



Transport: A Game Changer for Women's Economic Empowerment



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Sustainable Development Goal 9:

Build Resilient Infrastructure, Promote Inclusive and Sustainable Industrialisation and Foster Innovation

'Closing the gender gaps in the economic domain will not only advance women's economic empowerment but also support progress towards achieving many of the Sustainable Development Goals that are essential for inclusive and sustainable growth – a key policy objective embraced by the global community'
UN High Level Panel Final Report, March 2017¹

'All our economic development work will tackle gender discrimination and work to deliver safer, more secure and higher return work for women', Economic Development Strategy: Prosperity, Poverty and Meeting Global Challenges, DFID, 2017².

Overview

This Briefing Note provides guidance on how to accelerate Women's Economic Empowerment through DFID's investments in the transport sector. It is one in a series of ICED Briefing Notes designed to support DFID's implementation of its Economic Development Strategy.

The note is aimed at supporting DFID advisers and programme managers working on women's economic empowerment, infrastructure and urbanisation for economic development. It sets out tangible opportunities for transport infrastructure to deliver positive impacts for women, presenting the integration of women's economic empowerment as an important and integral consideration for all transport infrastructure programming.

Transport infrastructure can enable women to become economically empowered - adequate, affordable and well-designed infrastructure can serve as the first step for poor women to access expanded opportunities³. Poorly planned and managed transport infrastructure can exclude women from socio-economic gains and drive a wedge between the rich and the urban and rural poor, worsening inequality and reinforcing harmful social norms.

Using the three levels of ambition⁴ set out in the ICED Gender and Inclusion (G&I) Framework, for addressing women's economic empowerment through infrastructure investment, this Briefing Note illustrates what good practice transport programming might look like, highlighting critical lessons and recommendations. It builds on previous work by the ICED Facility on 'Infrastructure as a Game-Changer for Women's Economic Empowerment for the UN High Level Panel (HLP) on Women's Economic Empowerment⁵.

Through investment in transport, DFID can address barriers to women's economic empowerment and respond to priorities set out in the DFID Economic Development Strategy, the UN High Level

¹ UN Secretary General's High Level Panel on Women's Economic Empowerment, (2017), Leave No One Behind: Taking Action for Transformational Change on Women's Economic Empowerment, New York, UN

² DFID 2017, Economic Development Strategy: Prosperity, Poverty and Meeting Global Challenges, London.

³ Mohun R & Biswas, S (2016) Infrastructure: a Game-changer for Women's Economic Empowerment, a background paper for the UN Secretary-Generals' High-Level Panel on Women's Economic Empowerment, prepared by the DFID-funded Infrastructure and Cities for Economic Development (ICED) facility.

⁴ The ICED G&I Framework guides programmes from minimum compliance, to empowerment to transformative change

⁵ Mohun R & Biswas, S (2016) Infrastructure: a Game-changer for Women's Economic Empowerment, a background paper for the UN Secretary-Generals' High-Level Panel on Women's Economic Empowerment, prepared by the DFID-funded Infrastructure and Cities for Economic Development (ICED) facility.

Panel on Women’s Economic Empowerment reports, and the wider global agenda.

Transport investments can contribute to the **seven drivers of women’s economic empowerment**. The diagram below highlights the relevance of transport to each of the drivers identified by the High Level Panel.



Source: Leave no one behind: A call to action for gender equality and women’s economic empowerment. (2016) Report of the UN Secretary-General’s High Level Panel on Women’s Economic Empowerment

These issues will be explored in more detail in the sections below.

The Opportunity Costs of Ignoring the Gender Dimensions of Transport

Often gender considerations are not taken into account because there is a lack of awareness and understanding of what difference a gender perspective brings. Sometimes it is wrongly assumed that gender is not relevant or that a gender-neutral approach is sufficient. In time and budget-stretched ministries, with weak capacity, human resource constraints and competing priorities, integrating gender may seem unrealistic, over-complicated or an unaffordable luxury.

The evidence shows that ignoring gender differences in transport planning and operation is a

missed opportunity for growth and women's economic empowerment⁶. Infrastructure investment becomes less effective and has less impact particularly on poor and excluded people, many of whom are women. It may result in increased exposure to violence and harassment for women (and for other vulnerable groups including the elderly, children and people with disabilities). Extended journey times can also do harm to the health and productivity of the workforce (stress, sick leave, impacts on concentration etc.) and it can reinforce existing gender discrimination.

Understanding the consequences and opportunity costs of a gender blind or gender neutral approach is important to avoid past mistakes and helps to build commitment and action for improved transport planning and management.

For DFID programmes, the economic opportunity cost is extraordinarily high. Globally, there is a strong positive correlation between women's position in society and economic growth.⁷ This is **emphasized in DFID's Economic Development Strategy 2017** which states that "countries that empower girls and women gain economically, and better incomes for women lead to greater investments in human capital for the next generation".

A gender neutral/ blind approach represents **poor value for money** from an economy, efficiency, effectiveness *and* equity point of view. Such an approach **contravenes the Gender Equality Act (2014)**. This requires all development-funded programmes consider the differentiated gender impact on women and men and the relationship between them. The Senior Reporting Officer (SRO) must be satisfied the programme does no harm and does not worsen discrimination⁸.

The move from being Gender Act compliant as a basic minimum, towards a more transformative approach, is more complex and may **require more specialist social development inputs**, but emerging evidence demonstrates that this results in improved development outcomes for women, their families and the economy. It also can **protect DFID and HMG from reputational risks** through social and environmental safeguarding particularly with regard to child protection and people trafficking (see Annex 1).

Thinking about transport as a means of unlocking women's economic potential

There are several key barriers that gender sensitive transport investment planning can potentially address and, in so doing, help unlock and drive women's economic empowerment.

Reducing Time Poverty

As women remain the primary caregivers for young and old across the global south, the single factor of time is of material economic importance at the household level and has a significant impact at the aggregate level⁹. **Transport provision and improvement can reduce the time women spend on domestic tasks¹⁰** and can free up time for income earning economic activities.

⁶ Jacobson, J Mohun, R & Sajjad, F (2016) Infrastructure: A Game Changer for Women's Economic Empowerment, scoping report for the DFID-funded ICED facility

⁷ McKinsey Global Institute (2015) 'How advancing women's equality can add \$12 trillion to global growth' ; also World Economic Forum (2015) <https://reports.weforum.org/global-gender-gap-report-2015/the-case-for-gender-equality>

⁸ Gender equality Act 2014 <http://services.parliament.uk/bills/2013-14/internationaldevelopmentgenderequality.html>

⁹ Antonopoulos, R. (2009) The Unpaid Care Work-Paid Work Connection. ILO

¹⁰ Fontana and Natali (2008) Gendered Patterns of Time Use in Tanzania: Public Investment in Infrastructure Can Help. Institute of Development Studies

Access to and use of transport resources is highly gendered with resulting impacts on time available for economic activity. Women are less likely to own a vehicle or have a license to drive it. Non-motorized transport is their primary mode for travel to work and non-work destinations¹¹, with women more likely to walk to destinations than men. Providing transport options that reduce the amount of time women spend on travelling to work, fulfilling their care responsibilities and other duties will free up time for productive activities.

Mobility

Women's daily travel patterns are different and often more complex than those of men as they combine care and household responsibilities with economic and income earning activities and other commitments. Women are more likely to make shorter, more frequent trips to multiple destinations (also known as 'trip chaining'). Improvements in transportation infrastructure and services can have significant knock-on effects on women's physical mobility. More efficient transport helps women balance economic and education activities with caring responsibilities¹². It also has the potential to increase social mobility when combined with skills training, capacity building and social norm change¹³.

Affordability and Accessibility

The quality and cost of access to services are critical to the potential for transport investments to impact low-income and marginalised groups, whose members are disproportionately women. Costly, unaffordable fare systems that do not consider transit or multi-stop journeys can constrain their mobility. A lack of investment in public transport and non-motorised infrastructure disproportionately affects women given their lower disposable income and greater dependency on walking and public transport¹⁴. The cost of transportation to the city's commercial centre affects women's entry into employment and education and limits access to markets and productivity gains for women in the economy. Poor and inefficient access to markets for women – the source of employment for the vast majority of women in developing economies - is also a major contributory factor to under-productivity in this part of the economy.¹⁵

Safety and exposure to risk

The perceived and actual risk of gender-based violence has a significant impact on women's economic participation. It has been estimated that violence against women and girls (VAWG) costs the global economy USD 8 trillion annually¹⁶. Various transport studies show that while men prioritize transport efficiency, women prioritize safety in their respective travel decisions. More women than men depend on public transport¹⁷ and face greater risks of gender based violence on these modes of transport. A fear of violence, prevalence of sexual harassment and safety concerns are real barriers to women's mobility and access to public transport¹⁸.

Gender sensitive, inclusive transport services have the potential to create safer environments for women (as well as children, the elderly and people with disabilities) – reducing perceived and real risks of danger to life as well as physical and sexual harassment and assault, at and around

¹¹ Anand, A. and Tiwari, G. (2006) A Gendered Perspective of the Shelter-transport- Livelihood link: The Case of Poor Women in Delhi, Transport Reviews Vol 26, No 1

¹² Ibid

¹³ Action Aid (2016) Freedom to Move; Women's Experience of urban Public Transportation Bangladesh, Brazil and Nigeria and how Lost Tax Revenues Can Pay to Improve it

¹⁴ Asian Development Bank (2013) Gender Toolkit: Transport. ADB: Manila. Available online at: www.adb.org/documents/gender-toolkit-transport-maximizing-benefits-improved-mobility-all

¹⁵ WIEGO (2014) Statistics on the Informal Economy: Definitions, Regional Estimates and Challenges. Available on line at: <http://www.wiego.org/publications/statistics-informal-economy-definitions-regional-estimates-challenges>

¹⁶ Fulu, E, Kerr Wilson, A (2015) What Works to Prevent Violence Against Women and Girls? Evidence Reviews Paper 2 Interventions to Prevent VAWG, Pretoria: What Works to Prevent VAWG

¹⁷ Anand, A. and Tiwari, G. (2006) A Gendered Perspective of the Shelter-transport- Livelihood link: The Case of Poor Women in Delhi, Transport Reviews Vol 26, No 1

¹⁸ Asian Development Bank (2013) Gender Toolkit: Transport. ADB: Manila. Available online at: www.adb.org/documents/gender-toolkit-transport-maximizing-benefits-improved-mobility-all

transport hubs, and on transport facilities¹⁹.

Social norms around economic participation

The construction and maintenance of transport infrastructure can yield **new opportunities for labour market participation**. Although a male domain in some contexts, the physical process of designing, constructing and maintaining infrastructure increasingly involves women as planners, engineers, contractors²⁰, semi-skilled and skilled workers²¹ and supervisory engineers. Maintenance of transport infrastructure provides opportunities for quality and more long term employment for women across a range of skills – from labour based works to more skilled machine-based maintenance. This demonstrates the potential for women to successfully break gender barriers and enter traditionally male dominated sectors. In some countries, such as India and Ethiopia, women are employed in large numbers in transport sector construction. To grow the number of quality jobs in construction, ongoing efforts to train, build the capacity of, and connect women workers with employers and with their industry peers are necessary.

Women are also breaking into more quality jobs in the transport sector: taking on roles as bus drivers, ticket collectors and taxi drivers. These initiatives are growing across Africa and Asia, providing new employment opportunities, increasing safety and convenience for women passengers as well as contributing to changing social norms.

Planning, policy and decision-making for a gender-sensitive transport sector

A lack of women's participation in the municipal planning process can lead to **inappropriate transport services that reinforce barriers to women's access to job opportunities and markets**. Examples that disproportionately affect women include, but are not limited to: lack of pedestrian pavements (women are more likely than men to walk/use public transport); inadequate lighting in streets (increased risk of violence); insufficient bus stops with long walking distances from people's homes; lack of integrated transport routes whereby transport stations are located away from key services such as schools, health centres, resulting in long walking time; lack of parking facilities for intermediate means of transport such as bicycles; and inadequate traffic calming measures and pedestrian road crossings²² By increasing women's participation in the planning and decision making process (such as through consultation processes, the use of surveys, representation on planning committees etc.) public transport design and services can better support women's economic activity and ease the balance with domestic responsibilities.

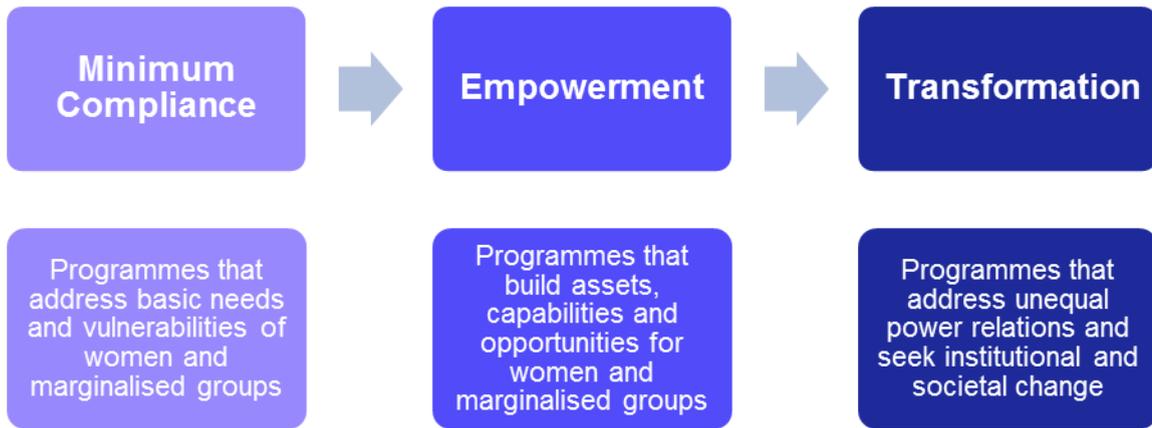
Getting the most out of transport investments: making use of the ICED Gender and Inclusion framework

The ICED Gender & Inclusion Framework is a useful tool that has been developed to illustrate the three different levels of impact and ambition that infrastructure investment can have on women's economic empowerment. It acknowledges that all DFID transport programmes should respond to the needs and vulnerabilities of marginalised groups as a minimum requirement. However, it also encourages those planning and designing infrastructure and urban programming to consider extending potential gains for women and other marginalised groups by going beyond the basic 'do minimum', to approaches that will additionally result in 'empowerment' and 'transformation' where possible (see Annex 1 for more detail).

¹⁹ Fraser, E, Viswanath K & MacLean, L (2017) Violence against Women and Girls Infrastructure and Cities Briefing Paper, ICED

²⁰ <http://www.sparcindia.org/houseing.php>

²² ActionAid (2016) Freedom to Move Women's experience of urban public transport in Bangladesh, Brazil and Nigeria, and how lost tax revenues can pay to improve it. Available online at: <http://www.actionaid.org/publications/freedom-move>



The table that follows illustrates what 'good' might look like for transport investments at each of these levels of ambition, recognising overlaps.

	‘Do Minimum’ Programmes that address basic needs and vulnerabilities of women and marginalised groups	‘Empowerment’ Programmes that build assets, capabilities, and opportunities for women and marginalised groups	‘Transformation’ Programmes that address unequal power relationships and seek legal, institutional and societal level change
 Time	Reduced journey time for women through increased frequency of and access to public transport services e.g. increased bus-stops in peri-urban areas; out of rush hour services to help facilitate domestic/care work tasks	Increased transport options for women e.g. motorbike taxis /taxis driven for and by women to facilitate female commuters	Systematic use by transport agencies /municipalities of time-use surveys to ensure transport options that reduce women’s time poverty and make women’s travel needs central to planning; transport systems and services that respond to women’s productive and domestic responsibilities
 Mobility	Appropriate design for non-motorized transport (NMT) users, disproportionately women e.g. pavements, street lighting, cycle lanes	Integrated public transport systems that enable ‘trip-chaining’	Strategic planning of major transport programmes with local women’s groups to improve women’s physical mobility; Improve social mobility by integrating with higher level skills training & social norm change campaigns
 Affordability & accessibility	Fare systems that enable transit or multi-stop journeys to respond to women’s more complex travel patterns; tailored fares for children.	Awareness raising to encourage employers to facilitate women’s travel to and from work (travel subsidies, flexible working hours to avoid peak times etc.) and to balance economic and domestic responsibilities	Prioritise investment in affordable & safe public transport and non-motorised infrastructure to and from commuter zones especially peri urban informal settlements Formal recognition & planning for transport needs of informal economy
 Safety	Improve safety at and around transport hubs including bus stops e.g. street lighting Plan road crossings with safety in mind, e.g. open truss bridges and not underpasses	Use transportation infrastructure to raise awareness of VAWG and to advertise and educate e.g. zero-tolerance posters on buses, hotline numbers for complaints on public transport Work with transport workers to report GBV, trafficking and sexual exploitation Female staff visible on public transport and delivering front line services	Trained transport workers and agency staff on impacts of VAWG and harassment on women’s economic activity; transport agency/company enforces zero-tolerance policy with respect to sexual harassment
 Social norms around economic participation	Ensure appropriate safeguards are in place to mitigate and address risks to women working in the transport sector, including sexual harassment policies, reporting frameworks and robust grievance mechanisms	Use transportation infrastructure and service investments (planning, construction, operation and maintenance phases) to create jobs for women, promote image of women in perceived male-dominated jobs; facilitate women’s economic participation in these roles e.g. quotas, women contractors to bid for transport sector construction contracts, women ticket collectors/ drivers etc.	Unions, collective action and dialogue around women’s economic participation in the transport sector Protective legal and policy frameworks in place to support women workers. Workplace changes to support social norm change at scale in transport sector
 Planning, policy & decision making	Consult women on transport use and needs from public transport Gender sensitive transport studies	Lock in female representation on transport planning committees at national and sub-national levels Participatory analysis of gender barriers & solutions with women’s groups	Enable public sector transport agencies to understand and address both men and women’s transport use in planning e.g. Engage staff in awareness raising exercises; gender integrated into guidelines; systematic engagement with women’s organisations Use resettlement as an opportunity for progressing gender equality e.g. land titling for women; planning for female homebased workers.

Case Studies: From Minimum Compliance towards A Transformative Approach

A number of illustrative case studies have been put together to demonstrate how programmes can go beyond the do minimum to actively supporting women's economic empowerment and in some cases, moving towards transformative change.

Case Study 1: The Gender Action Plan for the Ho Chi Min City Metro Rail Transit Line illustrates how a gender sensitive approach was integrated into the planning stage of this ADB funded urban transport project in Vietnam. As well as meeting do minimum gender requirements the Gender Action Plan has been designed with women's economic empowerment in mind and provides some good examples of appropriate measures. The case study also illustrates the importance of locking in good intentions through accountability mechanisms across the project life cycle.

Case Study 2: The Mumbai Urban Transport Project Resettlement provides an example of transformative approaches to gender. Notably, it facilitated **collective action** working through women's organisations to build women's confidence, leadership and engagement in local governance. It helped to improve public service provision by holding service providers to account. It also shifted **social and cultural norms** in the community and policy and practice within the government institutions. At the same time, it meant the project was more efficient and reduced both costs and risks associated with delays due to community resistance to displacement and land disputes.

Case Study 3: is an example from DFID Uganda where steps are being taken to raise the level of ambition on transport programming to address child exploitation and gender based violence on road programmes. This is an example of moving from minimum compliance, through the development of a safeguarding action plan, towards a potentially transformative approach that embeds improved procedures and safeguards within road sector programming.

Case Study 4: is from an EBRD public sector partnership that has supported women's employment in the passenger transport sector in Kazakhstan. As well as providing an example of an employment focused approach to transport provision, the opportunity was also seized to create opportunities for women to take on non-traditional roles in the transport sector, thereby contributing to transformational change through shifting social norms around women in the work place.

The case studies are intended to provide a range of examples to help stimulate ideas of what good transport investments look like. For more examples, please see the ICED Women's Economic Empowerment Scoping Report 2016. ICED also plans to build up further case studies and resources over time that will be available online for DFID advisers.

Case Study 1: Gender Action Plan for Viet Nam's Ho Chi Min City Metro Rail Transit Line: Building the Foundations for women's economic empowerment: An Empowerment Approach to Infrastructure Planning and Management

The Asian Development Bank (ADB) funded urban transport project in Ho Chi Min City illustrates how gender and women's economic empowerment can be incorporated into project design from inception to delivery – including the construction and operational phases.

The Gender Action Plan for the programme provides a good example of how transport infrastructure planning and development can set the stage to move beyond compliance to empowering approaches, building women's employment opportunities and assets. The example also illustrates that for the good intentions at design and planning stage to be translated into practice, it is important to have robust follow through mechanisms and systems put in place. Writing these requirements and ambitions into the procurement instruments is a key tool to support actual delivery.

The Gender Action Plan (GAP) included clear targets, quotas, gender design features and quantifiable performance indicators to address women's travel needs and facilitate their participation. Some of the key elements of the GAP were:

- A comprehensive gender analysis at the preparatory stage addressing separate male and female transport needs, patterns and constraints, including safety and security issues for women;
- Gender sensitive infrastructure design, including, separate male and female toilets, women only waiting spaces, adequate lighting in platforms, stations and surrounding areas, child friendly access and facilities, shop spaces for female owned/run businesses, etc.;
- 30% jobs allocated for women as, ticketing staff, station attendees, supervisors and as maintenance and operations staff;
- All construction contracts for MRT civil works to include gender specific labour codes with 20% of jobs in civil works allocated to women;
- Inclusion of gender issues in the integrated sustainable urban transport study to identify measures to improve urban public transport including inter-modal transport and far system;
- Information campaigns on human trafficking and HIV/ AIDS developed and delivered with gender related content.

Practice short of Intention?

The project provides a good example of how gender can be mainstreamed in urban transport investments right from the start, and if implemented well, can have empowering, if not transformative outcomes.

At the planning stage, this project has all the hall marks of moving from the minimum compliance framework towards empowerment, whereby women have the opportunity to participate in the consultation process and various measures have been put in place such as gender quotas in employment that directly contribute to women's economic empowerment. In breaking gender stereotypes in civil and engineering works the project begins to move into transformational space by tackling gender norms and challenging occupational stereotypes. To be further transformative, more could be done to enable women's substantive representation in decision making bodies and to foster active participation as key stakeholders in project design, planning, monitoring and evaluation including through collective action.

Evidence on how and whether the project was implemented according to the Gender Action Plan (GAP) is hard to come by. However, ADB sources report that GAP implementation is underway and efforts have been made to ensure there are accountability mechanisms in place throughout the programme life cycle to lock in gender aspects and to hold the developer/ investor/ public provider to account for meeting those targets and conditions. Though this has been challenging due to the project's complexity (in term of scale, size, technical issues in contracts etc.), getting these components written into the tender documents and the Terms and Conditions in the procurement process is an important mechanism for ensuring implementation.

Key Source: ADB. 2011. *Viet Nam: Making Urban Transport Work for Women, Ho Chi Min City Metro Rail Transit Line – 2011*. Available online at: www.adb.org/results/viet-nam-making-urban-transport-work-women-ho-chi-min-city-metro-rail-transit-line-2011

Case Study 2: Mumbai Urban Transport Project Resettlement: Urban planning and Management for Women's Economic Empowerment: A transformative approach?

Mumbai is one of the largest and most crowded cities in India. Public transport in the form of rail and bus services are the backbone of this city's economy, as they jointly facilitate 88 percent of the region's motorised personal trips. Within this context, the World Bank funded Mumbai Urban Transport Project Resettlement (MUTPR) programme (2002-2009) aimed to facilitate urban economic growth and improve quality of life by fostering the development of an efficient and sustainable urban transport system. This programme illustrates how municipal authorities can work collaboratively with affected residents supported by civil society organisations to mitigate resettlement issues. It provided complementary measures to enable women's voice, visibility and meaningful participation throughout the project. It supported women's empowerment by creating economic opportunities, building their assets – social, physical and financial and increasing their choice and agency. It also supported genuine transformation through collective action, with land titling and ownership for women and systemic changes within the Mumbai municipality policy and practice to adopt a gender sensitive approach.

Promising transformational practice?

- The Mumbai Metropolitan Regional Development Authority (MMRDA) established working relationships with civil society organisations including a women's association (Mahila Milan), the National Slum City Dwellers Foundation (NSDF), and a Slum Resettlement Society for the orderly resettlement of over 60,000 people using a strong participatory process and community mobilisation, linking local, national and global advocacy, experience and support.
- Households surveys (including sex disaggregated data) were conducted at the preliminary stage to gather socioeconomic data and information on project-affected households for evidence-based planning and development,
- The resettlement plan ensured that final resettlement properties were registered under both husbands and wives' names supporting long term systemic shifts in power relations and collateral. Resettled households were provided with maintenance and management grants to manage their new buildings and assets on a sustainable basis for increased choice and control.
- Importantly, there was a focus on livelihoods. MMRDA set up a separate department for providing post-resettlement support to the relocated communities. MMRDA formed a women's industrial cooperative called SANKALP which started micro-credit and micro-enterprise activities. It also worked with women's organisation Mahila Milan, which played a vital role in promoting parallel micro-credit activities among 10,000 resettled women. The organisation also established food banks and initiated a nursery for children to enable mothers to engage in paid work. Women also played a larger role in environmental management and resettlement of townships.
- An Independent Monitoring Panel was established to regularly monitor the impacts of the project as well as an independent grievance mechanism, which all helped in enhancing the credibility and accountability of the project.

This project highlights how effective programme delivery can be achieved through collaborative efforts between the affected communities, government authority and local and community and women's based organisations. A subsequent project assessment (IEG, 2016) report showed that there had been positive impacts due to improved transport infrastructure, whereby in general overcrowding in trains and buses had reduced; and improved access had allowed many women in resettled communities to secure jobs in the formal sector that paid more and in some cases had additional benefits. It also highlights how holistic interventions that provide complementary measures can unlock economic empowerment benefits for women in particular.

This project moves well beyond minimum compliance towards transformation as various measures were put in place to address unequal gender relations. For instance, resettlement properties were titled under both husbands and wives names, which is an important step in addressing the gender differences in access to assets and resources that perpetuate unequal power relations. Women's collective role as key agents of change is a further highlight.

Main Source: World Bank (2010) *Making Transport Work for Women and Men Tools for Task Teams*. Washington, DC

Case Study 3: DFID Uganda's Safeguard Action Plan for infrastructure programming

In November 2016, DFID Uganda approached the ICED Facility to support the preparation of an office-wide Safeguards Action Plan to strengthen DFID Uganda's risk management approach and oversight capacity on safeguards, specifically for infrastructure programmes delivered through partners such as the Uganda National Roads Authority (UNRA), African Development Bank (AfDB) and TradeMark East Africa (TMEA).

During this work, it was agreed that under a second phase of support, ICED would assist DFID Uganda not only to implement the Safeguards Action Plan, but also influence and enhance collaboration with partners, and share learning with wider DFID country offices. Whereas Phase I focused primarily on social safeguards, Phase II includes both Social and Environmental Safeguards for infrastructure projects and draws upon more sector and country specific expertise within the ICED Facility.

In addition, the Phase II work includes the design of an initiative or programme to raise ambition and further address child exploitation and GBV on road construction programmes. This constitutes a mini-scoping exercise to recommend how DFID can best support GBV efforts linked to the road sector and to inform the design of such support in future. We will explore what other donor programmes and NGOs are currently doing in this space, identify capacity or implementation issues, and assess where DFID's comparative advantage may lie. This work demonstrates DFIDU's commitment and ambition on tackling GBV and child protection on infrastructure programmes, and forms part of the DFID-wide increased interest in rigorous risk management and safeguards as DFID moves to expanding the portfolio on infrastructure and economic development

Source: Fraser, E, Viswanath, K, MacLean, L (2017) Violence against Women and Girls, Infrastructure and Cities Briefing Paper, March

Case Study 4: EBRD and Public Sector Partnership – Supporting Women's Employment in the Passenger and Transport Sector in Kazakhstan

The European Bank for Reconstruction and Development (EBRD) partnership with the city transport operator in Almaty provides an example of how a transport initiative contributed to transformational change through shifting social norms around women in the work place.

From 2013 to 2015 the EBRD provided \$160 million to Almatyelectrotrans (AET), public transport operator for the City of Almaty, Kazakhstan, to strengthen its capacity to ensure equal opportunity for its workers. Critically, the funding was given on the condition that the company actively encourage and introduce women drivers into its bus operations.

In response, AET took a series of measures to economically empower women in traditionally male-dominated roles, such as in the Heavy Goods Vehicles (HGV) sector where Kazakh law prohibits women from driving HGVs, and build capacity. Notable interventions under the initiative included:

Proactive recruitment and outreach to women - AET changed its advertising to make it clear that 'women are welcome to apply' and held its first Open Day for job seekers at the company's headquarters so potential applicants could have face-to-face contact with AET managers and staff.

New company policies and procedures - AET has allocated management responsibility for ensuring equal opportunities and has introduced a new company policy on equal opportunity that includes a zero tolerance approach to sexual harassment, collection of sex-disaggregated workforce data and a new grievance mechanism for workers to raise issues of concern.

Improved facilities for women and men - AET conducted an audit of toilets, common areas and other facilities on all its routes and upgraded facilities that were in need of refurbishment.

Capacity building and training - as part of the EBRD project, consultants provided training and workshops on different aspects of equal opportunity to AET's senior management and human resources department; and Senior managers at the Almaty Vocational Training College for Passenger Transport, which is the training provider for new AET drivers.

Resulting from the initiative, the first woman bus driver was recruited in 2015 and there have been plans to recruit additional female drivers going forward. The company has also seen an increase in the proportion of women in management roles increase from 19% to 28% and the recruitment of women into previously all-male teams, such as technical maintenance.

This case study demonstrates how transport providers and agencies can move well beyond the do minimum requirement, to empowerment and transformative approaches, as AET worked to change perceptions around suitable professions for women in the transport sector and remove legal barriers to women's employment

Source: Jacobson, J Mohun, R & Sajjad, F (2016) Infrastructure: A Game Changer for Women's Economic Empowerment, scoping report

Conditions for Long Term Success

This section concludes the Briefing Note by presenting the key conditions for long terms success for transport sector investment to promote women's economic empowerment and inclusive growth. **It illustrates how teams can use the Gender and Inclusion framework to think through levels of ambition on gender** outcomes and to identify possible entry points from minimum compliance, to empowerment to a transformative approach and what good might look like for each level. Lessons for unlocking the empowering and transformative potential of transport infrastructure include:

Carry out infrastructure planning with gender and women's economic empowerment in mind from the outset. Recognise women's multiple roles – as carers, and as workers, producers, employers, entrepreneurs. Involve women to build in gender sensitive approaches to respond to this from the start, for example as seen in Case Study 1 where gender-sensitive infrastructure design included adequate lighting on platforms, child friendly access etc. (*Do Minimum Level 1*)

Ensure social and environmental safeguards are in place (working to IFC Performance Standards) to mitigate and address risks. Include sexual harassment policies, environmental and social impact assessment procedures and robust reporting frameworks to translate intention into practice. (*Do Minimum Level 1*)

Identify ways for women to benefit economically through improved design to access social services, jobs and markets, but also through identifying opportunities during the construction, operation and maintenance phases. Draw on mechanisms such as quotas and targets to secure these gains. Create opportunities to open up higher value employment opportunities for women in non-traditional roles that also contribute to transformational social norm change. (*Empowerment Level 2*)

Support engagement with women's organisations and alliances (collective action). These help to amplify women's collective voice and grow their organisations to demand improved services and access to infrastructure. These organisations **build women's capacity to**

collectively organise and negotiate, contest and bargain with developers and the state/ government/ municipal authorities to meet their needs, interests and rights as citizens²³. This helps to improve transparency, accountability and responsiveness of the providers.
(*Transformation Level 3*)

Promote institutional changes to support women's economic empowerment and to address VAWG in transport, for example ensuring women group representation on city governance and transport planning and policy decision making bodies. These changes should be **underpinned by gender equality accountability measures** to ensure they are built into transport infrastructure design, operation and maintenance. As well as making expectations and requirements clear on gender, transport agencies and city authorities can work with partners to help strengthen their capacity, innovation and learning on gender equality and women's economic empowerment. (*Transformation Level 3*)

Support **policies and practices to challenge social and cultural norms** that restrict women's mobility and economic employment, and that address sexual harassment and VAWG on transport and in transport construction.²⁴ **Design in accountability mechanisms** to ensure that there is follow through on commitments and action plans. For example, as seen in Case Study 4 AET put in place new company policies and procedures to ensure equal opportunities, including a zero tolerance approach to sexual harassment, collection of sex-disaggregated workforce data and a new grievance mechanism for workers to raise issues of concern.
(*Transformation Level 3*)

Review and **modify transport sector procurement rules** and policies to support women's economic participation, both for individual women and women-owned firms. This ranges from modifying eligibility criteria for contract bidding that exclude informal sector firms, of which a relatively high number are women owned, to developing contractual clauses that promote female employment, gender training of contractors, non-discrimination and equal wages.
(*Empowerment Level 2 + Transformation Level 3*)

Additional Resources and Support on gender, women's economic empowerment and transportation

The following documents provide further information and resources available from ICED on gender and inclusion. The Women's Economic Empowerment Scoping Report is particularly relevant to this Briefing Note as it includes more project examples and includes a section on 'Opportunities for DFID' in the Transport Sector.

For further support or advice, please contact ICED on iced.programming@uk.pwc.com or Vidya Naidu vidya.naidu@sddirect.org.uk

- *UN Secretary General's High Level Panel on Women's Economic Empowerment, (2017), Leave No One Behind: Taking Action for Transformational Change on Women's Economic Empowerment, New York, UN*

This is the first report of the UN High Level Panel on Women's Economic Empowerment. It includes specific reference to the role of infrastructure in promoting economic opportunities for women.

²³Moser, C. (ed) (2016a), Gender, Asset Accumulation and Just Cities, London, Routledge & Moser, C.O.N (2016b), Introduction: Towards a nexus linking gender, assets and transformational pathways in just cities in C Moser (ed) Gender, Asset Accumulation and Just Cities, London, Routledge

²⁴ Moser, C.O.N (2016c) Gender Transformations in a New Global Urban Agenda: Challenges for Habitat III, IIED, Sage publications, London

- *Jacobson, J Mohun, R & Sajjad, F (2016) Infrastructure: A Game Changer for Women's Economic Empowerment, scoping report for the DFID-funded ICED facility*

A background document setting out the evidence on infrastructure and women's economic empowerment, including on how transport, energy, water and sanitation, ICT and land & housing can contribute to women's economic empowerment

- *Mohun R & Biswas, S (2016) Infrastructure: a Game-changer for Women's Economic Empowerment, a background paper for the UN Secretary-Generals' High-Level Panel on Women's Economic Empowerment, prepared by the DFID-funded Infrastructure and Cities for Economic Development (ICED) facility.*

This is a 16 page submission to the UN HLP on infrastructure as a game-changer for women's economic empowerment. It summarises the key linkages between transport, energy, ICT, housing, and water & sanitation infrastructure and women's economic participation.

- *Nesbitt-Ahmed, Z. & Joekes, S (2017), Infrastructure a Game-Changer for Women's Economic Empowerment, Submission to the UN Secretary-General's High Level Panel on Women's Economic Empowerment Working Groups, A briefing Note, ICED: London. Available online www.sddirect.org.uk/news/2016/11/infrastructure-as-a-game-changer-for-women-s-economic-empowerment/*

A 4 pager on how infrastructure contributes to the HLP drivers of women's economic empowerment

- *Fraser, E, Viswanath K & MacLean, L (2017) Violence against Women and Girls Infrastructure and Cities Briefing Paper, ICED*

This in-depth paper highlights the VAWG dimensions of infrastructure; includes standalone sections on Transport and Construction

- *Action Aid (2016) Freedom to Move; Women's Experience of Urban Public Transport in Bangladesh, Brazil and Nigeria and how Lost Tax Revenues Can Pay to Improve it*

A paper on urban transport and mobility linked to women's economic empowerment

- **ICED 2016, Gender and Inclusion Strategy** *based on the conceptual work by Moser, C.O.N (2016b), Introduction: Towards a nexus linking gender, assets and transformational pathways in just cities in C Moser (ed) Gender, Asset Accumulation and Just Cities, London, Routledge*

Annex 1 – ICED Gender and Inclusion Framework Assessment Tool

The simple assessment tool below builds on the conceptual framework of Caroline Moser 2016, developed for the ICED programme and further refined.

Level 1: Minimum Compliance Programmes address practical needs and vulnerabilities of women and marginalised groups	Level 2: Empowerment Programmes build assets, capabilities and opportunities for women and marginalised groups	Level 3: Transformative Change Programmes address unequal power relations and seek institutional and societal changes
<p>For Gender Act compliance, programmes have a statement in strategic case/ proposal summarising how gender has been considered.</p> <ul style="list-style-type: none"> • assessment of intervention impacts (benefits & losses) on women & men & gender relationship between them • BC owners/SROs/ implementing partners are confident interventions will do no harm or worsen discrimination/ gender inequality • Identifies measures to integrate gender across programme cycle –minimum in design, M&E • Identifies risks & unintended negative consequences to avoid, mitigate & monitor <p>Diagnostics and design</p> <ul style="list-style-type: none"> • Consultation with women & organisations • Addresses women’s practical needs • A focus on risk mitigation incl implementation of social & environmental sustainability performance standards; social safe guards • Sex disaggregated analysis & (KPI) indicators for programming & logframe as a minimum • No institutional change 	<p>In additional to level 1....</p> <p>Programme approach is more ambitious - moves beyond Gender Act compliance & risk mitigation and monitoring to:-</p> <ul style="list-style-type: none"> • Recognise and take women’s care and hh responsibilities into account as a major constraint to women’s economic participation • increase women’s productive employment opps; • improve size/ profitability of women enterprises • increase access & control over economic assets • increase women’s individual agency & decision making power with choices, knowledge & info • Women’s groups are active participants in design & implementation of programme; with regular beneficiary feedback • Supported by gender mainstreaming with some institutional change 	<p>In addition to level 1 and 2</p> <p>Programme tackles strategic needs to remove systemic barriers that prevent women’s contribution to & benefits from, econ participation. Programmes address persistent gaps in w’s econ opps</p> <ul style="list-style-type: none"> • Programme challenges social norms around women’s econ participation & ability to access resources & employment • Recognise, redistribute & reduce household & caring responsibilities/ unpaid labour • Programme amplifies women’s collective voice & action around econ ppn & rights e.g. provide support/ training to build & grow orgs to collectively bargain for improved public services • Supports protective legal & policy frameworks incl for women e.g. health & safety, equal pay, sexual harassment • Role model workplace change for social norm change at scale e.g. equal pay, women in traditionally male-dominated roles • Accountability mechanisms for quality service delivery, incl redress mechanisms for non-compliance with performance standards, worker exploitation, resettlement and compensation • Supports women and local organisations to negotiate and participate in innovative benefit-sharing schemes, effective resettlement design incl e.g. land title for women etc, • Proper representation of women & marginalised groups on city governance & planning decision making bodies • Cutting edge contractual mechanisms in construction, operation & maintenance to e.g. include women’s participation thru quotas & affirmative action in skills upgrading, support for women owned enterprises • Embraces gender mainstreaming with institutional change

Disclaimer

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