

Gender Mainstreaming in Rural Transport Policy and Practice

Key policy recommendations

Ministries, Departments and Agencies responsible for rural infrastructure and access should:

- ▶ Retrofit transport policy and regulations to include measures that address women's relative to men's needs as users of transport systems; promote their participation in, and benefit from road improvement projects; and guarantee their safety and personal security.
- ▶ Conduct baseline surveys to collect nationally relevant data on gender relations in the context of rural transport.
- ▶ Incorporate sex and gender disaggregated data in transport management systems.
- ▶ Provide gendered capacity building and training for engineers, transport planners and operators.
- ▶ Incorporate gender equality enhance components in the design of rural transport infrastructure projects to promote all-inclusive socio-economic viability.

Brief problem summary

Asymmetries in women's activity patterns, their assets and decision-making authority relative to men's, results in gender differentiated demands for, and benefits from rural transport investments and ancillary activities.

Rural women's travel patterns are more localised. However, their work in the care economy typically involves frequent and multipurpose trips. Whereas women walk long distances carrying heavy loads, they are constrained in accessing means of transport. Rural men's travel, on the other hand, tends to be more direct, for example to and from the farm or other place of work.

Women are typically overburdened with domestic work and experience time poverty as a result, which imposes restrictions on their physical mobility relative to men's. 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 due to under-representation in engineering; cultural issues over working outside the home; and difficulties of organising childcare.

Women experience restricted access to productive assets, which limits their potential to invest in the sector.

Due to their limited purchasing power, women are disproportionately affected by high transportation costs.

Women have varying security concerns from men and tend to travel with children, the sick and older persons.

BUT transport policy, regulations, planning, and infrastructure design do not systematically reflect women's transport realities and needs, relative to men's.

Most relevant evidence

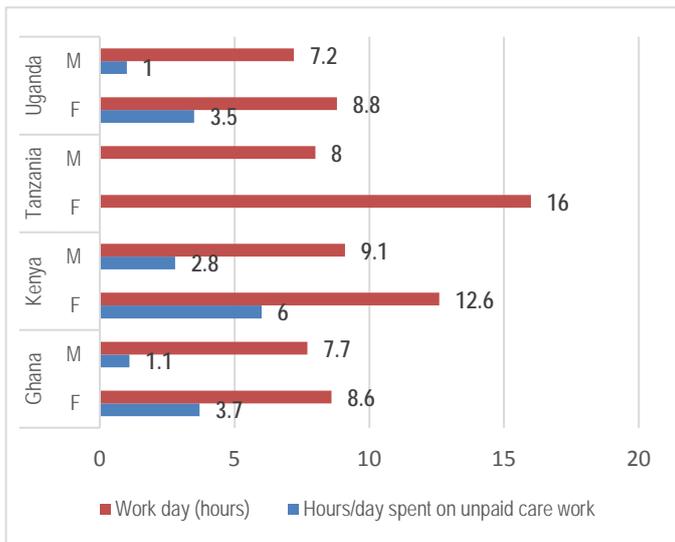
- ▶ In Ghana, 71% of adult females in rural areas collect firewood for domestic use compared to only 15% of adult males.
- ▶ A higher proportion of adult women in Ghana (60%) compared to adult men (12%) fetch water for their households.
- ▶ Women in Kenya are responsible for collecting drinking water in 57% of the rural households.
- ▶ Women in Uganda are responsible for most domestic work (74%), fuel wood collection (70%) and fetching water for domestic consumption (63%)
- ▶ Rural women in Ghana are largely (85%) responsible for purchasing household supplies from the market.

Table 1: Some Key Gender Indicators

Indicator	Ghana		Kenya		Tanzania		Uganda	
	F	M	F	M	F	M	F	M
Level of discrimination against women (OECD)	High		Medium		High		Medium	
% with no schooling	43.0	26.6	24.9	27.0	32.3	18.6	33.7	13.3
% of wage and salaried workers	11.4	25.3	-	-	10.7	21.4	13.4	26.1
% in wage employment in the non-agricultural sector	31.9		35.7		32.5		34.7	
% who do not own land	78.1		61.3		-		61.3	
Estimated gross national income per capita (2011 PPP\$)	3,200	4,484	2,357	3,405	2,359	2,576	1,266	2,075
% of firms with female participation in ownership		31.6		48.7		24.7		26.6
% ever experienced sexual and gender-based violence	22.9		41.2		43.6		50.5	

Sources: OECD (2014); World Bank (2016)

Figure 1: Women's Time Use Relative to Men's



Sources: Budlender and Moussié (2013); GSS (2012); MCDGC (2012)

- ▶ In Ghana, the average hourly earnings by women is 57% that of men.
- ▶ 14% of the women in Ghana are not paid for their work compared with 7% of men.
- ▶ In Uganda, one out of every four compared to one out of every ten employed men (12%) is not paid for the work they perform.
- ▶ A higher proportion of women (20%) than men (7%) in Kenya are not paid for their work.
- ▶ In Tanzania, salaries paid to women are on average 63% lower than those paid to men.

Gender relations in the context of transport

- ▶ In Ghana, the female share of graduates in engineering, manufacturing and construction is only 9%.
- ▶ In Uganda, females constituted 18% and 11% of civil engineering and mechanical engineering graduates in 2012, respectively.
- ▶ In Uganda, a negligible 0.1% of females compared to 19% of males aged 11 years and above have apprenticeship training in transport and material moving trades.
- ▶ Women constitute only 8% of the engineering workforce in Kenya.
- ▶ Women comprise only 14% of the informal transport operators in Kenya and an even lower 5% of the workers, the majority (62%) of whom are employed as conductors, office and route managers.
- ▶ As of March 2011, women constituted only 6% of the engineering and works staff of the total public service workforce in Uganda.

- ▶ Only one in every four (26%) employees in the public works and transport sector institutions in Uganda is female.
- ▶ Females comprise only 4% and 20% of top, and senior management of the public works and transport sector institutions in Uganda.
- ▶ None of the civil engineering consulting firms in Uganda is owned by a woman and only two of the medium to large-scale contractors are female.

Figure 2: Lady Operator on Kampala-Fort Portal Road, Uganda



- ▶ In Ghana more than 90% of men compared to less than 6% of women own a bicycle, motorcycle, donkey or cart.
- ▶ A higher proportion of men than women in Uganda own bicycles (35.6% vs. 18.4%) and motorcycles (10.3% vs. 3.1%).
- ▶ Walking is the most unsafe means of transport in Uganda, constituting 40% of all traffic-related fatalities. Yet this is the dominant mode of transport.
- ▶ A GeoPoll flash survey conducted in Kenya in 2016 revealed that nearly half of women (47%) experience harassment while using minibuses (*matatus*).
- ▶ Most male users (83%) of passenger service vehicles in Uganda identify the lack of regulations resulting in high transportation costs as their main concern; while 84% of female users state sexual harassment in public transportation and travel spaces as their primary concern.
- ▶ In 2015, the World Bank cancelled funding to the Uganda Transport Sector Development Project due to allegations of sexual abuse and misconduct by construction workers and mistreatment of staff working on the project.

Best practices based on evidence

Ghana

One of the policy directives of Ghana's National Gender Policy (2015) is to ensure that transport service providers and agencies prioritise the needs of pregnant women, children, older persons and persons with disabilities (PWDs).

The policy directives of Ghana's National Transport Policy (2008) include the following:

- ▶ Promote the role of women in the transport sector as providers of services, professionals and managers.
- ▶ Enforce transport regulations to ensure provision of minimum standards of accessibility for women, children, older persons and the physically challenged.
- ▶ Subsidise transport services targeting the most vulnerable and excluded groups, using appropriate models such as public service obligation or subsidy concession.

Figure 3: Women back-loading bananas in Meru, Kenya



Kenya

Kenya's Public Procurement and Asset Disposal Act of 2015 obliges all procurement and asset disposal planning to earmark a minimum of 30% of the budget for enterprises owned by women, youth, and PWDs. It also provides for flexible and favourable tender and performance terms for enterprises owned by women, youth, and PWDs. This offers great potential to stimulate female entrepreneurship in the transport sector.

Gender mainstreaming is one of the deliverables in Kenya's performance contracts of the chief accounting officers of all ministries, departments and agencies. This obligates the transport sector to deliver gender equitable infrastructure and services.

Figure 4: Labour-based road construction in Kenya



Tanzania

Tanzania's draft National Transport Policy, 2011 proposed Policy direction on gender includes:

- ▶ Putting in place legal instruments to support the implementation of 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.
- ▶ Mainstreaming gender in bidding and procurement documents.

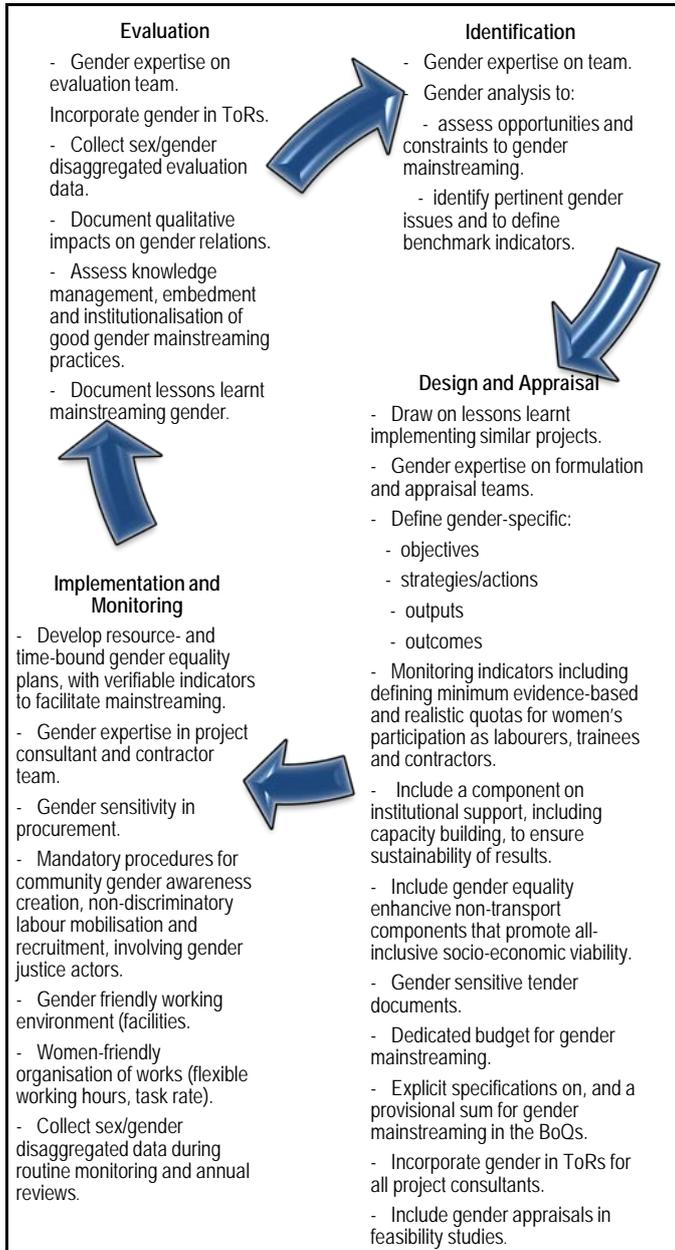
Uganda

Uganda's Policy for Developing and Strengthening the National Construction Industry (2010) commits the transport sector to:

- ▶ Generate gender disaggregated transport data to inform policy and planning.
- ▶ Incorporate gender in specifications, standards, manuals, tender documents and guidelines for physical infrastructure works.
- ▶ Gender awareness creation and capacity building of key actors in the construction industry.
- ▶ Allocation of resources in a manner that responds to women's distinct needs.
- ▶ Positive discrimination for gender sensitive contractors and consultants in the procurement of public works and services.
- ▶ Provide an enabling environment for equitable participation in, and benefit from, developments in the construction industry by women and men.

Half of the top management of the Uganda National Roads Authority, including the Executive Director, are female.

Figure 5: Processes and Tools used to Mainstream Gender in the Danida Funded Rural Transport Projects in Uganda



- ▶ Ghana, Kenya, Tanzania and Uganda's transport policies neither provide for the collection of sex and gender disaggregated data for performance monitoring, nor allocate dedicated resources for gender mainstreaming.

Project background

This ReCAP funded project was implemented by the International Forum for Rural Transport and Development (IFRTD) in four AfCAP countries (Ghana, Uganda, Kenya and Tanzania) as a piece of networked research. The research involved analysis of transport sector policies, legislation, regulations and programmes to generate key learning around good and promising gender mainstreaming practices for possible up-scaling.

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Gender insensitive policies and regulations

- ▶ Transport sectors in Ghana, Kenya, Tanzania and Uganda are very weak as regards policies and legislation promoting women's and girls' safety and personal safety in infrastructure works and in the context of mobility, including in relation to public transportation spaces, facilities and road construction.
- ▶ Kenya is yet to effectively translate Government's gender policy directives in transport policy.