

EAST ASIA AND PACIFIC REGION

Social Development Notes

INNOVATIONS, LESSONS, AND BEST PRACTICE

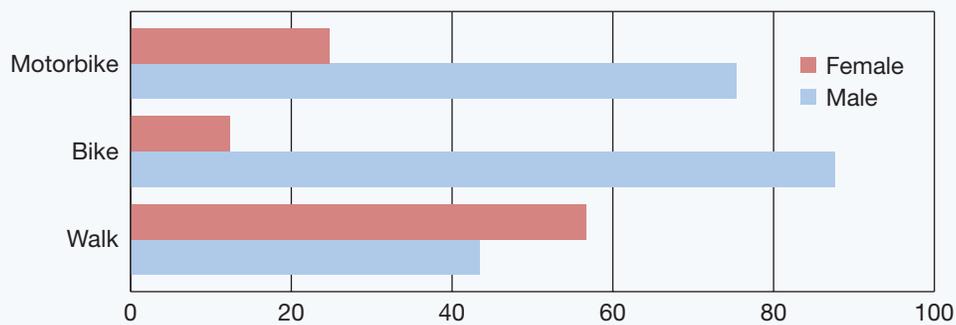
Building Capacity to Make Transport Work for Women and Men in Vietnam

Gender and Transport Challenges

Women and men use rural and urban transport for different purposes based on their socially determined roles and responsibilities. Poor rural transport systems limit access to markets, education, and health services for all, but even more so for women and girls. Female mobility is often constrained by heavy domestic work-loads and time spent traveling by foot, carrying heavy loads over rough trails. Time poverty combines with cultural restrictions to limit women's and girls' economic, educational opportunities and participation in community decision-making, particularly for ethnic minority women in remote mountainous areas. Gender differences in mobility and access are also affected by ability to pay for transport services. Most women have more limited access to financial and other resources, and inadequate voice in local level transport priority setting than men.¹ It is essential to address these gender gaps in transport access and

¹ Asian Development Bank (ADB) 2002. Country Briefing Paper: Women in Vietnam; 2003. Vietnam: Gender Situation Analysis.

Women Walk and Use Bikes More Than Men



GAP funded



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mobility because gender-based inequalities slow down economic growth and poverty reduction.²

Women tend to walk and use non-motorized transport more than men. A survey in the Mekong Delta in 2010 found that women's travel times are longer because they walk or use bikes more than men, even though men travel somewhat longer distances. Women make more journeys per month to collect fuel and travel to farms and markets, while men make more journeys to telephone and postal facilities.³ Urban areas in Vietnam are growing rapidly as is traffic congestion and air pollution.

Motorcycles are most frequently used. Only 10 percent travel on public transport but numbers are increasing.⁴ Women use public transport more than men. Many women travel during non-peak hours off main routes completing several tasks in connected trips known as trip chaining. In a single trip they may take children to school or health services and visit relatives travel on their way to markets to sell goods or their workplace. Trip chaining makes public transport more expensive and time consuming for women even though most have more limited capacity to pay fares than men. Personal security and traffic safety are usually greater concerns for women than men because women often travel with children. With arms full of packages and attending to children's needs, women are more vulnerable to accidents and crimes as well as gender-based violence.⁵ New transnational road corridors in the region have facilitated escalating HIV/AIDS transmission and trafficking of women and girls.⁶

² World Bank. 2010. Mainstreaming Gender in Road Transport. Operational Guidance for World Bank Staff. Transport Paper 28; World Bank 2002, Engendering Development through Gender Equality in Rig hts, Resources, and Voice; and 2006. Gender Equality as Smart Economics: A World Bank Gender Action Plan.

³ The number of extra journeys made by women or men for the different tasks also varies across different communities. Hai, Do Phu. 2010. Addressing Gender Issues in the Mekong Delta and Northern Delta Transport Monitoring and Evaluation. Presentation at the Ministry of Transport and World Bank Workshops on Making Transport Women and Men. Hanoi and Ho Chi Minh City.

⁴ World Bank 2017. Hanoi Urban Transport Project Appraisal Document.

⁵ Kunieda, Mika and Aimee Gautier. 2007. Gender and Urban Transport: Smart and Affordable. GTZ.

⁶ ADB 2005. Vietnam: Gender Situation Analysis; no date Lao People's Democratic Republic East-West Corridor Project, 1999–Reconsidering Highway Traffic: Women, Children and HIV/AIDS. [<http://www.adb.org/gender/practices/infrastructure/lao001.asp>.]

Males, females, and infrastructure are likely to be significantly impacted by climate change, due to Vietnam's long coastline, high dependence on agriculture, and relatively low levels of development in rural areas. Women and ethnic minorities are among the most vulnerable to the negative impacts of increased flooding, drought, and more severe storms associated with climate change.⁷

Despite the strong commitment by Vietnamese Government to women's empowerment in all economic sectors, reflected in policies and legal frameworks, and remarkable progress in girls' education and women's employment⁸, until recently there has been limited progress in translating these policies into practice in transport. The new National Gender Strategy attributes the gap between gender policy and practice in many sectors to lack of capacity and action by central and provincial government agencies as well as the lack of a monitoring and evaluation system.⁹

Putting Policy into Practice & Enhancing the Capacity of Decision-makers and Implementers

The Ministry of Transport Committee for the Advancement of Women is striving to address the gap between gender equality policy and practice through awareness raising and capacity building at the national and grass roots levels as well as gender-informed monitoring and evaluation and integration of gender and transport into the national training institute curriculum.

The Ministry of Transport Committee for Advancement of Women and the World Bank

⁷ World Bank. 2010. Social Dimensions of Adaptation to Climate Change.

⁸ The gender gap in primary, secondary and tertiary schooling has been closed and even reversed. Compared to other countries in the region, Vietnam has high relative rates of female labor participation and female representation in the National Assembly. Overall, based on the Gender Development Index, Vietnam has risen from the low middle-rank group in 1999 to the upper middle-rank group last year (World Bank. 2011 Vietnam Country Gender Action Plan).

⁹ Vietnam Gender Equality Policy cited in World Bank. 2011. Vietnam Country Gender Action Plan.

held workshops on Gender and Transport in Hanoi and Ho Chi Minh City in October 2010. The Vice Minister of Transport supported the workshops because they focused on transport realities rather than broad gender issues and featured transport specialists as speakers on entry points for addressing gender in transport. In Hanoi, participants included ministry staff ranging from national level decision-makers to provincial level Department of Transport staff. In Ho Chi Minh City, participants represented a larger proportion of provincial Department of Transport staff. Participatory capacity building activities aimed to increase awareness of gender and transport issues, entry points for assessing and addressing gender and social issues in transport, and effective approaches for integrating gender in transport in Vietnam, drawing on good practice cases from around the world. Small group problem solving activities included use of a rapid gender review tool and discussions on approaches to address gender and transport issues that emerged.

Third Rural Transport Project (RTP3) applied lessons from the October 2010 training in launching a Climate Resilience for Rural Roads and a Greener Roads initiative with support from the Global Fund for Disaster Reduction and Recovery. Gender differences in risks and adaptive strategies will be integrated into these efforts. RTP3 conducted a capacity building event in May 2011 for Provincial Management Units and trainers from transport training institutes. They explored greener transport, gender and community participation, road maintenance by ethnic women, and gender mainstreaming, in addition to climate resistant roads and road trials. Research on gender and greener transport is underway and pilots will be launch in selected provinces.

Building Community Capacity for Road Maintenance

Local women as well as men can effectively maintain roads. A pilot¹⁰ implemented in 2010, under RTP3, trained 1,533 minority women to maintain roads in remote, mountainous areas where

contracting firms were reluctant to take their equipment. Women and a few men road workers received wages to cut trees, shrubs and grasses; clear culverts and drains; fill pot-holes; and clean roadsides on 51 kilometers of roads in four communes. The Vietnam Women's Union managed and monitored the recruitment of the road workers and the Provincial Department of Transport (P/DOT) provided hands-on road maintenance capacity building. They learned about basic road classification, bridges, spillways, construction and development of rural roads systems, and community responsibilities for rural road maintenance. Ethnic minority language barriers posed challenges that trainers addressed through demonstrations and hands on road maintenance and repair practice.

An impact evaluation of the pilot found that road maintenance provided accessibility to previously isolated communities and increased community awareness of the importance of road maintenance. Income earned by women road workers contributed to family livelihoods, enabled women to invest in their children's education, and increased their voice in community and household decision-making. Coordination between the Women's Union and P/DOT was critical to the success of the pilot.¹¹

Based on these impressive outcomes, the pilot was extended. In March 2011, the Women's Union and P/DOT conducted several capacity building events for provincial and district officials on planning and managing local road maintenance, road safety, and more effective communication with local communities. They also conducted workshops for members of the Women's Union Execu-

¹⁰ The pilot project was funded by a World Bank Gender Action Plan (GAP) "Just in Time" Grant.

¹¹ Tran, Phuong Thi Minh. 2010. Paths to Development: Ethnic Minority Women Rehabilitate Bac Ha Roads. Presentation for Ministry of Transport and World Bank workshops on "Making Transport Work for Women and Men" held in Hanoi and Ho Chi Minh City October 26 and 28; Tran, Phuong Thi Minh, Nguen Thi Hien and Le Ngoc Hung. 2010. Report on the Assessment of the Social Impact and Cost Effectiveness of Rural Road Maintenance with Local Women's Participation and Its Impacts on their Household and Community Livelihoods. Report prepared for the World Bank; Pathways to Development: Empowering Local Women to Build a More Equitable Future in Vietnam. Vietnam Country Office; Hien, Nguen Thi. 2011. Women's Participation in RRM Lao Cai, Bac Ha District Inceptional Assessment. Presented at the May Workshop on Creating Resilient Rural Roads.

tive Board, heads of villages and village steering committees. Plans are underway to create a joint fund to further extend this initiative with greater emphasis on skills training and facilitation of resources and materials to optimize women's involvement as well as the effectiveness of road maintenance. DFID, ADB and AUSAID have all expressed support.¹²

Developing Gender-informed Monitoring and Evaluation

Effective, monitoring and evaluation is essential to ensure that the gender informed aspects of project designs are actually implemented and impacts on both women and men are measured. Toward this end, the Mekong Delta and Northern Delta transport infrastructure projects received technical support through the *Capacity Building for Mainstreaming Gender in Transport Projects* (MGTP) Initiative.¹³

A review of the implementation plan for the Mekong Delta Project revealed that people were only considered in results indicators for resettlement. Most of the measures focused on road and waterway infrastructure and flow of traffic and goods. Key entry points proposed for addressing gender during implementation included stakeholder analysis, the results framework and indicators, target group definitions, capacity

building targets, baseline data collection, and the work plan. Enhancements to the baseline survey design included gathering data on poor women and men at the bottom of the supply chain already targeted for socioeconomic benefits, collection of data on trip chaining, and measurement of women's and men's travel to main supply corridors. The baseline included a logistics review which initially focused on large shipping businesses. The study expanded to include sex disaggregated employment and management data and focus group discussions examining logistics issues of poor women and men farmers and traders.

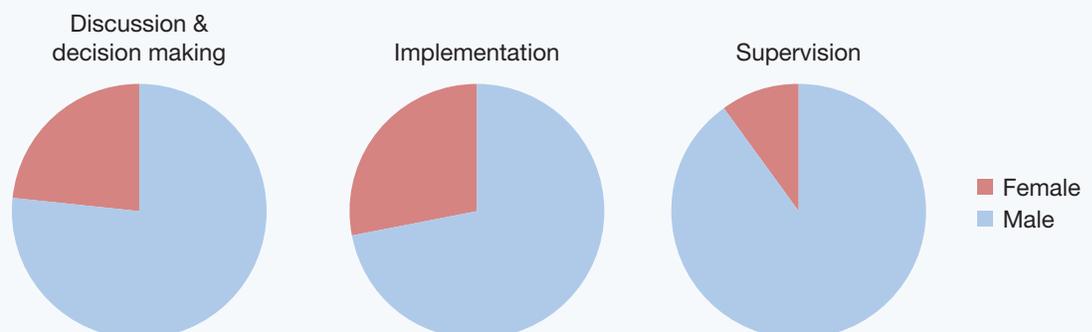
Preliminary results of the baseline studies for the Mekong Delta area revealed that women in the project areas have lower levels of education and comprise nearly 79 percent of the unskilled workforce. Men constitute 71 percent of the employees in transport logistics employees and 74 percent of the managers; women's incomes are lower than men's. Men have more information about transport projects than. Men predominate in project decision-making and supervision. Women's are mainly involved in project implementation. Twenty percent of the men and 35 percent of the women did not know how HIV/AIDS was transmitted.¹⁴ These results will be monitored after project implementation to assess its impact.

¹² Tuan, Phan Manh. A Model of Community Based Rural Road Maintenance. World Bank 2011. Draft May Mission Aide Memoire. Hanoi.

¹³ MGTP was funded by a World Bank Gender Action Plan grant.

¹⁴ Hai, Do Phu. 2010. Addressing Gender Issues in the Mekong Delta and Northern Delta Transport Monitoring and Evaluation.

Men Are More Involved in Project Decision Making and Supervision, Women Are More Involved in Implementation



Integrating Gender and Transport in the National Training Curriculum

An additional outcome of the gender and transport workshops in Hanoi and Ho Chi Minh City was the decision to integrate gender and transport into the rural transport training curriculum to facilitate institutionalization of gender-informed analysis and approaches in the transport sector in the longer term. RTP3 is developing training materials and conducting training of trainers to strengthen the institutional planning, programming, budgeting and procurement process for rural road improvement and maintenance at the provincial level. Integration of gender and transport into these materials builds on the October 2010 workshop training and includes new topic-specific components for courses such as safeguards, environmental management, road safety, procurement, road maintenance planning, implementation and monitoring.

Participating training institutions include: the Training Institute for Transport Administration and Management, the Central Transport Professional Training School, the Central Transport College, the Southern Transport College, Northern Transport Vocational School, and Northern Transport College. Based on a needs assessment, course topics at the national level include: rural roads maintenance management system; planning and budgeting; procurement of works; environmental management; social safe guards; road safety; and feasibility studies; At the provincial level course topics include: rural road design; rural roads maintenance planning and execution.

Lessons Learned

- Gender and Transport capacity building needs to be grounded in practical, on-the ground country realities in the transport sector and draw on the experience of transport specialists who have addressed gender in their work or clearly understand the entry points.
- Participatory gender and transport capacity building that provides opportunities for applying what is learned to transport problems is more effective than a lecture format. Follow up with participants is valuable after workshops to help clarify concepts and approaches, provide additional resources and case examples, and maintain the momentum generated.
- Partnership and coordination between provincial departments of transport and the women's union is critical to the success of grass roots road maintenance by ethnic minority women.
- Local road maintenance, erosions prevention, and other community works employment opportunities for women as well men can help reduce poverty, particularly where income earning opportunities are limited.
- Gender informed monitoring and evaluation capacity building is a critical process needed to ensure that policy translates into gender-informed design, actions and positive results. It is important to recognize that this is a long term process.
- To institutionalize the integration of gender into transport programs:
 - Support from ministry leaders and advice and support from external organizations is important.
 - It is critical to incorporate gender into the curricula for future transport leaders and implementers.

The Way Forward

The Vice Minister for Human Resources at the Ministry of Transport urged participants in the October 2010 workshop to support efforts to increase attention to gender in transport and enhance women's leadership roles in national and provincial departments, transport institutes and universities, and at the grass roots level. He also recommended developing an action plan and communications campaign to raise public awareness of gender and transport issues, particularly for traffic and pedestrian safety and waterway passenger safety. His call to action and the subsequent integration of gender into the climate change initiative training and the rural transport curriculum, as well as the strong interest in expanding the ethnic minority women's road maintenance initiative, all bode well for future progress in making transport work for both women and men in Vietnam. Building a strong,

gender-informed monitoring and evaluation system will be important to assess that progress. The World Bank and the Ministry of Transport will continue their strong partnership, with Bank support for capacity building in monitoring and evaluation and other areas needed to mainstream appropriate gender informed design and monitoring into all transport projects in the future.

Continued collaboration among donors such as the World Bank, AusAID and other development partners with the Government of Vietnam is necessary to achieve this goal.

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