

## **Country Report 15: Zambia**

### **GRTI Activities in Zambia**

In Phase I of GRTI, a study was undertaken to identify the key gender issues in rural travel and transport in the Zambian context, the strategies in use to address these issues and the gaps that still exist. A workshop was also held during this phase. In Phase II, Zambia was supported for the development of a gender responsive monitoring and evaluation framework for RTTP programmes and activities in Zambia. The major strength of the GRTI activities in Zambia is that the Phase II project builds on the findings of the study and workshop funded by GRTI in Phase I.

### **Study on Gender Issues in Rural Travel and Transport in Zambia**

#### *Background to the Study*

Rural transport has been identified as one of the critical catalysts for development of the rural communities. However, rural areas in Zambia are faced by a number of problems which adversely impact on the development process. The state of rural transport is rudimentary with walking and headloading as the most modes of transport. There are very few low cost non-motorized means of transport while conventional motorized vehicles are not common.

The study used Rapid Rural Appraisal (RRA) techniques and secondary data sources to collect required information. The methods used included IDIs with key informants, FGDs and direct observation. The study was carried out in three provinces, which were selected on the basis of their relative accessibility.

#### *Findings of the Study*

The findings of the study pointed to the fact that that the transport policy does not go far enough to incorporate gender issues in rural travel and transport and that there was need to raise awareness on gender and rural travel. Specifically, the study found that:

- ✚ Women's concerns have not been addressed in most rural travel and transport programmes in Zambia;
- ✚ The transport policy does not go far enough to incorporate women's issues in rural travel and transport;
- ✚ Governments need to identify gender issues and concerns and create awareness among stakeholders;
- ✚ The overall picture on the gender dimensions of rural travel in Zambia is that the majority of travel (about 70%) revolves around domestic activities, which are mainly performed by women; and
- ✚ There is no existing framework for incorporating gender issues and concerns in transport programmes.

### *Emerging Issues from the Study*

From the findings of the study, the following issues were raised:

- There is a need to incorporate gender capacity building as an integral part of on-going capacity building programmes in the transport sector;
- There is an existing gender policy, but does it adequately deal with RTT issues?
- Do the gender focal point persons in government institutions and the gender experts in RTT programme management really improve incorporation of gender concerns in the implementation of transport programmes?
- Is there broad-based participation of all stakeholders in planning and implementation of transport programmes in the country?
- Are there enough government resources to implement the developed action plan and is there any financial support for GRTI?
- Does the transport policy adequately deal with gender concerns?
- Aggressive training and awareness campaigns for all stakeholders are needed.
- There is a lack of support for women to obtain credit to be used for meeting their transport needs.
- A review is required to determine the best implementing structure of future activities in gender and RTI.

### *Gender Awareness Workshop*

Resulting from the findings of the study and recognizing the need to disseminate those findings, a 1-day workshop was then held with 15 participants on 30 August, 2000, to create awareness among the participants on the gender issues in RTT sub-sector and develop a strategy framework for integrating gender in rural transport. The following are some of the key recommendations included in the Action Plan.

- Membership of the RTTP National Steering Committee should include more NGOs, particularly those involved in women's issues, through participation in sub-committees to implement GRTI activities. This would allow for the utilization of knowledge and skills in gender mainstreaming among NGOs.
- Linkages between Government and NGOs, especially those dealing with women's issues should be strengthened.
- Role of Gender Focal Points should be strengthened to enable them to influence policy formulation and planning in their respective ministries.
- A portion of the national funds should be earmarked for improvement of RTT activities and their gender dimensions
- Transport projects should implement policy measures to increase women's access to credit facilities and also to IMTs.

## **Developing a Gender Responsive Monitoring and Evaluation Framework for RTTP Programmes and Activities in Zambia**

The main objective of the project activities in Phase II was to enhance gender sensitivity in the planning, implementation, monitoring and evaluation of transport programs in Zambia. The immediate aspects to achieve this objective were:

1. to increase gender awareness among transport sector staff;
2. to raise awareness among policy makers and planners on the importance of integrating gender in RTTP programmes, projects and activities; and
3. to develop a gender monitoring and evaluation framework for Village level transport projects.

The report for *Developing a Gender Responsive Monitoring and Evaluation Framework for Rural Travel and Transport Programmes in Zambia* was the major output from the Phase II activities.

### ***Institutional Arrangements for RTTP***

There are a number of institutions with varying responsibilities in the Zambian transport sector including the Ministry of Communication and Transport (MCT) which is responsible for setting the overall policy, regulation and planning while the Ministry of Finance and Economic Development is responsible for some budgeting and planning processes. In addition, the Ministry of Works and Supply (MWS) is responsible for road infrastructure development, repair and maintenance and the Ministry of Local Government and Housing is responsible for urban and district roads. A number of other institutions are also involved in the road sector even though these do not have a direct management function for the road network. The Gender in Development Division (GIDD) at the Cabinet Office has the role of ensuring that the concerns of both women and men in relation to the road sector are not ignored. While there are so many initiatives aimed at addressing issues of travel and transport, a lot of them have a bias towards urban rather than rural travel and transport issues, thus underscoring the need to focus more attention on the latter and providing strong justification for the Zambia RTTP.

In cooperation with GIDD and the RTTP project in the Ministry of Local Government and Housing, the Consultant was mandated to collect information from the participants at the awareness workshop to use in developing a draft Monitoring and Evaluation Framework. In developing the framework, the Consultant used the GRTI Draft Monitoring and Evaluation System. The draft framework was later to be subjected to wider consultations with stakeholders at the provincial level.

In the review of gender in RTTP programmes, the role of GIDD was particularly relevant. It should be noted that the GIDD was not part of the RTTP project design. However, with the implementation of the project it became imperative to use the gender skills of GIDD since it is the official government agency for addressing gender issues. This collaboration unfortunately appears to exist only at the national level basically due to the

fact that GIDD structures below the national level especially at District level are not yet well established.

### ***RTTP Monitoring and Evaluation System for Zambia***

The report highlighted the RTTP monitoring system in Zambia as illustrated in Figure 15.1. The RTTP monitoring system on the planning side is made up of the program document at the apex, which is brought down annually into the Annual Work Plan and Budget (AWPB). This is further brought down to a quarterly work plan and budget that provide the guidelines for implementation of activities. Once the implementation has been done, the reporting side of the monitoring system is carried out with quarterly reports that are put together for the annual report. These reports compare what was planned and what was actually achieved.

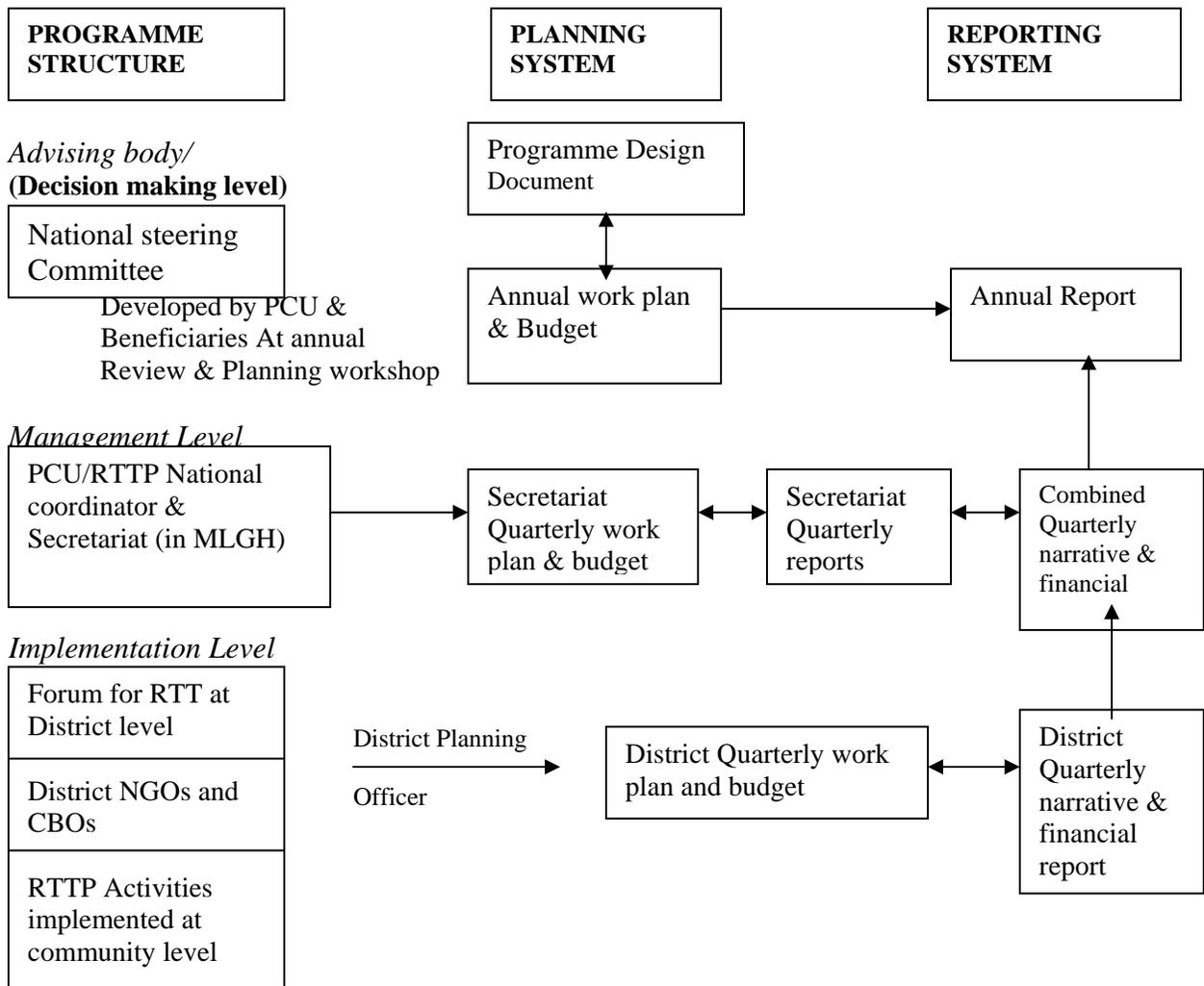


Figure 15.1 RTTP's Monitoring System in Zambia

Evaluations are meant to give necessary feedback about the program. The report noted that the RTTP program identifies only two types of evaluations to be carried out; the concurrent evaluation and the impact evaluation. This means that only two stages of the program cycle will be evaluated, rather than the recommended four types of evaluation. Specifically, only the project implementation stage and the project output stage would be evaluated. There would consequently be no evaluation of the project development and planning stage or long term impact and sustainability evaluation.

### ***Engendering the RTTP Monitoring and Evaluation Framework***

Engendering the RTTP Monitoring and Evaluation System can be achieved by looking at the key gender issues (KGI) that arise at the various stages of an RTT project cycle. The

process of designing a gender sensitive M & E system can be carried out using the following options:

1. Individual gender study and gender M&E systems,
2. Integrating gender into an existing M&E system, or
3. Developing an independent gender sensitive M&E system in cases where the project does not have an overall M&E system.

#### *Individual Gender Study and Gender M&E Systems*

With the first option, the project will be monitored and evaluated as to whether the project has produced any gender changes at all. This would require that the project plans at the project start to undertake collection of baseline data. The ex-ante and ex-post analysis would yield comparative data and allow important conclusions to be drawn regarding the impact of local level infrastructure, as well as the impact of decentralized decision-making and community participation. Suggested baseline data to be collected include:

- Population characteristics in each village, such as average household size, % of female-headed households, average household income and income sources;
- Village structures, transport infrastructure and services in terms of access, meeting transport needs and perception of services;
- Agricultural activities, land ownership, ownership to means of transport;
- Location and quality of commonly used social and economic services and facilities;
- Reasons affecting villages, especially women from utilizing certain services and facilities;
- Transport patterns differentiated by male / female patterns of travel;
- Travel and transport constraints and burdens of women, children and other family members, especially on women's economic and domestic roles;
- Women's access to, and use of, the travel and transport services provided by the project;
- Types and number of sources of water points and firewood;
- Involvement in self-help work; and
- Traffic counts including pedestrians during pre and post rehabilitation.

#### *Integrating Gender into an Existing M&E System*

The second option involves monitoring and evaluating gender through the project cycle. At the project identification stage, the major concern relates to project planning and resource allocation. Box 15.1 gives a breakdown of the type of questions to be addressed at this stage.

**Box 15.1: Questions to be addressed for Gender M&E at  
Project Identification Stage**

The following questions are related to the level of engendering project planning and resource allocation that are carried out at the project identification stage and set the framework for M&E at this stage:

- ✓ Is the general policy framework in the country supportive of gender and RTT?
- ✓ What does the country's policy say specifically on RTT and gender?
- ✓ Is the institutional framework to support activities of gender and RTT in place?
- ✓ Are the relevant staff members provided with skills for gender analysis and gender mainstreaming?
- ✓ Are there clear guidelines to address gender and RTT?
- ✓ Are there separate budget lines for addressing gender?
- ✓ Is the information being used for project planning gender disaggregated so as to bring out the differences in roles between women and men?
- ✓ Does the information recognize the transport requirements in undertaking the multiple roles of men and women, i.e. productive, reproductive and community management roles?
- ✓ Are the social and cultural issues affecting men's and women's access to and control of transport and related services identified and being addressed?
- ✓ Is there a set of gender-sensitive criteria for selecting participants in RTTP activities?
- ✓ Are the proposed activities and technologies gender sensitive?
- ✓ Has there been involvement of both men and women in identifying and planning these interventions?
- ✓ Was there active or passive participation?
- ✓ Do the interventions address the different transport constraints and needs of both men and women?
- ✓ Is the programme addressing a felt needs of the men and women?
- ✓ Is the adopted programme approach appropriate at all levels from national to community levels and for both men and women?
- ✓ Are both men and women identified as the target group?
- ✓ Are the assumptions made gender sensitive?
- ✓ Are there other related on-going gender and RTT initiatives that this programme can learn lessons from?

At the project implementation stage, monitoring compares the progress in relation to inputs, activities and outputs with reference to the purpose and goal of the programme. The implementation stage also involves an interim evaluation which will look at project process such as management strategies, personal appraisals and perception of the programme by various interest groups for the sake of making modifications and improvements. These issues are contained in the type of questions that are included in the following box.

**Box 15.2: Questions to be addressed for Gender M&E at Project Implementation Stage**

- ✓ Is the policy framework conducive for carrying out the activities of gender and RTT?
- ✓ If not, what are the policy changes recommended to offer an enabling environment for the project work?
- ✓ Are the project initiatives as they were proposed in the project document affordable to both men and women?
- ✓ What is the level of accessibility and control between men and women?
- ✓ How is level of the participation of men and women in the various project activities?
- ✓ Are the gender-relevant social and cultural constraints being addressed?
- ✓ Are there any planned initiatives which require to be changed arising from the reality for men and women?
- ✓ Are there any requirements or physical constraints arising during the project which were not planned for either men or women?
- ✓ Are the activities addressing both the practical and strategic gender needs?
- ✓ Do the men and women consider the project as addressing their felt needs?
- ✓ What impact is the project already having on the gender roles, division of labour and social/cultural set up of the community?

Evaluation should also be carried out to determine the short term and the long term impact at the project completion stage. The evaluation questions at this stage focus on the gender sensitivity of the project outputs. The following box compares the questions relevant for evaluating both the short term and the long term impact. The ex-post evaluation may be carried out a few years after the termination of project activities to assess the long term impact. The questions at this stage relate to the project stakeholders' ability, including women's groups, village or ward level structures and even households, to continue to address gender issues even after the project is completed.

**Box 15.3: Questions to be Addressed for Evaluation of the Short and Long Term Gender Impact of Projects**

<b>Questions focusing on Short Term Impact</b>	<b>Questions focusing on Long Term Impact</b>
<ul style="list-style-type: none"> <li>✓ Did the project bring about some policy changes to address gender and RTT?</li> <li>✓ What impact did this policy change create?</li> <li>✓ Was there any change in institutional mechanisms for addressing gender and RTT at the agency level or at the stakeholders' level?</li> <li>✓ Was there any increase or decrease in economic level for men and women as a result of the programme?</li> <li>✓ What socio-cultural changes did the programme have on the men and women, if any?</li> <li>✓ What technological changes did the project</li> </ul>	<ul style="list-style-type: none"> <li>✓ Were the women's capacity to work on their own strengthened?</li> <li>✓ Were the structures that had developed to deal with gender strengthened and still dealing with the issues?</li> <li>✓ Were the social and cultural changes that had evolved still prevailing?</li> <li>✓ Have the technological changes continued to be assessed and controlled by both men and women?</li> <li>✓ Is the level of participation of women still very high?</li> <li>✓ Have other agencies noticed the opportunity brought by the project</li> </ul>

<p>introduce and how were gender issues addressed with these changes?</p> <p>✓ What environmental changes did the project address and how were gender issues addressed with these changes?</p> <p>✓ What strategies and activities were used to address gender issues and what changes did they bring about?</p>	<p>transformation and have they moved in?</p> <p>✓ What does the community still feel about the project results?</p>
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*Developing an Independent Gender Sensitive M&E System in Cases Where the Project does not have an Overall M&E System*

This is not considered to be a good option for M&E because gender issues need to be part of the overall project M&E to avoid the issues being marginalized. The option however, remains necessary in cases where the project has no M&E system. The questions will be similar, but the main difference between the options is that in this case, there will be need for a lot more information that captures and describes the wider social and cultural, economic, institutional, political, technological and environmental contexts.

**Gender Indicators in RTT**

With the increasing adoption of the Logical Framework Approach (LFA), indicators have become a very important management tool. Indicators determine to what extent the objectives are being achieved in a programme at different times. These measurements may be quantitative or qualitative in nature. However, even where qualitative indicators are used, these should be made measurable as much as possible.

Indicators are meant to specify the performance standards to be reached to achieve the goal, purpose and outputs. Indicators should, therefore, specify:

- Target group (for whom),
- Quantity (how much),
- Quality (how well),
- Time (by when), and
- Location (where).

In the case of RTTP, the indicators should be developed in relation to the expected programme outputs of the programme. These expected outputs include:

- Create awareness on rural travel and transport,
- Improve access to goods and services by rural people both male and female,
- Increase access to income and improved livelihoods in rural households,
- Promote community managed maintenance programmes to promote sustainability,
- Improve mobility in rural areas,
- Develop policy framework that would promote rural travel and transport,
- Improve the planning, financing and provision for rural travel and transport programmes, and

- Document best practices of rural travel and transport.

Indicators can be either direct or indirect. Direct indicators reflect the changes sought by the project directly, but it might sometimes be impossible or uneconomical to measure change directly. In such cases, indirect or proxy indicators may be used.

Data collection methods are determined by the kinds of information or data needed to monitor change and progress. Principal data collection should combine both quantitative and qualitative methodologies. In selecting a particular combination, project staff need to consider how information is to be used and by whom and to assess these needs in light of budgetary and time constraints.

