Country Report 12: South Africa

GRTI Activities in South Africa

South Africa was funded through the Council for Scientific and Industrial Research (CSIR) in Phase II to carry out an assessment of the level of gender sensitivity in a selection of transport surveys and to analyze the survey instruments used to verify whether they reflected the transport needs of rural communities differentiated by gender. On the basis of the findings in Phase II, CSIR was funded further to develop best practices into survey guidelines in Phase III.

Assessment of Gender Sensitivity in a Selection of Transport Surveys

Background to the Project CSIR investigated the state of gender sensitivity in a sample of rural transport studies in Africa. The assessment was essentially a study of other studies. The objectives of the study were to consider to what extent projects undertaken by the RTTP and other programs in Africa consider gender issues in the data collection and analysis phases of the projects, to identify examples of good practices with regard to gender sensitive data collection and to make recommendations on how the quality of rural travel and transport surveys with respect to gender sensitivity can be improved.

The project consisted of 3 main tasks:

1. collect a sample of transport surveys and undertake the literature review,
2. construct a gender analytical framework for assessing gender sensitivity in transport surveys, and
3. review the sample of transport surveys using the analytical framework and draw conclusions and recommendations for further action.

The justification for the project rested upon the realization that since most transport investments are made on the basis of data collected and information generated, the impact of these investment decisions depends on the integrity of this process. Instruments employed to collect data and generate information are critical elements in this decision-making chain as they will determine, to a large extent, the reliability and validity of the data derived. It is thus important for survey instruments to be designed in such a way that they reflect the need to understand the transport needs of rural communities differentiated by gender.

Studies Selected for the Project

The sample of surveys selected for the analysis was very limited. Only 7 studies were analyzed and there was little geographical spread across the continent: 3 projects were from South Africa, while one study each came from Zimbabwe, Malawi and Tanzania with one study carrying out a comparative study using Nigeria and Ethiopia. Table 12.1 presents a summary of the studies included in the analysis.

Table 12.1 Studies included in the Assessment of Gender Sensitivity in Rural Transport Surveys in Africa

REPORT TITLE	COUNTRY	DATE	ORGANISATION
A Transport Provision Strategy for Rural Communities	South Africa	1995	National Department of Transport, Pretoria
Rural Transport Development: Lessons for South Africa	South Africa	1996	National Department of Transport, Pretoria
Improving Mobility and Accessibility for Developing Communities	Zimbabwe	1997	National Department of Transport, Pretoria
Towards a Rural Accessibility Planning Framework	South Africa	1998	CSIR: Transportek, Pretoria
Rural Travel and Transport in South-Western Nigeria	Nigeria & Ethiopia	2000	Transport Studies Unit, Ibadan, and RTTP Nigeria
Rural Travel and Transport Demand and Supply in Selected Districts in Malawi	Malawi	2000	Transport Research Laboratory, United Kingdom
Village Travel & Transport Project: Poverty Impact Monitoring Workshop	Tanzania	2001	VTTP, Tanzania

It should be noted that only surveys were considered so the methodological considerations were limited to collecting quantitative data. The study focused primarily on the following aspects related to the acquisition and use of data:

- *Survey design:* Do the questions asked enable the researcher to identify differential impacts by gender?
- *Survey methodology:* To the extent that this can be ascertained, how did the survey methodology [e.g. sampling frame or method of approaching respondents] introduce unintended gender biases into the results?
- *Survey analysis:* To what extent did the analysis of survey data allow the researchers to identify gender differences and how did this inform the outcomes and recommendations of the study?

Gender Analytical Framework

The project developed and employed an analytical framework to analyze the sample of seven studies collected. Four main aspects of each study were considered:

1. stated objectives, motivation and problem statement in terms of the gender dimension,
2. data collection issues, with particular regard to gender differentiation,

3. content of the surveys with particular concern to gender differences in division of labour, income, etc., and
4. incorporation of gender sensitivity in the analysis and conclusions / recommendations.

The analytical framework is presented in Figure 12.1.

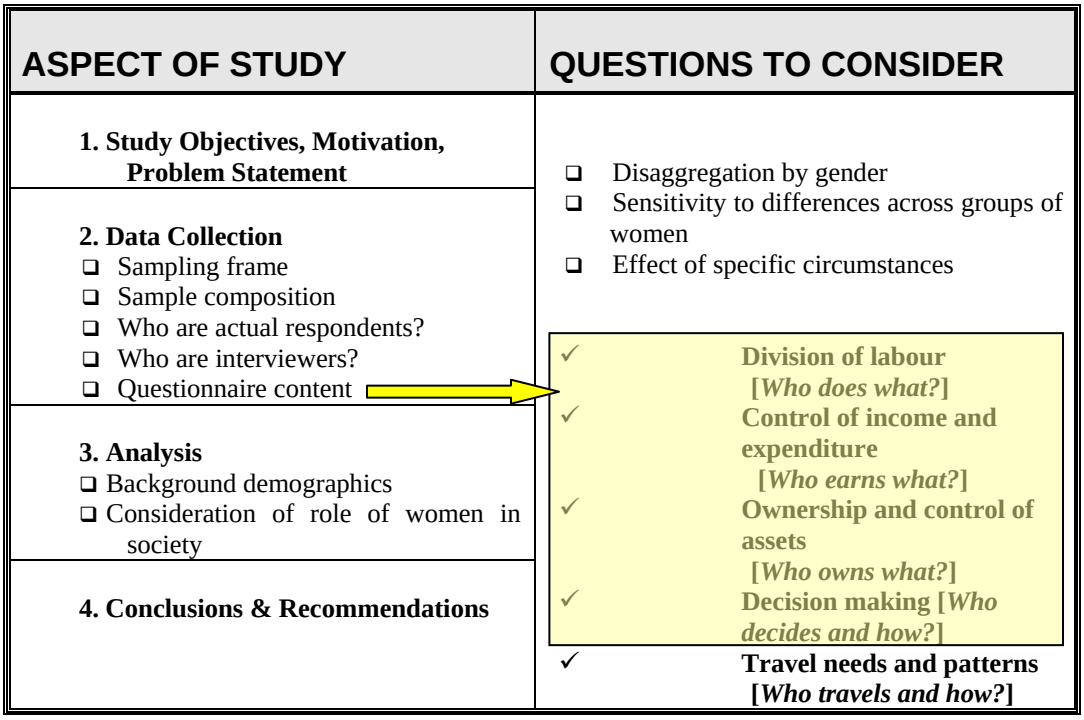

Figure 12.1 Gender Analytical Framework used for Assessment of Rural Transport Studies

Advantages of this gender analytical framework are that it incorporates a strong target group approach, while at the same time being flexible enough to account for differences across communities. Essentially, the gender analytical framework highlights roles and responsibilities of women and men and the incentive structure within which they operate; that is, the gender-based division of labor and gender-based access to and control of resources and benefits.

Findings of the Assessment of Gender Sensitivity

The following table summarizes the degree of gender sensitivity achieved by each of the sampled studies. The table shows the wide variation in the extent to which the selected studies considered gender issues in the questionnaire content. In general, a progression is evident from the earlier studies that almost completely excluded gender analysis from the study, to the later studies, which demonstrate a higher degree of gender sensitivity. To some extent it shows the progress that has been made in terms of gender awareness in the transport and research communities.

Table 12.2 Summary Table of Findings on Assessment of Gender Sensitivity in Studies of Rural Transport in Africa

DEGREE OF GENDER-SENSITIVITY ACHIEVED						
Study Location	**Respondent Identification**	**Household Composition**	**Household Head**	**Asset Ownership/ Income**	**Division of work**	**Travel & Transport needs & patterns**
KZN: SA [1995]	Respondent not recorded	No [gender not asked]	Not asked	No [gender not asked]	Not asked	No [gender not asked
Mineworkers: SA [1996]	Yes [assumed male]	Yes	Not asked	Not asked	Not asked	Asked only for respondent
Gutu: Zimbabwe [1997]	Respondent not asked	Yes	Not asked	No [gender not asked]	Not asked	Yes [only gender sensitive w.r.t. bicycle use
Northern Province: SA [1998]	Yes	Yes	Yes	No [gender not asked]	Yes [work trip recorded by gender]	Yes [trip survey]
Malawi [2000]	No [gender not asked]	Yes	Yes	Yes [only income, not expenditure]	Yes [only formal work]	Yes
Nigeria [2000]	Yes	Yes	Yes	Unknown	Yes [activity survey]	Yes [trip survey]
Tanzania [2001]	Yes [headman – assumed male	Yes	Yes	Yes	Yes	Yes

From the findings of the project, the following observations have been made:

- In terms of the institutional analysis, it was noted that many policy makers/planners assume that their work is gender neutral and that therefore it will have the same impact on all people. They do not perceive the link between their objectives such as building transportation infrastructure or improving literacy and the inequalities between women and men. They thus need to be sensitized to gender issues to enable them to pro-actively seek to generate corrective measures to mainstream gender sensitivity. Invariably, this begins with an institutional analysis from a gender perspective followed by capacity building highlighting specific measures to involve and enhance women's participation at all levels.

- From the point of project design and motivation, the studies reviewed indicated that there was hardly any specific mention of gender sensitivity and the likelihood was high that it either received scant regard or was disregarded altogether.

- The choice of data collection methods clearly indicated a preference for household questionnaires. In most of the studies reviewed for this project, these household questionnaires were directed at the head of the household. The respondent's gender was not always recorded and never taken into account in interpreting the responses. The likelihood that this may affect the quality of some data as well as the failure to capture household dynamics was identified as a major constraint in such studies. The observed limitation of the household surveys analyzed in the project points out the need to ensure that females and other members of the household are involved in the data collection process.

- There is a need to use qualitative methods in addition to the survey method. One example is to use activity diary methods, which can be considered one of the best practices for obtaining a very detailed and disaggregated understanding of activities and travel burdens of men and women. What could need strengthening is the analysis of this data to produce more rigorous guidelines for future transport and development interventions in each study area, especially in terms of the likely effect on men and women. The importance of employing other methods of data collection was also demonstrated in the analysis. Data collection, which involved in-depth interviews with key informants such as teachers, religious leaders, local businessmen and women, or councilors, and participatory methods, including focus groups yielded insightful results.

- Most of the studies reviewed stated that they employed random sampling to choose households to be surveyed. Yet the absence of an objective sampling frame [e.g. lists of households] raises questions about the possibility of introducing coverage or sampling bias. This could unintentionally skew data and impoverish the analysis of gender differences as in the case where female-headed households are in the minority and thus make up too small a portion of the sample to allow good analysis of the particular problems. In this regard, it would be useful to employ stratified sampling techniques to ensure that all major categories of people are covered.

- Questionnaires should be designed to avoid being long and cumbersome but yet not sacrifice the inclusion of gender-sensitive questions. The balance of evidence from the analysis suggests that adding gender-sensitive elements to the questions only marginally adds to the length of the questionnaire and yet the rewards in terms of deeper understanding of the issues can be substantial.

- It is important to indicate the time and season of the interviews as these two elements influence the interpretation of the responses. At different times of the day or year, there will be variations in activities of males and females and in the conditions affecting their transport-related needs and problems.

- The review of studies showed that the inclusion of gender sensitive questions in a survey does not necessarily lead to good gender analysis. It seems that the analysis of many rural surveys particularly in relation to the examination of the differences between subgroups in the sample, could be improved through building of research capacity.

Conclusions and Recommendations

The main conclusions and recommendations of the study are the following:

- When gender is not specified explicitly in the conceptualization, development and implementation of policies, programs or projects, the likelihood that it will either be afforded scant attention, or be omitted altogether is very real. Clearly,

mainstreaming gender concerns is pivotal to the success of development endeavours. It is recommended that:

1. gender-sensitivity issues should be mainstreamed by way of integrating gender concerns into every aspect of an organisation's / program's / project's priorities and procedures (including survey instruments), and
2. gender sensitivity training should be imparted to policy makers / planners in institutions charged with rural development.

- There is a dearth of relevant and accurate gender-sensitive travel and transport information to aid decision-making and planning in rural areas. It is recommended that the information base for planning be strengthened by way of employing robust data collection methods, e.g. designing and implementing gender analytical frameworks.

- Because people's behaviour (including enumerators) is often circumscribed by the way they are socialized, their view of things is carried over to the field and influences the way they ask questions. It is recommended that:

1. gender sensitivity training be imparted to interviewers, both male and female,
2. a 'good practice' typical questionnaire that can be adapted to fit specific circumstances be developed and disseminated to institutions charged with rural development, and
3. a gender-sensitive manual for training enumerators be developed and implemented on a pilot basis.

The study identified several instances of what were considered good practices, but also identified a number of points on which the state of the practices can be improved. One significant recommendation was that "best practice" questionnaire guidelines should be developed for project leaders and researchers, and that attention be paid to disseminating the guidelines within the RTTP community and outside. The proposal for the Phase III project, therefore, was an output of the work in Phase II.

'Best Practice' Gender-Sensitive Research Guidelines

The proposal for Phase III from CSIR was designed to build upon the findings of Phase II to design a gender sensitive methodology for better studies in the area of gender and rural transport. The objectives of the Phase III work were set as:

- Developing a set of "best practice" guidelines for designing, executing and analyzing rural transport surveys in a gender sensitive manner;
- Testing the guidelines and the derived survey instrument in a field test in South Africa; and
- Preparing the output in the form of visual material that can be used directly in the training of project leaders and staff.

The project would consist of 4 stages:

1. Examine best practices in gender-sensitive data collection: The GRTI Phase II project identified some studies that used good practice in gender-sensitive data collection. The project team would interact with RTTP personnel involved in these studies to understand in more detail their experiences of what worked and what did not; and of which methodological issues need resolving. The outcome of this step is to gather a knowledge base of best practice.

2. Develop best practice guidelines and exemplary survey instrument: The best practices will be compiled into guidelines which will seek to give advice to project leaders and survey staff on methods to ensure gender sensitivity during the following stages of data collection – problem definition, survey and instrument design, sampling and survey execution, and data analysis.

3. Test best practice guidelines and exemplary survey instrument: The guidelines and instrument would be tested locally during a rural transport strategy development project.

4. Finalize and package best practice guidelines and exemplary survey instrument, including materials for workshops on gender sensitive data collection and analysis.

The final report for Phase III is still being expected.