Mainstreaming Gender in Rural Roads Programs:
The Experience of Peru and its Applicability for Africa

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The World Bank Group
Poverty in rural Peru

- One Peruvian out of 2 is poor and one out of 5 is extremely poor
- Poverty is higher in rural areas (78% poor, 51% extreme poor)
- Poverty is higher among vulnerable groups (indigenous, women)

<table>
<thead>
<tr>
<th>Female illiteracy:</th>
<th>15–25 year-old: 4.2 %</th>
<th>25-39 year-old: 10%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Urban: 9.3 %</td>
<td>Rural: 37 %</td>
<td></td>
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</table>

<table>
<thead>
<tr>
<th>Male illiteracy:</th>
<th>15 -24 year-old: 2.1%</th>
<th>25-39 year-old: 2.9 %</th>
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<tbody>
<tr>
<td>Urban: 2,8%</td>
<td>Rural: 12,8%</td>
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- In rural Peru, poverty is highly correlated to the education level of the head of household (20% of which are women) and to the absence of employment opportunities

- Poverty is worse for women because of illiteracy and because women generally do not earn income when they perform informal labor (eg. in agriculture)
The Rural Roads Program

To increase access to basic social services and economic and income-generating activities with gender equity, to help alleviate rural poverty and raise living standards of rural communities in Peru

- **14,750 km** of rural roads rehabilitated over 1995-2007 (31% of the total registered Peruvian rural roads network)
- **3,500 km** of NMT tracks improved
- **532 micro-enterprises** performing the routine maintenance of rehabilitated roads, representing 6,000 permanent jobs
- **121 Provincial Road Institutes** created of which 36 have reached full capacity
- **167 productive initiatives** supported by the “Local Development Window”
Birth of a new era

The first rural roads project was implemented in a post conflict environment, where Peru was just emerging from years of internal violence that left behind several widows. Amidst this context, and the emerged the concept of inclusion for equitable development.

- 20% female headed households
- women’s needs ignored in first phase
- women’s participation limited to administrative tasks
- findings of impact evaluation (women transport goods to market)
- specific budget allocations (about 12%, plus grants to support studies and technical assistance)
The Gender Action Plan

“Engendering” actions: (a) women participation in workshops; (b) training of stakeholders on gender issues; (c) application to project components

- Two training modules on rural road maintenance works with a gender focus targeting male and female micro-entrepreneurs and project staff
- Organization of workshops to members of MEMVR, operators and to the transport agency management
- Gender focal points and gender champions
Gender Neutral Maintenance

- Tasks in the maintenance of roads are shared between men and women.

- Pothole repairs
- Pavement cleaning
- Ditch Cleaning
- Culvert Cleaning
- Collection of road maintenance materials
- Canalization of small water courses
- Dry walls Repairs
- Overpass and small bridge repairs and maintenance
- Road brushing
- Signalization preservation
- Control and Security
What is the value added of gender?

Promoting women as microentrepreneurs:
- Changing the selection criteria to participate in the microentreprises (MEMVR)
- Participation of women in the identification of productive initiatives (LDW)
- Use of quotas:
  - 10% in MEMVR
  - 40% in LDW

Participation of women in project design:
- Women have specific transport needs
- Importance of informal means of transport
- Inclusion of Non-Motorized Transport tracks in project design
Results

Quantitative Data : participation

- 24% women members of the micro-enterprises
- 46% of treasurers of Rural Roads Committees; 21% members; 4.6% are presidents and 18.7% secretaries
- 22 to 50% women participation in the design of local development plans and in the definition of public and private projects (Local Development Window)
- 67% women felt safer traveling
- 77% women traveled more and further
- 43% women increased their income

Qualitative data: Empowerment

- Decision-making and active participation during the consultation processes to prioritize the roads and tracks to be improved
- Leadership: Rural Roads Committees and management of MEMVR
- Capacity of association: LDW (eg. Lake Sauce)
Beyond Gender Equity: Democracy and Civic Engagement

A study on the Impact on Democracy and Citizenship in rural areas of Peru highlighted that the Rural Roads Program:

- Supported the creation of rural institutions (Rural Roads Committees, MEMV, productive cooperatives)
- Promoted participatory decisions (prioritizing rural transport investments),
- Facilitated strategic local planning and space management by the rural inhabitants (Rural Roads Committees, participatory sessions)
- Stimulated local leaderships
- Fostered productive initiatives and attracted public and private investment (through the LDW)
- Improved collaboration between communities and their local MEMV
Artisanal drying of oregano in Chichubamba Producers Association - Urubamba / Cusco

Oregano in the process of drying, the Chichubamba Producers Association - Urubamba / Cusco
Lessons Learnt

- Women can successfully participate in road maintenance works.
- Involving women in project design can help increase impact (Non-Motorized Transport).
- Quotas can help jump start a gender agenda (they were largely exceeded).
- The critical role of a diverse Project Implementing Agency opened to innovation.
- Importance of monitoring and evaluation.

Participatory, leadership and institutional arrangements gave opportunities to the most vulnerable segments of the Peruvian rural population – such as women and indigenous peoples - to voice up their needs and seize new opportunities.
Outcomes and Impact

- Improved access to education:

<table>
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<th>School enrollment increase (double-difference, percent)</th>
<th>Boys</th>
<th>Girls</th>
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<tbody>
<tr>
<td>Primary (age 6-11)</td>
<td>NS</td>
<td>+6.7 *</td>
</tr>
<tr>
<td>Secondary (age 12-18)</td>
<td>+9.7 *</td>
<td>NS</td>
</tr>
</tbody>
</table>

* significant at 1 percent

- Reduced number of children age 0-5 suffering from illness or accident: -8.1%

- Increased availability of transport services: +115%
- Decreased travel times: -53%
- Increased cultivated areas: +22%
- Reduction of poverty in the areas with improved Non-Motorized Transport (increase of non-poor by +8.7%)
Transferability to Africa

- champions and continuity
- regular training at local level
- monitoring of indicators
- supported by adequate budget
- adapt project design
- respect cultural and social norms

- inclusive participatory planning
- foster leadership
- explicit recognition of women’s needs
- use of quotas
- lead by example (HQ level)
- link to HIV-AIDs efforts
Thank you!

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