

REPORT

ON

**GENDER AND TRANSPORT
WORKSHOP**

FOR

PRINCIPAL SECRETARIES

HELD AT

**MALAWI INSTITUTE OF MANAGEMENT
LILONGWE**

FROM 10TH – 11TH AUGUST, 2000

Malawi Rural Travel and Transport Programme
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INTRODUCTION

The Department of Local Government in conjunction with the Ministry of Gender, Youth and Community Services and the Ministry of Transport and Public Works organized a workshop for Principal Secretaries on Gender and Transport. The workshop was held at the Malawi Institute of Management in Lilongwe from 10 - 11 August, 2000 and was funded by the World Bank under the Gender and Rural Transport Initiative (GRTI). The objective of the workshop was to formulate strategies and an action plan for addressing gender imbalances in the rural travel and transport sub-sector in Malawi within the overall framework of poverty reduction. Details of the workshop programme and topics on which papers were presented are in annex 6. The papers are also available on request.

In order to achieve the objective of the workshop, presentations were made on specific themes and this provided the basis for identifying and analysing issues which limit the impact of efforts that seek to address the travel and transport problems of rural communities. Gender was thus the main focus based on the fact that the greater bulk of the transport burden in rural areas is borne by women and the girl-child. This being the case, women and the girl-child are unable to fully participate and benefit from efforts aimed at improving livelihoods. Possible solutions and the necessary steps to be taken by all stakeholders to address this imbalance were drawn up as one of the ways of making a positive impact as Malawi strives to reduce poverty and improve the standard of living of the majority of its people.

CONTEXT OF THE GENDER AND TRANSPORT WORKSHOP

The reduction of poverty is the principal development objective of the Malawi Government and this is being done through a number of development initiatives in all the sectors. Particular attention is being paid to the transport sector to enable it provide infrastructure and services essential for social and economic development. Furthermore, more than seventy percent of the estimated 9.5 million people in this country are in the agricultural sector as subsistence farmers and live in rural areas. They therefore need access to socio-economic goods, services and facilities and use them in order to improve their standard of living.

The transport sector also plays a vital role in the reduction of poverty as an input in improving productivity in agriculture, the mainstay of the economy. It has, however, been established through a number of studies that rural communities are unable to fully utilize the socio-economic services available and to improve their livelihood mainly because of low mobility and the inaccessibility of the rural areas. Addressing problems of accessibility and mobility is one of the priorities of the Government and specific focus is being given to the rural travel and transport sub-sector. The Gender and Transport workshop was therefore organized as part and parcel of the new impetus in dealing with the travel and transport problems the rural communities are facing.

The workshop was officially opened by Honourable P. Mbewe , Minister of State Responsible for Local Government. In his remarks, the Minister conveyed the gratitude of the Government to the donor community for supporting Malawi's development efforts. He in particular thanked the World Bank for its support in the rural travel and transport sub-sector and for funding the workshop under the Gender and Rural Transport Initiative. The Minister urged the Principal Secretaries to make good use of the existing foundation in this country for addressing gender concerns as evidenced by the launch of the National Gender Policy and the high level of awareness which is a result of the sensitisation workshops. He commended the Principal Secretaries for their firm commitment to mainstream gender in all development projects, programmes and activities as reflected in the Makokola Declaration on Gender (annex 5). He also urged them to deal with gender in all the sectors at the same time since it is a cross cutting issue and has a bearing on the extent to which efforts to reduce poverty can succeed.

Participants were also urged to analyse and come up with proposals on how the limited availability of transport means and services and the uneven sharing of the transport burden can be overcome within the overall thrust of poverty reduction. In this regard, he pointed out the need to focus on women who bear the greater bulk of the transport burden over and above other numerous responsibilities. Women carry heavy loads on their heads, walk long distances to clinics and markets and also fetch water and firewood. They also provide most of the farm labour and yet are often denied the use of carts or bicycles to ease the burden of carrying heavy loads and to save travel time which can then be put to more productive use and improve the livelihood of their families and communities. He urged them to give this issue full attention and also emphasised the need to improve co-ordination; to monitor, evaluate and share experiences and lessons learned on gender. This contributes to having a better understanding of the gender dimensions at the policy level which must then be translated into concrete actions and ensures that resources available are used efficiently and effectively.

Gender, Rural Transport and Poverty Reduction

One of the challenges in the rural travel and transport sub-sector is the need to analyse transport issues and come up with realistic strategies within the broader framework of gender, rural transport and poverty reduction. In his presentation, Dr G. Banjo, the Regional RTTP Adviser from the World Bank emphasized the need to understand the gendered nature of poverty and to address the needs of both women and men. This is essential for an in-depth analysis of the real nature of the poverty that is being addressed through various strategies and guards against creating new imbalances. The different roles of men and women and hence the different transport needs that exist have to be given the attention they deserve in the provision of services.

He also reiterated need for every effort to be made to correct the imbalance in the sharing of the transport burden through gender sensitive planning in the rural travel and transport sub-sector and to develop or improve methods for gender

sensitive rural transport project design, monitoring and evaluation. This is fundamental to the successful implementation of gender sensitive interventions in the sub-sector and for lasting change. It is therefore, necessary to de-politicise gender concerns and regard them as an economic imperative and above all, an instrument for poverty reduction.

GENDER AND DEVELOPMENT FRAMEWORK IN MALAWI

In order to put workshop into the proper development perspective and scenario in Malawi, a paper was presented on the National Gender Policy and institutional framework for the implementation of the policy. The second presentation was a paper on the overall gender and development scenario in Malawi. The papers highlighted the challenges and opportunities in addressing gender issues and also suggested ways and means of using the opportunities available to overcome the problems being encountered and to improve the situation.

Main Features and Strengths of the Gender Policy and Implementation Framework

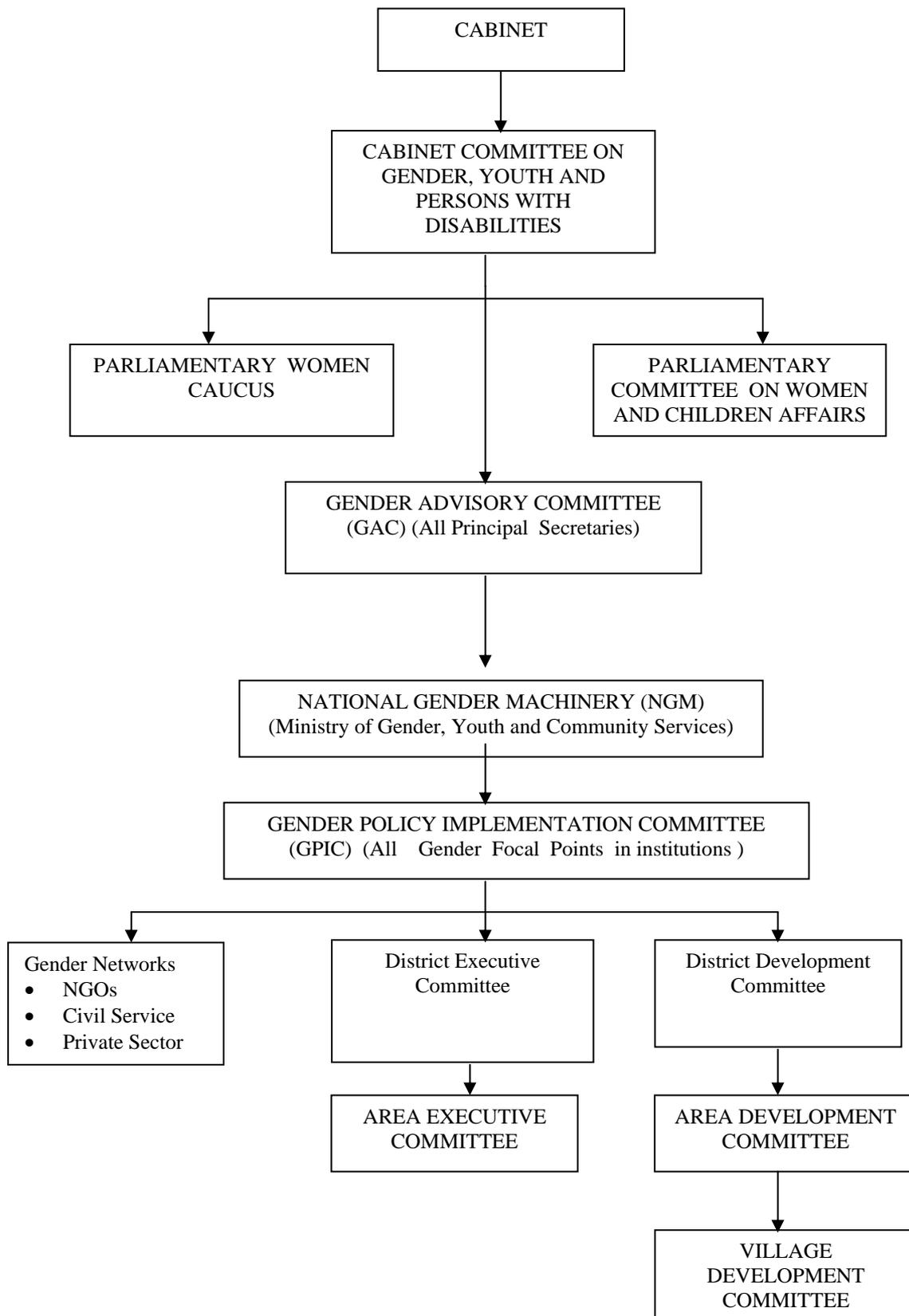
The National Gender Policy was developed as an integral part of the national development objectives and to ensure that efforts of addressing gender issues are consistent with the overall government strategy of growth through poverty alleviation. It outlines the priority gender issues that must be mainstreamed in development policies and programmes in order to:

- a) meet specific targets in addressing the existing gender imbalances
- b) ensure gender equality and
- c) promote sustainable socio-economic development.

Six thematic areas embracing the government's development priority were identified and these are: Education and Training; Reproductive Health; Food and Nutrition; Natural Resources and Environmental Management; Governance and Human Rights and Poverty Eradication and Economic Empowerment. It is in these thematic areas that specific targets have been set and provides the focus for sectoral activities addressing gender.

Participants were informed that gender is a crosscutting issue and this being the case, the implementation of the gender policy requires the involvement of all the stakeholders and the society as a whole. In this regard, each thematic area has a "Lead Agency" to galvanise the involvement of all the stakeholders in the implementation of the policy and to foster collaboration at all levels. The institutional framework for the Gender Policy therefore comprises : Cabinet (the President and ministers); Cabinet Committee on Gender (ministers); Gender Advisory committee (Principal Secretaries); National Gender Machinery (the Ministry of Gender, Youth and Community Services); Gender Policy Implementation Committee (focal points in the sectoral ministries as lead agencies, non-governmental organisations, parastatals and the private sector); District Assemblies and the local network which reaches the communities. This framework (see figure 1) is designed to ensure that gender issues are given the

Figure1: Structure for the Implementation of the National Gender Policy



attention and priority they deserve in terms of policy, law, advocacy, planning and the implementation activities geared towards the achievement of gender responsive development for the nation.

On the issue of resources, it was pointed out in the presentation that the current allocations in the national budget do not provide for the implementation of the Gender policy. This makes it difficult to establish gender focal points and fully operationalise the implementation structure for Gender and Development using existing levels of resource allocation. Minimal progress has nonetheless been made on gender training and mainstreaming by institutions such as Ministry of Agriculture and Irrigation. Gender networks also exist amongst the Non-Governmental Organisations and in the private sector.

On the basis of the presentation on the policy and institutional framework the workshop agreed that in dealing with Gender and Development it is important to focus on understanding the relative roles of men and women. Understanding these differences is also fundamental to the finding of appropriate solutions to various problems that arise when dealing with gender and development. It was noted that gender also deals with rights and has political as well as cultural dimensions which are crucial to the identification of constraints and opportunities in the reduction of poverty and ensuring sustainable development.

In Malawi an enabling environment exists for addressing gender meaningfully because the constitution provides for gender equality and there is a policy on gender. Furthermore, this has been augmented by the going policy review process in the public sector in order to improve performance. All this means that the ground is set for measurable progress in addressing gender. Indeed the high level of awareness attests to this though the issue of feminism as associated with gender has of late brought confusion. The workshop agreed that this misconception must be cleared.

Shortcomings of the Policy and Implementation Framework

Despite the existence of an enabling environment for addressing gender, there are a number of challenges and the most pressing ones are:

- a) the limited resources for the implementation of interventions on gender
- b) the lack of gender disaggregated data and limited capacity for mainstreaming gender and
- c) cultural values and perceptions

Participants were of the view that the issue of 'engendering' the budget is a new concept and is one of the factors that can inhibit progress on gender. This will require the concerted effort of all the stakeholders and that Treasury must make a start by providing guidelines on how this should be done before budget preparation. Lessons could also be drawn from what has been done in neighbouring countries such as Namibia and South Africa. It is also necessary to

train people to handle the budgeting issue in all sectors and that gender mainstreaming should start in the government and then the private sector. Another issue of concern is the limited capacity and the lack of gender disaggregated data for planning purposes to justify the resource requirements and to support the process of ensuring that all policies are gender responsive. To overcome this it was agreed that gender training should initially be targeted at the people assigned to play a leading role in gender and development issues. They need skills, orientation, sensitivity and credibility. The Ministry of Gender, Youth and Community Services has gender experts within the ministry and leads the multi-disciplinary gender training team comprising gender experts from other ministries must consider this a priority.

All the stakeholders should also identify individuals to serve as focal points and they should be trained in gender analysis, planning, monitoring and evaluation of gender responsive interventions being implemented. They should also be able to pass on the knowledge and basic skills for dealing with gender to others within the institution. In addition, those to be trained must include men and women, married or unmarried who should also be able to collect and where available, use gender disaggregated data. Participants also agreed on the need for proper co-ordination amongst ministries so that progress is achieved at the same pace.

The workshop also considered the fact that culture has an impact on how gender can be addressed. In this regard, it was agreed that tradition and culture is upheld and norms adhered to more strongly in the rural than the urban areas. Policies and efforts to address gender imbalances must therefore take this into account and review the situation regularly. Efforts must focus on the grassroots and the youth in particular who should be made aware, trained and have a full grasp of gender issues as they grow in order to bring about lasting change.

GENDER AND RURAL TRAVEL AND TRANSPORT: POLICY, TRENDS AND EXPERIENCES

The session on Gender and Rural Travel Transport covered core issues in the rural travel and transport sub-sector and lessons that can be learnt from some of the recent trends and experiences in dealing with the relevant gender dimensions. Three papers were presented which focussed on policy issues and planning practices, intermediate means of transport and infrastructure and the role of the communities when dealing with gender and transport issues. Case studies from Malawi and from other countries were presented to highlight aspects that must not be overlooked when designing and developing rural travel and transport interventions that are gender responsive.

Rural Transport Policy and Fundamental Strategic Considerations

The presentations on policy and strategies pointed out the fact that most of the countries in the Sub-Saharan Africa have over the years put in place policies, plans and implemented projects and programmes aimed at addressing transport problems. Close scrutiny and analysis of what has been achieved indicates that

the projects have failed to meet the transport needs of the rural communities (60-70% of the population). The projects have also largely been regarded as technical solutions to problems of road design and vehicle operational efficiency. Women and men are considered to benefit equally from such projects and thus no need to give women, who have diverse travel and transport needs, special consideration. Gender differences have therefore not been given special attention in the provision of transport infrastructure and services. The implementation of these projects planned on the basis of gender insensitive transport planning and programming is, on the whole, inconsistent with the goal of poverty reduction. It is also important to develop capacity for planning the appropriate interventions which aim at addressing gender and transport needs bearing in mind the fact that transport is a cross-cutting issue. An integrated approach in planning and implementation can thus ensure consistency with the objective of reducing poverty and contribute to reducing existing gender imbalances in the transport sector and other sectors as well.

The Sub-Saharan Africa Transport Programme a joint initiative of the World Bank, United Nations Economic Commission for Africa and several donors was established for purposes of addressing policy, planning and improving resource utilisation in the sector. The programme, among other things, assists countries to develop policies to:

- promote increased awareness of rural travel and transport issues;
- improve the planning, financing, provisioning and maintenance of rural transport infrastructure;
- improve transport services and mobility through adoption of appropriate intermediate means of transport and
- disseminate 'good practice' examples within the region.

In recognition of cross-cutting nature and role of gender in development, a component on gender has recently been included in the programme in order to raise awareness on the importance of gender in rural transport and rural development in general. Countries are through this component being assisted to prepare strategies for addressing gender in the transport sector or as part of the national gender policy and the building of capacity for the design of gender sensitive interventions. It is also assisting in improving methods for gender sensitive rural travel and transport project design, planning, implementation monitoring and evaluation.

Participants agreed that there are a number of countries in Sub-Saharan Africa which are implementing transport projects that seek to meet the transport needs of rural communities by improving rural transport infrastructure and transport services. In most cases, this is being done through the construction of feeder/rural roads using both capital and labour intensive technologies and promoting the use of intermediate means of transport. The infrastructure provided is, however, hardly maintained after construction and there is limited uptake on the use of IMT's. Furthermore, communities who are the intended beneficiaries are not consulted during policy formulation in order to come up with the right policies and the appropriate transport or non-transport interventions.

They are often also not involved during implementation. There is need for this to change and for policy to sufficiently reflect the needs of the rural travel and transport sub-sector especially in allocation of financial resources for rural transport infrastructure. It is also useful to plan and put in place policies and measures to support the introduction of IMT's in order to respond to the needs of the people, identified through consultations, in a more precise and systematic manner and have a positive impact on their lives.

Integrated Rural Access Planning and Community Participation

It is generally accepted that participation contributes to the effective use of resources and the achievement of developmental goals. This is useful in the rural travel and transport sub-sector since needs of the communities can through participation be identified and the community involved during the planning stages. It also becomes a means for creating and fostering a sense of ownership essential for ensuring proper maintenance and sustainability. Various tools now exist for the active participation and involvement of the communities and one of the tools is integrated rural access planning.

In the presentation on access planning, the workshop was informed that Malawi has in the past benefited from assistance from the International Labour Organisation (ILO) on how to involve communities in a structured manner in the planning process. One of ways in which this was done is the introduction of the Integrated Rural Access Planning (IRAP) tool. Integrated Rural Access Planning is a multi-sectoral planning tool which focuses on access needs of rural households to basic socio-economic services and prioritises alternative interventions. Data collected through the use of this tool highlights the nature of access problems from a household perspective and what can be done. The unequal sharing of the transport burden and time spent by women in travelling to a grinding mill (92 min) or to access health services (177 min) is substantial. Such data can with the involvement of the communities be collected through IRAP and used to pinpoint problems and identify solutions. Infrastructure improvement is one of the most important interventions in dealing with transport burdens and planning interventions. Attention also has to be given to women and the girl child who bear most of the transport burden as established in the Pilot integrated Rural Transport Project (PIRTP) which was implemented in this country from 1991 to 1997. Women therefore need to be involved in the transport planning process.

In addition to fostering ownership and highlighting concerns such as gender and the need for proper planning, the prioritisation of alternative interventions through the use of IRAP provides opportunity to consider in detail the benefits of using labour-based technology in infrastructure improvement. Use of this labour-based technology enhances the benefits the communities derive from the use of labour based methods/techniques by providing opportunities for employment and thereby supplementing their incomes and improving their livelihoods. Communities also acquire skills which can be used to earn income on other projects or assist them in maintaining existing infrastructure. The use of labour based technology however needs to be guided by appropriate policies in

order to strike a balance between objectives, costs and the benefits in the rural travel and transport sub-sector.

Recent Developments in the RTT Sub-sector in Malawi

The workshop was informed that Malawi now has a draft national transport policy. The broad goal of the transport policy is to ensure the provision of a co-ordinated transport environment that fosters a safe and competitive operation of commercially viable, financially sustainable and environmentally friendly transport services and enterprises. Rural travel and transport is one of the key components of the policy and part of the focus on poverty. The specific goal of the Transport policy in this sub-sector is to nurture and promote a sustained improvement in the standards of living of rural communities through increased access to facilities and socio-economic services. Interventions in the sub-sector by all stakeholders will therefore strive to achieve this goal.

Participants were also briefed on the Malawi Rural Travel and Transport Programme which the government is implementing as one of the means of addressing the travel and transport needs of communities with their involvement and participation. The goal of the programme is to contribute to the reduction of poverty by improving accessibility to socio-economic goods, services and facilities by rural communities. Activities under the programme aim at evolving policies, strategies and appropriate implementation instruments and mechanisms for:

- 1) Promoting awareness of rural travel and transport issues;
- 2) Improving the planning, financing, provision and maintenance of rural travel and transport infrastructure;
- 3) Improving rural travel and transport services through the adoption of appropriate technologies to facilitate the movement of people and goods;
- 4) Disseminating 'best practice' examples within Malawi of rural travel and transport initiatives; and
- 5) Mobilising resources for undertaking rural travel and transport interventions to give effect to the policies and strategies.

The programme is being implemented by the Department of Local Government and a Steering Committee comprising all stakeholders is responsible for overseeing its implementation. Activities that are being undertaken under the programme in tandem with decentralisation include the development of planning capacity for the sub-sector, promotion of IMT's and maintenance of rural transport infrastructure.

Trends, Experiences and Lessons Learned

Participants considered the issues raised in the papers and agreed that it is necessary to correct the situation by reviewing what has been done in the past and developing the appropriate rural transport policies and strategies. This ensures better use of resources by clearly defining what needs to be done and how it can best be done. They also agreed that this must start with wide

consultations when formulating policies, planning, implementing, monitoring and evaluating projects. There must always be room for the voice of the people. Uganda and Tanzania have experiences which are a useful starting point in terms of IMT's and infrastructure respectively.

With regard to intermediate means of transport such as bicycles, wheel barrows, hand or animal drawn carts, the experience is that though the major part of the transport burden falls on women it is the men who have more access to and control over the IMT's. This is a result of culture and due attention must be given to such factors and sufficient efforts made to address them in order to fully utilise the potential the introduction of IMTs has in balancing the sharing of transport tasks and saving time in the performance of these tasks. The introduction of IMTs is also likely to be successful when accompanied by income generating activities and access to credit for both men and women bearing in mind the use to which the IMT will be put.

Participants also agreed that the provision of infrastructure is one of the means of meeting some of the transport needs of rural communities and the use of labour-intensive methods is widespread in Malawi and other countries in Africa. This is however poorly co-ordinated and though rural transport infrastructure has been improved and employment created more can be done to improve the quality of the work done by the communities. Fostering ownership is crucial for sustainability and a factor which in the past has contributed to the lack of maintenance and the collapse of the rural transport infrastructure and networks. There is however need to determine how this can best be done to take advantage of the benefits of using labour intensive which have lower costs compared to using heavy equipment. The savings realised can be used to meet other needs in the community.

GENDER MAINSTREAMING IN THE RURAL TRAVEL AND TRANSPORT SUB-SECTOR IN MALAWI

During the workshop papers were also presented on the practical steps taken by the Malawi Government to achieve gender equity using gender mainstreaming as the key strategy. In the transport sector this means that the services provided by the sector have to be transformed and geared towards the equitable provision of basic necessities of life and the reduction of poverty. Rural transport is one of the key areas in which gender has to be mainstreamed in order to promote a sustained improvement in the standards of living of rural communities through increased access to facilities and socio-economic services. The sub-sector is therefore dealing with gender as an integral part of the issues which have in the past been given insufficient attention because of the lack of a co-ordinated transport environment and weaknesses of the conventional approach to transport planning. Gender mainstreaming in the sub-sector can contribute to overcoming imbalances especially in the provision of transport infrastructure and services

The process of ensuring that gender is adequately covered in all sectors requires the possession of the requisite skills in gender analysis and mainstreaming. A multi-disciplinary gender training team led by the Ministry of Gender, Youth and Community Services is charged with this responsibility and has trained people serving as focal points in some of the ministries. Two members of training team presented papers on gender analysis and mainstreaming. The paper on gender analysis emphasised the need for gender disaggregated data/information for the design and implementation of interventions that benefit both men and women. The paper pointed out the fact that gender analysis is essentially a critical assessment/evaluation of a given situation in order to identify the position of men and women relative to each other and the factors that determine such positions. Gender analysis increases the understanding of the gender based roles and responsibilities, division of labour, participation, access to and control of resources and benefits and resultant impacts. Gender analysis needs to be done at policy, programme/project and institutional levels.

The paper on mainstreaming gender pointed out that this is a process that entails integrating gender dimensions (women's and men's concerns) into development planning and programming to ensure and promote gender equity. In the rural travel and transport sub-sector gender mainstreaming has to transform the development process to reflect the needs and interests of women as well as men at all stages and ensure that they benefit equally. Gender mainstreaming must therefore be done at all stages in the project/programme cycle. It must also address issues such as the imbalance of women bearing eighty percent of the rural transport burden thereby limiting their participation in economic and social activities.

Participants appreciated the importance and need to mainstream gender in the transport sector. They noted that both the Transport Policy and the Gender Policy clearly spell out the goals of the Government and the underlying principles to guide the process of mainstreaming gender in the rural travel and transport sub-sector and addressing gender imbalances. However, the draft national policy does not adequately cover gender issues and neither does the gender policy cover the transport sector in terms of specifying what the gender concerns in this sector are. Need exists for further consultation and elaboration as action plans for these policies are being drawn up.

THE WAY FORWARD: RECOMMENDATIONS AND ACTION PLAN ON GENDER AND TRANSPORT

The deliberations on the last day of the workshop centred on addressing gender in the rural travel transport and transport sub-sector. Issues raised during the workshop were summarised in a plenary session and later discussed in three groups. Each group was assigned specific areas to focus on the issues were categorised as general issues, intermediate means of transport and policy issues.

The group on general issues tackled the following:

- i) lack of gender framework at district level
- ii) focal points in stakeholders not capacitated
- iii) lack of gender skills at district level
- iv) inadequate gender Monitoring and Evaluation
- v) attitudes and perceptions on gender and
- vi) national budget is not gender sensitive.

The group on intermediate means of transport tackled the following:

- i) insufficient appropriate IMTs
- ii) legal framework which constraints wider use of IMTs
- iii) available RTI constraints use of IMTs

The group on policy issues tackled the following:

- i) gender insufficiently reflected in National Transport Policy
- ii) insufficient data differentiated by gender
- iii) inadequate recognition of multi-sectoral nature of RTI
- iv) lack of co-ordination on gender and RTT
- v) poor transport infrastructure constraints use of IMTs
- vi) limited use of lessons learnt from past experiences
- vii) labour based technologies insufficiently used to address gender and transport issues

The output from each group was an action plan detailing the suggested interventions in order to address problems that were identified. The action plans contain activities, the responsible implementing agency, timeframe, resources required and verifiable indicators.

In order to make progress in a coherent and co-ordinated manner the participants agreed the plans produced by the groups be consolidated and presented to the Steering Committee of the Malawi Rural Travel and Transport Programme for adoption and implementation. Furthermore, the Steering Committee will establish sub-committee(s) to oversee and monitor progress on the implementation of the various activities.

ACTION PLAN FOR ADDRESSING GENDER RURAL TRAVEL AND TRANSPORT ISSUES

NO.	STRATEGIC ISSUE/PROBLEM	SOLUTION	RESPONSIBLE AGENCY/AGENCIES	TIME FRAME	RESOURCES NEEDED	VERIFIABLE INDICATORS
1	Gender issues insufficiently reflected in NTP	Review NTP to make it gender responsive. Incorporate rural travel and transport perspectives in gender policy	Ministry of Transport and Public Works Ministry of Gender, Youth and Community Services.	12 months (reviews and approval)	Financial Resources; Human Resources; Technical Assistance.	Reviewed NTP which is gender sensitive. Reviewed Gender Policy which reflects RTT issues. Implementation of Gender and RTT Projects.
2	Lack of coordination on gender and RTT	Establish focal points and improve coordination between key stakeholders in the public and private sectors.	Ministry of Transport and Public Works, Ministry of Gender Youth and Community Services, Department of Local Government and all stakeholders.	Six months.	Human Resources; Technical Assistance	Number of meetings on Gender and RTT Number of publications Number of reports on gender and RTT

4	Lack of gender framework at district level.	Create Gender Policy Implementation Committee at District level.	All Ministries at district level and the Department of Local Government to co-ordinate	Immediately	Human Resources. Financial Resources	Functional Gender Policy Implementation Committees Number of meetings held. Proposals initiated at district level for funding
5	Negative attitudes and perceptions on gender	Develop and implement programmes for gender sensitization at all levels (not feminism); Provide information on gender in vernacular; Dissemination/IEC activities on gender and transport; Mainstreaming gender in all development projects and programmes.	All stakeholders led by Ministry of Gender, Youth and Community Services.	Immediately	Human Resource Financial Resources.	Number of gender experts trained. Number of awareness campaigners held Number of gender responsive projects. Equal access to resources credit by all genders

6	Budget not gender sensitive	Budget allocations to reflect gender needs. Establish gender focal points in Ministries. Planners & Accountants to be trained in budgeting for gender concerns.	All stakeholders (Ministry of Gender, Youth and Community Services and the Ministry of Finance) to lead.	Immediately	Human Resources Financial Resource.	Percentage of financial resources set aside for gender issues; Reduced number of groups below the poverty line; Inclusion of gender concerns in sectoral budgets.
7	Inadequate recognition of multi-sectoral nature of RTI.	Raise awareness and understanding through IEC campaigns Train planners and gender experts on importance of integrated approach in RTI planning and provision.	Department of Local Government ; Ministry of Gender, Youth and Community Services and National Economic Council.	1year and thereafter on-going	Financial Resources; Human Resources; Technical Assistance	Number of surveys on impact assessment; Sectoral programmes with gender and RTT interventions. Progress reports on gender and rural transport

8	Inadequate gender monitoring and evaluation	Review existing M&E systems to identify gaps Establish gender responsive monitoring and evaluation framework Set guidelines for Gender sensitive M& E Train planners in gender responsive monitoring and evaluation	Ministry of Gender, Youth and Community Services and the National Statistical office.	Immediately and on – going	Monitoring and Evaluation experts. Financial	Guidelines developed and used. Gender disaggregated data available and used. Publications produced on gender and rural transport.
9	Data insufficiently disaggregated by gender.	Disaggregate available data to justify interventions to be implemented; Carry out detailed analysis of available data to identify areas requiring immediate attention; Design format and norms for collecting disaggregated data by all stakeholders.	Ministry of Gender, Youth and Community Services and National Economic Council	6 months	Financial Resources; Human Resources; Technical Assistance;	Availability of gender differentiated data; Data collection on gender according to specific needs. Use of data in addressing gender concerns.

10	Limited use of Research findings and lessons learnt from the past experiences.	Collect and publish information on past experiences. Conduct research and utilize findings to have a better impact Establish local network on gender and rural transport	All stakeholders.	On-going	Human Resources; Financial Resources; Technical Assistance.	Number of publications on gender and RTT; Exchange of available information amongst stakeholders
11	Insufficient use of appropriate IMTs	Identify appropriate IMTs; Identify sources of supply; Promote awareness of the IMTs Publicize benefits of using IMT's Monitor and Evaluate utilization of IMTs	Department of Local Government Ministry of Transport and Public Works, Ministry of Justice,	1 year and on-going	Human Resources Financial Resources	Provide for IMT's in the Road Traffic Act; Reduced rate of accidents involving use of IMT's; Increased used of IMT's by women and men

12	Legal framework constrains wider use of IMTs.	Identify the constraints; Propose amendments; Amend the Road Traffic Act as appropriate; Publish and Enforce the Act.	Ministry of Transport and Public works, Ministry of Justice, Department of Local Government.	1 year and on-going	Human Resources Financial Resources	Provision for IMT's in the Road Traffic Act Reduced rate of accidents involving use of IMT's Increased use of IMT's by women and men
13	Poor rural transport infrastructure.	Construct new and improve existing RTI network; Establish minimum standards for construction of RTT. Undertake regular maintenance of RTT.	Department of Local Government; National Roads Authority, Ministry of Transport and Public Works, NGO's.	2 years and on – going	Human Resources Financial Resources Technical assistance	Number of kilometers of new RTI constructed (roads, paths tracks and bridges) Percentage of budget allocation for RTI construction and maintenance at district and national level

14	LBT insufficiently used to address gender and rural travel and transport issues.	<p>Assess status of LBT for RTI</p> <p>Determine strategies to address problems</p> <p>Promote use of LBT publicize benefits</p> <p>Develop capacity of women to contract and maintain RTI</p>	Department of Local Government, National Roads Authority and National Construction Council.	1 year	Human Resource; Financial Resource; Technical Assistance.	LBT sufficiently incorporated in RTI; Number of infrastructure works/projects done using LBT; Number of IEC campaigns on LBT.
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CONCLUSION

Papers presented and the discussions throughout the workshop provided a unique opportunity for the Principal Secretaries to gain further insight on the rural travel and transport needs of the communities generally and the gender dimension in particular. This ties in their commitment to address gender concerns as reflected in the Makokola Declaration and will contribute to the process of mainstreaming gender in all development activities through the agreed follow-up actions.

In his remarks at close of the workshop by Mr J.D. Kalilangwe, Secretary for Local Government thanked the participants for their contributions and called for greater collaboration by all the stakeholders in the implementation of various interventions aimed at addressing gender imbalances. He also thanked the World Bank for funding the workshop; the resource persons for the papers and all the organisers of the workshop for their efforts and success of the workshop.

**LIST OF PARTICIPANTS TO THE GENDER AND TRANSPORT WORKSHOP FOR
PRINCIPAL SECRETARIES, AUGUST 10 - 11, 2000 AT THE MALAWI INSTITUTE
OF MANAGEMENT, LILONGWE**

NAME	DESIGNATION	ADDRESS
A. L. Maluza	Clerk to the Cabinet	Office of the President and Cabinet
L. C. Makombe	Gender Desk Officer	Home Affairs
T. M. Kaunda	Director of Planning	MOTPW
E. Chapeta (Ms)	Deputy Secretary	Water Development
A. F. Mchiela	Principal Secretary	Ministry of Agriculture
B. Munthali	Principal Secretary	Office of the President and Cabinet
P. . Kachimera	Principal Secretary	Department of Human World Bank Resource Management and Development (OPC)
M. Chitimbe	Infrastructure Specialist	World Bank
E. G. Gondwe	Principal Secretary	Government Press
C. V. Kang'ombe	Principal Secretary	Ministry of Gender, Youth and Community Services
D. W. Manda	Social Sector Specialist	World Bank
M. M. Mononga	Principal Secretary	Labour & Vocational Training
Dr. W. Muyeriwa	Principal Secretary	National Research Council of Malawi.
T. R. O'dala	Principal Secretary	Ministry of Tourism
M. M. Matola	Principal Secretary	Ministry of Justice
F. Mzoma	Principal Secretary	Ministry of People With Disabilities
A. Juma	Acting Principal Secretary	Statutory Corporations(OPC)
E. U. Ngongondo	Principal Secretary	Ministry of Defence
S. B. Mwenye	Principal Secretary	Office of the President and Cabinet (OPC)
J. D. Kalilangwe	Principal Secretary	DLG (OPC)
Serge Carter Van Dissel	ILO Expert	ILO
M.W. M. Shaba	Assistant Director	Department of Forestry
S D Matenje	Solicitor General and Secretary for Justice	Ministry of Justice

SPEECH BY THE HONOURABLE PATRICK MBEWE, MP, MINISTER OF STATE RESPONSIBLE FOR LOCAL GOVERNMENT AT THE OFFICIAL OPENING OF THE GENDER AND TRANSPORT WORKSHOP FOR PRINCIPAL SECRETARIES AT MIM, 10TH AUGUST 2000

Deputy Secretary to the President and Cabinet

- ◆ The Representative of the World Bank
- ◆ The Representative of International Labour Organisation
- ◆ Principal Secretaries
- ◆ Ladies and Gentlemen

I am privileged and honoured to be with you this morning at the start of the workshop on Gender and Transport. I am particularly delighted that this workshop is being held after the launch on 8th March 2000 of the National Gender Policy by the First Lady Madam Patricia Shanil Muluzi. The policy will guide us in our activities on gender and challenge us to meet the goal and objectives spelt out. It is, therefore, pleasing to note that gender sensitization workshops have already been held and information is being disseminated through the media in order to raise the level of awareness on gender issues and the impact they have on the social, economic and political development of this country. I take this as a good start since we have laid the foundation on which gender imbalances will be tackled.

Ladies and gentlemen, we are all aware of the fact that for us to make meaningful progress in addressing gender concerns, we have to accept the fact that gender is a cross cutting issue. This being the case, actions dealing with gender concerns must be taken in the various sectors in very precise manner at the same time. You, therefore, have to set specific targets in each sector with the full knowledge of what is being done and has been planned in the other sectors on gender as well as the overall development of the country.

I would like to emphasize the need for you to improve co-ordination and information sharing in order to make the best possible use of the resources at your disposal. You must implement development projects and programmes in your respective ministries and departments in such a way that gender concerns that do not require additional resources are dealt with in a timely manner and positive improvements made in the lives of the people. Indeed, this can best be done by putting in place mechanisms for monitoring progress and sharing lessons learned in addressing gender imbalances in your sector and in relation to other sectors.

Ladies and gentlemen, this workshop aims at bringing to the fore gender concerns in the transport sector and in particular the rural travel and transport sub-sector. We are all aware of the fact that the transport sector plays a vital role in stimulating economic growth through the provision of infrastructure and services. We are also aware that problems such as the high transport costs, the limited availability of transport means and services and the uneven sharing of the transport burdens have adversely affected efforts to improve the livelihood of the majority of the people of this country. We must, however, admit that the

gender dimensions have in this sector not been given adequate attention. A lot more needs to be done to fully understand this dimension at the policy level and to translate our understanding into concrete action.

I believe that you will, during this workshop, come up with proposals on how more women can be encouraged to own bicycles and use them to reach health clinics and markets that are very far. The time saved can be used for income generating activities. Similarly, women should be encouraged to use affordable handcarts to enable them ease the burden of carrying heavy loads such as agricultural produce on their heads or backs. These are some of the gender issues in the rural travel and transport sub sector and in poverty reduction.

Indeed, we all have an obligation to do the best we can in the struggle against poverty in this country. Your efforts will bear more fruit when interaction through forums such as this one, take stock of how well we are doing and take steps to improve performance and plan accordingly to accomplish what remains to be done. I am aware that the issue of diverse needs which have to be met using very limited resources can frustrate you but you must not give up the fight. Our Vision 2020 has to become a reality and the limited resources must inspire us to do better not only in terms of managing the resources but by doing what we can on our own and by also finding alternative ways of dealing with issues of gender and poverty. You must be ready to reduce gender imbalances in such a way that they reinforce change for the better. I am convinced that you are heading in the right direction as evidenced by the Makokola Declaration on Gender which clearly bears testimony to your commitment.

Ladies and gentlemen, the Government appreciates the support and assistance it receives from donors and collaborating partners in various development programmes and initiatives. In this regard, I would like to thank the donor community for specifically supporting our efforts in addressing gender imbalances in this country. I would in particular like to thank the World Bank for funding this workshop under the Gender and Rural Transport Initiative. I believe that this is just the beginning and you will continue to support us.

Ladies and gentlemen, with these remarks it is my humble duty to declare this workshop officially open. I wish you the best in your deliberations.

THANK YOU

KEYNOTE ADDRESS BY MR. M. B. KAMPHAMBE NKHOMA, DEPUTY SECRETARY TO THE PRESIDENT AND CABINET TO THE GENDER AND TRANSPORT WORKSHOP FOR PRINCIPAL SECRETARIES, 10TH AUGUST, 2000, M.I.M., LILONGWE

Honourable P. Mbewe, M.P., Minister of State for Local Government
The Representative of the World Bank
The Representative of the International Labour Organization
Principal Secretaries
Ladies and Gentlemen

It is with great pleasure that I welcome you to this workshop on Gender and Transport. During the workshop you will review the progress made so far in our concerted efforts to address gender imbalances in this country. This review is very opportune when one considers the fact that we last met in April last year in Mangochi and agreed, among other things, to place gender firmly on the agenda of all development initiatives and to ensure that gender is mainstreamed in all government policies and programmes. I am confident that with the knowledge and understanding you have about gender, you will be able to make meaningful contributions towards mainstreaming gender as gender equity and equality are fundamental human rights which must be upheld as we strive to make our contribution to the reduction of poverty in this country.

Ladies and Gentlemen, poverty denies more than 80% of the estimated 9.5 million people in this country opportunity to benefit from the rights we recognize and uphold. Poverty denies and in some cases, deprives people in the rural areas the chance to improve their livelihood by having access to the socio-economic goods, facilities and services available. It is our responsibility to devote ourselves fully to the eradication of poverty by coming up with well defined and implementable actions when dealing with poverty and gender concerns if our contributions are to make any input as the reduction of poverty.

Ladies and Gentlemen, you are aware that it is through carrying out an in-depth analysis of gender concerns using the appropriate disaggregated data that you come up with the appropriate actions to be taken in addressing gender in each sector. Part of this work was done when formulating the National Gender Policy and more will be done in the preparation of the Poverty Reduction and Growth Strategy. This, notwithstanding, the in-depth sector analysis of gender concerns, is one of the objectives of this workshop and its outcome will be one of the inputs into the finalization of the poverty reduction and growth strategy. The work that has been done so far enables us to understand that poverty is multi-dimensional

and requires that we deal with it using a holistic approach. The same applies to gender issues in the transport sector and we, therefore, must identify the core issues and deal with them in a way which enables us to produce the desired impact in the transport sector and other sectors as well.

It is also reasonable to conclude from the various studies done on poverty in Malawi that most socio-economic services are not conveniently located and that most of the roads in rural areas are impassable during the rainy season neither are they well maintained. The lack of maintenance also applies to rural transport infrastructure such as paths, tracks, trails, footbridges and culverts. In addition to this, the transport services are grossly inadequate and when available beyond the reach of most of the people because of the low levels of income.

People in the rural areas in this country therefore face very serious problems of low accessibility and mobility and are unable to make full use of schools, hospitals, post offices, extension services or small-scale loan facilities and markets. They have transport problems which the existing transport system has failed to adequately address.

I am sure that in your discussions during this workshop you will analyze this in detail. It is necessary for you to focus on meeting the specific needs of the people in rural areas who even in this millennium still depend on walking with head, shoulder and back loading as the predominant mode of transport. Furthermore, most of the transport burden is borne by women and girls who undertake tasks which range from going to the gardens, clinics, grinding mills, fetching firewood, water and farm inputs to marketing agricultural produce and meeting social obligations such as weddings, funerals and political meetings. These are some of the rural travel and transport needs of the majority of the people in this country who are also illiterate, do not have access to safe drinking water and have to cope with the additional burdens being created by environmental degradation and the aids pandemic.

Ladies and Gentlemen, there are a number of issues which have to be tackled with urgency for us to improve our approach and strategies when dealing with rural travel and transport issues. Some of the problems require transport interventions while others require non-transport interventions. However, gender is a perspective that is very important in all these interventions. You have to consolidate what has already been done in identifying differences in the socio-economic positions and resources of women and men and ensure that

interventions provide opportunities and benefits that meet the needs of women as well as men.

Our efforts must aim at reducing inequalities and move to more equal gender relationships and sharing of the transport burden. We have to balance the load between men, women, girls and boys and make the equal access to resources, opportunities and services a reality. Our deliberate affirmative actions must not create new imbalances but rather ensure that we maintain the necessary balance for the greater good of us all. This is possible and can be done as we mainstream gender in the various sectoral policies programmes and projects. The fundamental issue is to do this in such a way you maintain the focus on the 'rural dimension' when mainstreaming gender and as you implement poverty reduction and growth strategies. You must also identify indicators which will enable you monitor progress and make the necessary changes as you implement various interventions.

Ladies and Gentlemen, the Malawi Rural Travel and Transport Programme is one of the recent initiatives by the Government in dealing with the travel and transport problems of people in the rural areas. Broad consensus was reached by all the stakeholders on why past efforts aimed at addressing rural travel and transport problems had limited impact and were not sustainable. The consensus by stakeholders pin-pointed problems such as gender, planning which favours conventional motorized means of transport, low ownership and usage of intermediate means of transport, low demand for rural transport services, poor roads, lack of clear policies, lack of coordination and lack of information on options for addressing rural travel and transport problems. These are issues that concern us all and have a bearing on the activities in your ministries and departments.

Ladies and Gentlemen, it is imperative that we take a closer look at what we are doing in our respective institutions and contribute meaningfully to solving these problems thereby improving the livelihood of the people in the rural areas. I am sure that by the end of the workshop you will have worked out how this can best be done and commit yourselves by identifying resources which can be used for activities in this sub-sector in the current budget and also the years ahead. You must also strive to link all this to on-going reforms in the transport sector as well as sectors such as health, education, tourism and agriculture, while also giving the rural travel and transport dimension the attention it so rightly deserves but has often been overlooked and in some cases denied. It is logical for us all to justify the investment that needs to be made in the rural travel and transport sub-

sector which, as we all agree, will contribute to the successful implementation of other development initiatives.

Let us forge ahead and improve the accessibility and mobility of the majority of the people in this country. I thank you for your attention and may I now call upon Honourable P. Mbewe, M.P. and Minister of State for District and Local Government Administration to officially open the workshop.

LIST OF RESOURCE PERSONS

- Dr. G. Banjo - RTTP Regional Advisor, (World Bank)
- Ms. P. Maramba - Gender Technical Advisor (World Bank)
- Mr. C.V. Kang'ombe- Acting Principal Secretary for Gender, Youth and Community Services.
- Ms I Matenje - Director of Gender Affairs
- Ms R Mwandira - Programme Coordinator
- Mr. T.M. Kaunda - Director of Planning
- Mr. D. Maliro - Lecturer
- Mr. M. Shaba - Shaba, Assistant Director of Forestry

GENDER AND DEVELOPMENT

THE MAKOKOLA DECLARATION ON GENDER BY PRINCIPAL SECRETARIES, MALAWI

PREAMBLE

We, the Principal Secretaries of Ministries and Departments of the Government of Malawi.

A. NOTING THAT:

On 8th September 1997, His Excellency the President, Dr. Bakili Muluzi, signed the SADC Declaration on Gender and Development;

B. CONVINCED THAT:

- (1) Gender equity and equality are fundamental human rights:
- (2) Reducing gender disparities between men and women requires that gender perspectives become part of the process of formulating, designing, implementing, monitoring and evaluating government policies and programmes:
- (3) Sustainable economic and social development for poverty alleviation of the country requires full and equal participation by women, men, boys and girls.

C. DEEPLY CONCERNED THAT:

- (1) Disparities between women and men still exist inter alia in Legal Rights, Power Sharing and Decision Making, access to and control over productive resources, education and health;
- (2) Development initiatives and interventions have so far not sufficiently mainstreamed gender in sector policies, programmes, projects and activities in a coordinated and comprehensive manner;
- (3) The population of Malawi is high and the available resources are not adequate to support high quality life for the majority of the people:

NOW THEREFORE:

- (1) Pledge our support and commitment to implementing the SADC Declaration on Gender and Development and all international declarations, protocols, treaties and conventions to which Malawi is a party;
- (2) Recognise that as Principal Secretaries, we have a vital role to play in ensuring that gender is mainstreamed in all Government policies and programmes;
- (3) Commit ourselves and our respective Ministries and Department to:
 - (a) Place gender firmly on the agenda of all development initiatives;
 - (b) Support all processes of amending the Constitution, repealing and reforming all laws and changing social practices which still subject women to discrimination;
 - (c) Enhance access to quality education by girls and boys and removing gender stereotyping in the curriculum, career choices and professions;
 - (d) Promote women's and men's full access to, and control over productive resources such as land, livestock, markets, credit, modern technology, formal employment and a good quality of life in order to reduce poverty among women and men;
 - (e) Make quality reproductive and other health services more accessible to both women and men, boys and girls;
 - (f) Protect and promote the reproductive and sexual rights of women, men, boys and girls;
 - (g) Take urgent measures to prevent and deal with increasing levels of gender based violence;
 - (h) Encourage the mass media to disseminate information and materials in respect of the human rights of women, men, boys and girls.

IN WITNESS, WHEREOF, We, Principal Secretaries, Malawi HAVE SIGNED THIS DECLARATION.

Deputy Secretary to the President and Cabinet
Secretary for Water Development
Secretary for Lands, Housings and Physical Planning and Surveys
Chief Immigration Officer
Solicitor General and Secretary for Justice
Chief of Staff, State Residents
Secretary for Foreign Affairs
Secretary for Agriculture
Principal Secretary (Finance) OPC
Controller of Equipment and Printing
Principal Secretary for National Economic Council
Commissioner for Statutory Bodies
Secretary for Gender, Youth and Community Services
Programme Coordinator (Civil Servants Home Ownership Scheme)
Secretary for Information
Accountant General
Principal Secretary (Economics), Ministry of Finance
Secretary for Home Affairs
Secretary for Defence
Commissioner of Taxes
Secretary for Labour and Vocational Training
Secretary for National Economic Council
Principal Secretary, Office of the Minister of State in the President's Office
responsible for Persons with Disabilities
Reserve Bank – General Manager

DONE at CLUB MAKOKOLA, MANGOCHI on this 8th day of April, 1999

GENDER AND RURAL TRANSPORT INITIATIVE (WORLD BANK)

GENDER AND TRANSPORT WORKSHOP FOR PRINCIPAL SECRETARIES,
AUGUST 10 – 11, 2000, MALAWI INSTITUTE OF MANAGEMENT,
LILONGWE

WORKSHOP PROGRAMME

Objective of the Workshop

To formulate strategies and an Action Plan for addressing gender imbalances in the Rural Travel and Transport (RTT) sub-sector in Malawi.

DAY ONE

Thursday, August 10, 2000

8.00 – 8.45 am : Registration

Opening Ceremony

8.45 – 10.00 am : Welcome Remarks by Mr J Kamtema, Deputy Secretary, DDLG

Remarks by Mr J D Kalilangwe, Secretary for District and Local Government Administration

Remarks by Dr G Banjo, RTTP Regional Advisor, World Bank

Keynote Address by Mr M B Kamphambe Nkhoma, Deputy Secretary to the President and Cabinet

Opening Speech by Honourable P Mbewe, MP, Minister of State Responsible for Local Government Administration

10.00 – 10.30 am : Tea Break

Session One

Gender and Transport

Chair – Secretary for District and Local Government Administration

10.30 – 11.00 am : Presentation of Report on the Implementation Plan of the Gender Policy and the Makokola Declaration – **Mr C V Kang'ombe**, Acting Principal Secretary for Gender, Youth and Community Services

- 11.00 – 11.30 am : Overview of Gender and Development Programmes: Challenges and Opportunities – **Mrs I Matenje**, Director of Gender Affairs
- 11.30 – 12.00 noon : Discussion
- 12.00 – 1.30 pm : Lunch

Session Two

Transport Policy and RTT Strategies

Chair – Secretary for District and Local Government Administration

- 1.30 – 2.00 pm : 1. Malawi Transport Policy – Mr T M Kaunda, Director of Planning
2. Rural Travel and Transport : Issues and Strategies - Mr A C Chibwana, Programme Coordinator, MRTTP
- 2.00 – 3.00 pm : Discussion
- 3.00 - 3.30 pm : Tea Break

Session Three

Overview of Gender and Rural Travel and Transport: Lessons and Challenges

Chair – Ms P Maramba, Technical Advisor, GRTI

- 3.30 – 4.00 pm : 1. Mrs R Mwandira, Acting Programme Coordinator, Economic Activities Programme
2. Mr S Cartier van Dissel, Advisor Employment Intensive Works, ILO/SAMAT
3. Dr G Banjo, RTTP Regional Advisor, World Bank
- 4.00 – 5.00 pm : Discussion
- 5.30 pm : Reception

DAY TWO

Friday, August 10, 2000

Session Four

What are the main problems/issues

Chair – Secretary for Agriculture and Irrigation

8.30 – 9.30 am : Summary of main issues

Session Five

Formulation of the Action Plan

Chair – Ms P Maramba, Technical Advisor, GRTI

9.30 – 11.00 am : Formulation of Action Plan (Group Work)

11.00 – 12.30 am : Presentation of group work

Session Six

Where do we go from here

12.30 – 1.00 pm : How will the activities in the action plan be implemented, followed up and monitored

Closing Session

Chair – Secretary for Gender, Youth and Community Services

- 1.00 – 1.30 pm : 1. Presentation of Agreed Way Forward – Secretary for Transport and Public Works
2. Closing Remarks by **Mr M B Kamphambe Nkhoma**, Deputy Secretary to the President and Cabinet or his representative

LUNCH
