural resources, in accordance with national laws.	<ul style="list-style-type: none"> • Adopt gender responsive budgeting in the transport sector through, amongst others mainstreaming gender in public procurement. • Expand women's employment opportunities through promoting labour-based approaches to road works.
5.b Enhance the use of enabling technology, in particular information and communications technology, to promote the empowerment of women.	<ul style="list-style-type: none"> • Promote transport technologies responsive to women's mobility, accessibility and safety needs and that are adapted to their physiology.
5.c Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels	<ul style="list-style-type: none"> • Mainstream gender in transport policy and planning. • Mainstream gender in transport legislation. • Enforce gender aspects of transport legislation. • Collect, analyse, report and utilise sex and gender disaggregated (transport) data to inform transport policy, planning, programming and budgeting.

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Annex 1 Checklist and Guiding Questions For Mainstreaming Gender in the Infrastructure Improvement Cycle

	YES	NO
1. Does the project provide for gender expertise in formulation, implementation and evaluation?		
2. Are both women and men consulted about their mobility, accessibility and safety needs?		
3. Is the project design informed by a gender analysis to assess opportunities and constraints to gender mainstreaming?		
4. Is the project design informed by a gender analysis to identify pertinent gender issues and to define benchmark indicators?		
5. Does the project draw on lessons learnt from mainstreaming gender in similar projects?		
6. Is gender incorporated into the project design? <ul style="list-style-type: none"> • Objectives • Strategies/actions • Outputs • Outcomes • Monitoring indicators including defining minimum evidence-based and realistic quotas for women’s participation as labourers, trainees and contractors. 		
7. Does the project feasibility study include a gender appraisal? Was a gender appraisal conducted and mitigation measures defined, as appropriate?		
8. Does the project include approaches to, and tools for mainstreaming gender?		
9. Does the project include measures to improve women’s participation?		
10. Does the project have a statement on zero tolerance to sexual harassment and other gender-based violence?		
11. Does the project allow for the collection of sex and gender disaggregate baseline, monitoring and evaluation data?		
12. Does the project provide for gender reporting and knowledge sharing?		
13. Does the project include a component on institutional support, including capacity building and nurturing gender champions, to ensure sustainability of results?		
14. Does the project include gender equality enhanceive non-transport components that promote all-inclusive socio-economic viability?		
15. Does the project provide for gender sensitive tender documents?		
16. Does the project allocate a dedicated budget for gender mainstreaming?		
17. Does the project have explicit specifications on, and a provisional sum for gender mainstreaming in the bills of quantity?		
18. Does the project incorporate gender in ToRs for all project consultants?		
19. Does the project include mandatory procedures for community gender awareness, non-discriminatory labour mobilisation and recruitment as well as involving gender justice actors?		
20. Does the project provide for the preparation of a resource and time-bound gender equality plan with verifiable targets to facilitate mainstreaming?		

Annex 2 Theory of Change: Leveraging the Rural Transport Value Chain for Gender Equality

