

MODULE 1 – Integrating Gender into Transport Projects

Abstract:

Module 1 identifies key issues in the transport sector and suggests appropriate gender interventions for addressing them. It goes on to suggest that the main issues for integrating a gender perspective into transport are: access to the destination, appropriateness of the mode of transport, availability of service, and affordability to the traveler. Women can be targeted in transport projects in several ways: through women-specific activities, via a women's component approach, or by mainstreaming gender into general activities. Finally, it emphasizes that gender analysis requires a careful analysis of such issues as the division of labor, access to and control over resources and benefits, and basic and strategic gender needs of the targeted beneficiaries.

General Discussion Pertaining to all Transport Projects

In the transport sector, the World Bank has focused on issues it considers important to improved functioning of the sector. Gender issues have been regarded as either inconsequential in this context or implicitly covered by "conscientious" Task Managers.

The following is a conservative snapshot of some basic transport issues identified as key to improved functioning of the transport sector and appropriate gender intervention options.

Transport Issue	Gender Intervention
1. increased institutional capacity	<p>- conscious inclusion of women in training and employment programs will improve</p> <p>understanding of gender issues and concerns, allow for them to be articulated more</p> <p>appropriately in policies and projects in all transport sub-sectors.</p>
2. improved management and operations	<p>- specific targeting of women for management and senior operations positions will</p> <p>balance present inequality creating a more inclusive environment for all transport</p> <p>-related activities.</p>
3. financial management	<p>- conscious inclusion of women in training and employment programs. This is an</p> <p>area of perceived strength of women and as such would benefit not only institutions</p> <p>involved but also create a more balanced work environment.</p>

4. decentralization of responsibilities & financing	<p>- greater female participation in decision-making bodies will allow for decisions to</p> <p>be based on the need of both genders, not just one of them.</p>
5. appropriate regulatory environment	<p>- explicit sensitivity to gender in all policies, regulations and legislative endeavors</p> <p>will create a more gender- sensitive environment, empowering women to take more</p> <p>direct control of resolution of their specific concerns.</p>
6. establishing a legal status for all roads	<p>- inclusion of women in legal decisions will be a stepping stone to empowerment in</p> <p>other legal issues.</p>
7. increased private sector participation	<p>- target incentives for female-owned & operated concerns to encourage inclusion of</p> <p>women.</p>
8. introduction of new but appropriate technologies	<p>- IMTs, as well as advanced technologies to ensure appropriate means of mobility for</p> <p>women of all incomes.</p>
9. attention to safety	<p>- focus on decreasing women's fatalities and injuries as a direct step in eliminating</p> <p>present inequalities in dealing with this problem, and using them as educators of</p> <p>their own children in this regard.</p>
10. environmental sensitivity	<p>- explicit inclusion of women in programs as issues related to environmental</p> <p>degradation often impact directly on both their livelihood and capacity to carry our</p> <p>household chores</p>
11. participation in globalization of economies	<p>- attention to entire transport chain, especially as pertains to gender inclusion, in</p> <p>recognition of their vital role in economic growth.</p>
12. improved appraisal techniques	<p>- development of quantifiable gender benefits and economic effective indicators to</p>

offer Task Managers sound bases on which to design gender interventions.

The main issues for integration into transport from the gender perspective relate to economic development, efficiency in time use, and involvement in both economic and non-economic (or household) activities. These may be divided into four specific areas of concern, which are referred to as the 4 As: Access, Appropriateness, Availability, and Affordability.

Access (to destination)	Appropriateness (of mode)	Availability (of service)	Affordability (of traveler)
<ul style="list-style-type: none"> • Transport network • employment • services • social activities 	<ul style="list-style-type: none"> • road • rail • ships/ferries • air • IMT 	<ul style="list-style-type: none"> • frequency • space 	<ul style="list-style-type: none"> • by type of mode • by income group

Lack of attention to the 4 As within the entire transport chain eliminates women from causal interventions and hinders economic development. The "link" between the economic chain and the transport chain is lost if these are ignored. It is evident from looking at the economic and household activities in the transport chain, that men and women's roles and needs differ.

Taking base production into account, the "bottom" of the economic chain is concentrated in rural areas, where agricultural production, forestry, mining, and related services form the first "link" in both the production and transport chains. Rural roads are the first link to the next economic chain, processing. Here IMTs become very important. The last transport "link" in the economic chain is export, import, and domestic delivery. At this point all transport networks are involved.

- Methods for Targeting Women in Programs and Projects

When designing programs, projects or activities in the transport sector, including IMT components, to be undertaken by the government, ministries, or employment organizations, women may be represented in the target group in the following ways:

- Women-Specific Activities or Projects: women are the main target population and participants. This approach may be appropriate in areas where women have been particularly disadvantaged, poorly represented or where special efforts are required to address their needs and concerns;
- Women's Component Approach: within a larger project or program separate activities for women may be more appropriate, for example in cases where, although having perceived equal access, women need special arrangements and attention. This is particularly relevant in terms of the provision of transport services.
- General Activities or Projects with Integrated Gender Variables: could also be considered as mainstreaming in projects, which aim at giving equal opportunities to both

men and women as participants and beneficiaries. These should be designed to take into account women's issues and specify differentiated impacts on men and women. The following presents an overview of the advantages and disadvantages of the three approaches cited above.

Type of Project/Program	Advantages	Disadvantages
<p>Women Only Approach: where women are the primary beneficiaries and main agents for change</p>	<ul style="list-style-type: none"> - Women receive all of the benefits. Beneficiaries may acquire leadership skills and greater self-confidence in gender-segregated environment. - Skills training in non-traditional areas may be much easier without male competition. In traditional societies or where cultural/religious taboos are strong this may be the only feasible approach 	<ul style="list-style-type: none"> - Projects/programs of this nature tend to be small scale and under-funded, more welfare than development oriented. Implementing agencies often lack necessary technical expertise - WID-specific income generating activities are commonly traditional skills, with marketability of products and sustainability of activities problems - Women may become further marginalized or isolated from mainstream development; with activities more likely to arouse resentment or jealousy of male members of the community.
<p>Women's Component Approach: where women are identified as part of some component of the project or program</p>	<ul style="list-style-type: none"> - These projects/programs tend to enjoy more resources and higher priority than WID-specific projects or programs - Women are ensured of receiving at least some part of the 	<ul style="list-style-type: none"> - The WID component usually receives less funding and priority than do other components. - These components have tended to respond more

	<p>resources</p> <p>- Women are more likely to "catch-up" to men through WID</p> <p>components.</p>	<p>to women's social roles, hence welfare rather than</p> <p>productive roles are emphasized.</p> <p>- Awareness of the importance of gender in other</p> <p>components may remain missing or neglected.</p>
<p>Integrated Women's Approach: where women are specifically identified as part of the target group within all of the main components of the project or program.</p>	<p>- Women can take full advantage of the resources and high priority that integrated projects commonly receive.</p> <p>- If women form a large proportion of the pool of those eligible, their benefits are more likely to be high even without detailed attention given to WID issues</p> <p>- Such projects/programs are more likely to address not just practical but also strategic gender needs, with men and women working together in this context potentially leading to positive changes in gender relations. Long term sustainability is more likely to be assured.</p>	<p>- Unless information on women's activity and time use is available at the design stage, projects/programs may inadvertently exclude women through inappropriate promotion mechanisms, location and timing of project resources, etc.</p> <p>- If women form only a small proportion of those eligible they may not be included in the project</p> <p>- Without quotas women may be competing with men for scarce project resources and lose out because of their lack of experience in integrated group settings and their relatively low status in the family and community.</p>

The assumption that women benefit equally in transport programs and projects where no distinction is made between male and female participants and that equality of opportunity and treatment takes place naturally is erroneous. A particular case in point concerns the use of IMTs, where appropriateness of mode becomes an important issue. This also includes technical assistance components where training, employment and institutional strengthening components seldom, if ever, benefit women to the same degree as men. In fact, unless gender issues are

incorporated at all stages of the program/preparation cycle, the position of women is more likely to deteriorate further than improve as a result of the intervention.

On the other hand, in order to promote equality of opportunity and treatment between men and women, it is important to involve men as well. They also need to be sensitized to gender issues.

- Gender Analysis and Planning

Visibility is the entry point for integrating women into development assistance on an equal footing with men. Thus, gender analysis should be the first step when designing a transport policy, program or project. This is particularly relevant to projects with IMT components which necessitate identifying and understanding the roles and needs of men and women within a given social context.

The cornerstone of the gender analysis framework is an adequate database that considers:

- what women and men do and why
- who has access to and control of resources and benefits
- what needs men and women have and why,
- what modes of transport are used, including IMTs, and
- linkages of the above factors within the larger social, economic, political and environmental context which provides opportunities and/or constraints to ensuring equality of opportunity and treatment for women.

Following the assembly of the above, gender planning strategies need to be developed. This consists of ensuring the effective integration of women in the project planning activities of governments, informal associations, employers, workers organizations, etc. by explicitly integrating both men and women at all steps of policy and program development. Gender analysis would then be undertaken and include a review of the following key issues:

Division of Labor: men and women are both economic producers of food and services; women are also involved in community level work for the provision and maintenance of resources for collective consumption; a growing number of women head households for various reasons; unlike men they are engaged in reproductive activities and usually assigned a range of domestic activities. The division of labor is largely dependent on the socio-economic context and therefore needs to be analyzed country by country and project by project, differentiating between reproductive and productive tasks. As both men and women work in all environments and settings it is important to determine who does what and how this is accomplished - and ultimately the importance of transport networks, transport services and mobility generally. Drawing up an activity profile requires answers to the following types of questions:

- Who does what? The gender and age division of labor identifies which activities women, men, children and the elderly carry out on a daily basis, revealing the gender patterns of labor by activity. It is also important to check whether differences exist within the target population in terms of ethnic origin, socio-economic class, etc. If such differences are significant it is useful to develop separate activity profiles.
- Where do activities take place? The location of the activity needs to be specified because it indicates the extent of mobility required and available to different groups.
- When do activities occur and how long do they take? This is important because the scarcest resource of particularly poor women is time, which often cannot be stretched. It is also important to find out whether activities take place on a seasonal basis or are continuous, as well as identification of the time of day various groups need to commit themselves to certain activities.
- What forms of transport are used to carry out these activities, both formal and informal transport.

- What types of IMTs are used by men and women, if different types are used by each group determine the reason why, and identify potential new options for use by women.

The main activities which should be covered in an activity profile include:

- paid labor/activities;
- unpaid labor/activities in the productive sense (such as subsistence agriculture, unpaid work in the family business, on family land, etc.
- unpaid labor activities in the reproductive sphere for the maintenance and care of the home and household members (such as child care, food preparation, water and fuel collection, laundry and house cleaning),
- unpaid labor/activities in the reproductive sphere for the community (including culturally determined social obligations, group meetings, maintenance of community property, work carried out for births, marriages and funerals), and
- leisure time/education/training.
- Detailed identification of IMTs, and potential options

Access to and control over resources and benefits:

The control or decision making power over the allocation and use of the resources and benefits is of major importance, for this reason it is necessary to identify the person (or persons) who has the control or decision making power in order to determine how the resources and/or benefits will be used.

Resources include anything that people need to carry out their activities, including: the availability of time and labor; and depending on the socio-economic context individuals may need land, capital (credit), appropriate technology, education and training, transportation, health and family planning services, information and market facilities.

Benefits may include anything that accrues to people and can be tangible or non-tangible such as: food for subsistence or sale, income for reproductive or productive purposes, status, power and recognition. Once the main resources have been identified, the gender patterns for access and control over them can also be identified. This distinction is important because access to the use of resources does not necessarily imply the power to control resources and the benefits from their use.

Needs:

Because the roles, relative power base and needs of men and women in societies are often different, it is most important that persons are given the opportunity to identify and prioritize their own needs - a top down approach should be avoided.

The hierarchy of needs should be analyzed and desegregated by gender because the types of needs people have depend on their economic and social status where low-income groups will attach the highest priority to the satisfaction of basic needs. It is useful to distinguish between two different types of needs:

- practical gender needs (or basic needs)
- strategic gender needs (or structural needs)

Practical Gender Needs - arise from the concrete conditions women experience in their position within the gender division of labor, come out of their practical gender interest for human survival and are usually a response to an immediate perceived necessity within a specific context. For women they are often related to women's reproductive roles as mothers and home makers and refer to inadequacies in living and working conditions such as food, shelter, income water provision, health care and employment.

In terms of the transport sector this is interpreted as transport sector access to basic needs and includes both transport networks be they road, rail, waterways and even air and transport

services, both formal and informal, public and private which ensure mobility such as basic transport modes including IMTs, taxis, communal vehicles including buses, public/private transport, commuter/passenger rail, ferry systems and local/regional and national air systems. Strategic Gender Needs - are identified in the context of women's subordination to men with the objective of realizing an alternative and more equal organization of society than that which exists at present, in terms of both structure and function of gender relationships, and will depend on the particular cultural and socio-political context within which they are formulated. Usually they relate to the equity issue of enabling women to have equal access with men to job opportunities and training, equal pay for work of equal value, rights to land and other capital assets, attention to sexual harassment, domestic violence, marriage arrangements, freedom of choice over childbearing. Control over resources or benefits from resources reflects strategic interests, while access to these resources or benefits reflects a practical need.

In terms of the transport sector and the development of IMT components, this relates to all technical assistance (T.A.) activities including training and skills development programs, management enhancement, employment generation both within the context of the project/program such as access to civil works contracts, procurement of equipment, consulting work, maintenance arrangements, institutional strengthening components, improvements in regulatory environments and legislative processes, privatization opportunities and social net/welfare interventions. Basically it refers to the inclusion of women in all facets of project and program preparation, implementation supervision, etc.

Constraints and Opportunities - Depending on the outcome of the activity profile, the resources and benefits profile and the needs analysis, an inventory of the constraints and opportunities existing within the proposed program/project area should be drawn up with possible categorization of the constraints and opportunities related to:

- economic and demographic conditions, such as: poverty level, income distribution, inflation rate, international trade relations, levels of infrastructure including transport networks and services;
- Institutional arrangements such as the nature and extent of government institutions, NGOs, community and/or women's groups in particular as they relate to the transport sector;
- Prevalent norms and values (religion and ideology), possible existence of a "counter-culture" such as groups with beliefs which may differ from the main ideology which may have influence on transport services, etc;
- Political events;
- Legislation and regulations and national development policies as they all relate to improvements in transport networks and services;
- Training and education levels: and
- facilities in the transport sector and modes of use, including IMTs.

In order to facilitate gender planning, an inventory should be made of the constraints and opportunities which may be present in the various areas listed above as they relate to IMT development, forming the basis for determining the types of strategies to adopt.

Gender Planning - this approach takes into account the fact that women and men play different roles in society and therefore have different needs. It ensures the effective integration of women in development activities (governments, employers and workers organizations, etc.) by explicitly addressing the participants patterns and assistance requirements of men and women at all steps of policy and program development. The aims of gender planning in the transport sector should be to:

- promote meaningful "partnerships in development" and emphasize gender rather than women-specific concerns such as recognizing that women do not operate in a vacuum in society but together with and vis-à-vis men;
- take into account the gender dynamics and other social stratification systems such as ethnic groups, income levels, age and/or religion, that operate in particular societies;

- coherently support women in their inseparable roles in production, reproduction and community management;
- address both practical and strategic needs of women and men;
- demonstrate that efforts to integrate women in mainstream development activities do not necessitate trade-offs with other development gains nor imply marginalization of men's concerns or needs;
- emphasize efficiency and sustainability so that efforts do not lead to further marginalization of women in the economy and especially so that grassroots women will be able to continue their efforts to help themselves in the longer terms without external assistance; and
- assist women to mobilize and organize themselves to enable them to form their own support group structure and systems (institution building).
- Identify options and opportunities for increasing numbers of IMTs and introducing options for consideration. Ensure that all are specifically appropriate for use by women.

For successful gender planning in the transport sector the following activities need to be undertaken:

- the promotion of gender equality should be the responsibility of all transport staff. Consider awareness raising programs for all staff to enhance their gender sensitivity and to increase their technical capabilities for integrating gender concerns;
- if imbalances exist between the position of men and women in the transport sector in employment, plan, budget and utilize specific expertise on gender employment issues throughout the programming cycle of the transport development activity/intervention.
- Consider the needs, roles and interests of women as compared to men at the early stages of the planning cycle and at the highest levels of policy formulation;
- Collect and analyze information on the different roles and needs of men and women during research and at the design stage, and develop strategies for the benefit of both groups;
- Analyze at the monitoring and evaluation stages of any intervention the different impact on men and women, and develop appropriate follow-up action;
- Stimulate the active participation of women themselves and their organizations in project/program design and implementation which contributes significantly to the effectiveness of any activity or intervention; and
- Raise awareness among women workers themselves in order for them to better understand their legal and social rights and responsibilities and to be more actively involved in their self improvement.
- Include women in the identification of potential IMTs, and address issues related to sustainable use including communal use as well as individual use, financing, purchase, and maintenance.