

HANOI MOBILITY AND GENDER: RAPID ASSESSMENT

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List of Abbreviations

ADB	Asian Development Bank
CFAWs	Committees for the Advancement of Women
COVID-19	Coronavirus Disease 19
DOLISA	Department of Labour, Invalids and Social Affairs
FES	Friedrich-Ebert-Stiftung
GAP	Gender Action Plan
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GRB	Gender Responsive Budgeting
GSO	General Statistics Office
JICA	Japan International Cooperation Agency
MOC	Ministry of Construction
MOLISA	Ministry of Labour, Invalids and Social Affairs
MPI	Ministry of Planning and Investment
NCAFW	National Committee for the Advancement of Women
NGO	Non-governmental Organisation
NUA	New Urban Agenda
ODA	Overseas Development Assistance
SDGs	Sustainable Development Goals
UN	United Nations
USA	United States of America

Executive Summary

Urbanisation in Hanoi, the capital of Vietnam, has been accompanied by increased private motorisation (Hoai Anh, Schlyter, 2010). Yet, women's access to public transport is more constrained than men's, while the former also has less ability to pay for it (ADB & UN Women, 2019). Mobility is not gender-neutral, despite women making up almost half¹ of the global population. There are marked differences in mobility patterns of women and men: "Women have inferior access to both private and public means of transport, while at the same time assuming a higher share of their household's travel burden and making more trips associated with reproductive and caretaking responsibilities" (SEI, 2021).

It has been more than half a century since freedom of movement, mobility rights or the right to travel became part of the concept of basic human rights, declared in Article 13 of the United Nations' 1948 Universal Declaration of Human Rights. Closing the gender gap in the transport sector is a priority for many governments, including Vietnam's. To date, much of the current work on gender and transportation in developing countries has focused mostly on rural transport, with a lack of analysis on gender-responsive transport planning and projects in urban areas (GIZ, 2018). There have been attempts to mainstream gender in transport projects in Vietnam, predominately in a large-scale rural road project and some urban road and highway construction projects. There are few examples targeting women's needs in urban public transport (ADB, 2011).

Rapid motorisation reinforces class and gender disparities in urban areas. Sexual harassment and violence towards women in Vietnam have been reported in public spaces and public transport is one of the places where women face high risks of harassment (ADB & UN Women, 2019). The lack of consideration for safety and accessibility in mobility planning for women affects their ability to engage and realise positive economic gains. Hanoi's urban growth trajectory is on an upward trend, and this draws attention to the need to aggressively address mobility and gender equality.

The first step in providing an equitable urban transport system is to collect data on all users to understand how they use existing services and their needs. This study focused on identifying data gaps in mobility and gender in Hanoi and reviewed policies on mainstreaming gender into transport and mobility planning. It also assessed best practices from around the world to provide recommended solutions and actions to support Hanoi authorities, decision-makers, and stakeholders in ensuring gender equality underpins current and future transport services and infrastructure for an inclusive society.

Chapter 1 Introduction and Basic for the Study

Context and background of the study

A study² under FES examined four cities in Asia to understand mobility trends towards realising liveable and social urban centres. The case study for Hanoi revealed a lack of comprehensive and segregated data which impairs the ability to understand mobility patterns, particularly through the gender lens.

Hanoi's current public transport network is not entirely gender-sensitive and has yet to fully meet the mobility needs of women and other vulnerable sections of society (children, elderly, and people with disabilities). This study is the result of the need to carry out further investigations to understand the current levels of mobility and gender sensitivity in Hanoi city's mobility planning and operations.

The case study for Hanoi encountered challenges in finding impactful data to capture a clear understanding and envision future trends in this rapidly urbanising city that is becoming more complex. In response, this study examines data gaps, policy reviews, mobility patterns, key players, and best practices to deliver recommendations for a more just and gender sensitive and inclusive society.

Mobility patterns for women and men in Hanoi vary significantly. Women tend to have shorter commuting distances, make more non work-related trips, use public transport and taxi services more often than men, and frequently travel accompanied by children (ITF, 2019). According to the UN-Habitat global indicator, Hanoi is one of the cities where the population growth rate of women was higher as compared to men (GTZ, 2007). Furthermore, women made up 50.8 per cent of the total 91.5 million persons of Vietnam in 2015 (UN Women, 2016). Hence, it is even more crucial to ensure gender integration in all sectors of development.

Unlike similar developing countries, in Vietnam women's participation in the workforce is high (Hoai Anh and Schlyter, 2010), but this is not reflected in transport-related employment or mobility. While women contribute equal time as men to income-generating activities, they also bear most of the burden of household chores and that figure is 20 per cent men to remaining percent by women (Nguyen, 2016).

Given this context and background, it is important to assess the current mobility and gender scenario in Hanoi city. Following in the footsteps of the previous FES study, data availability was also a challenge for this latest rapid assessment. As such, this assessment focused on national and regional level data commonly disaggregated and non-digitalised, with its relevance diminished over time as Hanoi undergoes rapid and dynamic change. For instance, obtaining a driving license based on gender segregated data itself was challenging. Though Hanoi has witnessed rapid motorisation since the late 1980s, urban transport was predominantly by two-wheelers or motorcycles (Hansen, 2015) and the public transport covered only 12 per cent in 2019 (JICA and Michinori Holding, 2020). This left Hanoi with a unique and challenging task to narrow the gender gap and design mobility that is gender responsive and sustainable. It is still early to speculate at this stage if the newly opened metro could be a game changer in Hanoi.

Definition of gender in a Vietnamese context

The concept of gender is defined differently by organisations in the absence of a universal definition of gender. For instance, according to the Canadian Institute of Health Research, gender *"refers to the socially constructed roles, behaviours, expressions and identities of girls,*

women, boys, men and gender diverse people. It influences how people perceive themselves and each other, how they act and interact, and the distribution of power and resources in society”³. This definition does not consider gender as a concept that is confined to a binary lens but extended to other genders, and the definition of gender identity can be changed overtime.

However, UN Women has defined gender as the concept that “refers to the social attributes and opportunities associated with being male and female and the relationships between women and men and girls and boys, as well as the relations between women and those between men. These attributes, opportunities and relationships are socially constructed and are learned through socialisation processes”⁴. In addition, UNICEF’s definition indicates that gender “refers to the roles and responsibilities of men and women that are created in our families, our societies and our cultures. The concept of gender also includes the expectations held about the characteristics, aptitudes and likely behaviours of both women and men (femininity and masculinity)” (UNESCO, 2003). Although the definitions of these two latter organisations are presented differently, they both generally refer to gender as the specific roles, obligations and social desires associated with men and women.

In this report, gender is understood according to the two above definitions of UN Women and UNICEF given the fact they are the most suitable to the current context of Vietnam in terms of gender identification and recognising that it is a sensitive subject in legal terms. In Vietnam, legal documents generally define the concept of gender as “referring to the characteristics, positions and roles of men and women in all social relationships” (Vietnam National Assembly, 2006).

Study approach and expected outcomes

The purpose of this study is to understand mobility and gender trends in Hanoi and contribute to bridging any identified gaps. The study is limited to a desk review of secondary data and a literature review using existing data resources focused on Hanoi and inferences from national level reports where applicable. Three analyses were undertaken: 1) of mobility patterns, particularly gender differences in modes, trips, behaviour and the workforce, 2) a policy review, with an analysis of existing policy and key players, and 3) a review of best practices from other cities across the globe.

The study also identified best practices from around the world and reviewed how they work in different given social, cultural and economic national contexts. A review of literature on gender, transport and mobility, gender mainstreaming in transport, and inclusive and sustainable transport in urban and rural areas in Vietnam was also conducted to review and better understand current trends on gender issues in transport across the country. Overall, the study seeks to inform the general public, policymakers, decision-makers and city planners as well as contribute to the public discourse for equality in mobility planning and operations.

Time constraints imposed upon completion of this study and the lack of survey and interview-generated information to explore gender activities within the scope of the study must be noted while reading this report. The gender-focused policy review for this study encompasses the newly constructed Hanoi Metro transport development and the regular bus system. In general, while Hanoi-specific data is limited, the study used secondary data to achieve a conclusive analysis within the scope of the study.

Chapter 2 Gender and Mobility Data Gap

Level of available secondary data

Research on gender equality in Vietnam is extensive and covers many different fields. However, gender and mobility is a topic that has received limited attention. Therefore, there is scant existing secondary data on this issue (UN Women, 2021) and the lack of large-scale studies, particularly, means no national data on gender and mobility is recognised. Existing secondary data is regionally-focused or from small-scale surveys on gender and mobility. A few gender and mobility studies have been conducted in urban areas such as in Hanoi, Ho Chi Minh City, and the Mekong Delta (Hoai Anh & Schlyter, 2010; Nguyen, Kato, & Phan, 2020; World Bank, 2012). Two larger-scale surveys, supported by JICA within the Programme of the Comprehensive of Urban Development of Hanoi in 2005, had a sample of 20,000 households (JICA, 2007) and the Household Travel Survey in 2012 to inform the Transport Master Planning in Hanoi City until 2030 had a sample of 18,000 households. Unfortunately, other data from these projects is not available. Another source of secondary data could originate from mass infrastructure development projects which usually require a wide range of social impact assessments, including gender analysis on project impact areas. Data from these surveys provided a basic background and broad overview of transport where gender gaps exist due to differences evident in income, employment, gender roles, vehicle ownership and licensing, amongst others.

Gender and mobility data gap

Information covered in the data: Existing data on gender and mobility in Vietnam in general and in Hanoi, in particular, have only been used to describe women and men's roles in transport and indirectly explained the findings. For example, Hoai Anh and Schlyter (2010) found that men

took more leisure trips than women, and indirectly explained that women were more responsible for housework more than men, thus having less time for leisure activities which led to a lower proportion of women travelling for entertainment purposes. It is supposed this data did not generate sufficient information needed for further analysis of gender and mobility to discover the determinants of gender differences in transport. On the other hand, in data analysis, very little information about the socio-economic characteristics of women and men was analysed in relation to how they travelled, except for a few studies which explored regional differences and economic characteristics of women and men related to their mobility (Bay & Holyoak, 2015; Hoai Anh & Schlyter, 2010). In fact, different factors influence women and men in mobility, such as a couple's employment, number of children, school age children and household members, that should be covered in the data.

Data update: The available research data on gender and mobility in Hanoi has been collected since the 2010s. Specifically, data from research by Hoai Anh and Schlyter (2010) was collected in 2010, while research on transport employment for women and men was conducted in the Mekong Delta region in 2010, and Nguyen et al. (2020) in 2016, where the socio-economic context including gender equality, women's empowerment status and transportation infrastructure was greatly different from the current highly urbanised context. The two larger-scale surveys mentioned above (household travel surveys in Hanoi) were also conducted in 2005 and 2012.

Supplementary data: Difficulties were encountered in finding secondary data due to non-availability on open databases in Vietnam. Therefore, the description of gender and mobility in this report is based on data from published research

reports and articles. This study was carried out using secondary data derived from several pieces of research on gender and mobility and other areas including gender assessments and living standards surveys in Hanoi with references to Ho Chi Minh City in different parts of the report.

To gain a better understanding of gender and mobility, it is crucial to have access to quantitative

data on gender equality and mobility from a national or regional representative sample size. Survey data should cover all background information of respondents and their travel behaviours, which includes their demographic information, socio-economic and health conditions, social norms, perceptions of gender roles, domestic divisions of labour and employment in relation to travel behaviours.

Chapter 3 Gender Mobility Patterns

Differences in patterns, experiences, and perceptions

Women have different travel patterns, and use public transport and walking more than men. They make more trip-chains and also depend on off-peak and off-branch travel. This needs to be understood and taken into account in planning so women can complete their needs and tasks (GIZ, 2018). Besides public transport, women mainly rely on walking. Many women travel with children, or carry loads. Physical barriers, such as high kerbs and steps, present more issues for female caretakers (such as accompanying children or the elderly) than others. Safety and security concerns deter women from all backgrounds – employed and unemployed – from using public transportation, with working women citing harassment as one of the top five reasons (Sahar Aloul, 2018). Women are more affected by safety and security issues. Not only do they perceive these differently than men, but they are also affected differently. This reduces the freedom of movement of women and girls, their ability to attend school, work and participate fully in public life in Vietnam.

Hanoi gender mobility patterns

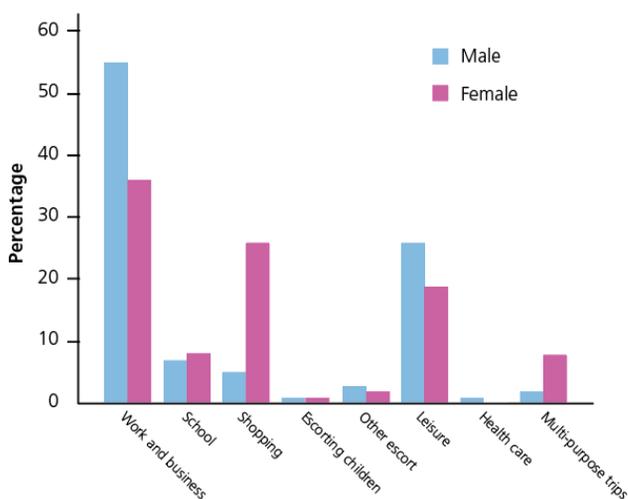
The mobility of women and men in urban areas is fundamentally different due to many influencing factors, including gender roles, employment activities, community and social obligations (ADB, 2013). This is also reflected in Hanoi. The data from previous surveys all showed a common pattern related to gendered differences between purposes and modes of travel.

Purpose of trips: More men travel for the purpose of working than women, although in Hanoi there is little difference (70 per cent for men and 65 per cent for women) (GSO, 2010). In contrast, the traditional role of women is to take care of family

domestic work, especially housework. Therefore, women travel for shopping more often than men do. Secondary data from Hoai Anh and Schlyter (2010) also showed that women made more multi-purpose trips than men. With more daily missions, each of their travels has more purposes and stops (Peters, 2013). For those who use private vehicles, having multiple stops on a trip may not pose much of a problem. However, for those who use public transport, particularly buses, they will spend much more time traveling (Ng & Acker, 2018) due to infrastructure limitations (Huu & Ngoc, 2021). Also, due to the burden of unpaid household chores (Institute for Social Development Studies, 2015), women's trips for leisure are significantly less than men. Women usually make more short trips than men, but when they travel by bicycle, they often travel longer distances.

Figure 1: Purposes of trip by gender

Source: Hoai Anh and Schlyter (2010)

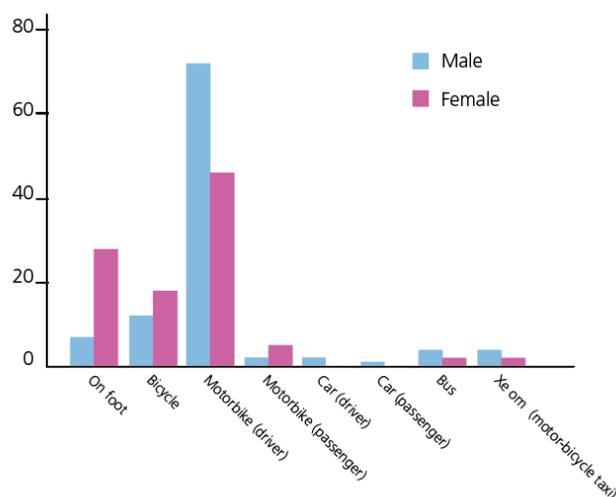


Modes of trips: Women in Hanoi walk more and longer distances than men (ADB & UN Women, 2019; Ng & Acker, 2018). They may face more constraints due to the quality of Hanoi's sidewalks not meeting the needs of pedestrians in terms of

quality and uniformity in quantity, not to mention that in some areas sidewalks are illegally occupied for business or unauthorised activities, or in many cases, even motorcycles travel on the sidewalks (JICA, 2007). Men use motorised vehicles more frequently than women and for longer distance trips (World Bank, 2012), which is not only evident in urban areas of Vietnam, such as Hanoi (Hoai Anh & Schlyter, 2010) and other cities (ADB & UN Women, 2019), but also in other countries' urban areas (GIZ & SUTP, 2017; Ng & Acker, 2018). In addition, men are more likely to choose a car over motorcycles than women even though the trips by car are insignificant. Meanwhile, women are more likely to use buses or taxis (Ng & Acker, 2018). It should be noted that modes of travel may vary according to economic conditions and the area's socio-economic conditions. Women with lower income may not have access to private motorised vehicles and depend on public transport for travel (Peters, 2013). This, to a certain extent, may reduce their opportunities to access different services such as health and education services, increase employment opportunities, access to markets and trading opportunities (ADB, 2012). Data from Hoai Anh and Schlyter (2010) also showed that women travelled by motorbike as passengers rather than drivers in comparison to men.

Figure 2: Mode of trips by gender

Source: Hoai Anh and Schlyter (2010)



Safety and security issues: Women face violence and harassment when they use public transport in the cities, particularly public buses. These issues have not only been reported in Vietnam, but other countries as well. A study found that 11 per cent of surveyed girls aged 16-18 years in Hanoi and Ho Chi Minh City were sexually harassed on public transport (ActionAid International Vietnam, 2014). Nevertheless, the prevalence of sexual harassment against girls and women on public transport is said to be under-reported (Linh Do, 2019).

Gender differences in the workforce

The proportion of women participating in Vietnam's workforce is similar to that of men, but they earn lower wages. In addition, their time spent in unpaid jobs is much higher than that of men, which results in less time spent in paid jobs. As a result, their ability to travel is more hindered than that of men, partly related to their ability to pay for it (ADB & UN Women, 2019). Inequality in income and employment leads to inequality in mobility and this has been demonstrated not only in Hanoi, but also in some cities in other countries. Low income makes it difficult for women to access transport, including public transport (Gauvin et al., 2020). The proportion of women working in the transportation sector is significantly lower than that of men. For example, the World Bank (2012) showed results from baselines studies in Mekong Delta where 71 per cent of employees in transport logistics were men, and 74 per cent were managers "predominate in project decision-making and supervision". Employment opportunities are not equally distributed in the construction and transport sectors. The proportion of men working in these sectors is overwhelming compared to women. In other words, women have fewer opportunities to work in these industries than men. According to ADB and UN Women (2019), only 10 per cent of employees in these industries are women. In fact, women are rarely seen as bus drivers or ticket collectors in Hanoi or in other cities in Vietnam.

Recent developments in the workforce have resulted in growing technology-driven job opportunities in Vietnam, such as ridesharing and goods delivery. The advantage of this job is its flexibility and while it has attracted women, some have concerns about stereotypes and safety when doing this job. According to Grab's statistics, the percentage of female drivers in this company in Southeast Asia increased 230 per cent in 2018 compared to 2017. Particularly in Vietnam, this increase was 160 per cent in 2018 (Grab, 2018). With the impact of the COVID-19 pandemic, many women who lost their jobs have also turned to driving jobs. Statistics from Ahamove (an app-based logistics transportation company) also showed that the number of women registered as drivers for the company had tripled since the COVID-19 pandemic (Nguyen Nam, 2021). Even so, men still dominate the majority of such work.

Impact of COVID-19 on gender mobility

There are no statistics or academic evidence of how COVID-19 has impacted mobility and gender in Hanoi. Nevertheless, the blanket travel restrictions in the city from 24 July 2021, in response to a new wave of COVID-19 infections to hit Vietnam, has caused a dramatic reduction in travel volumes across the city affecting all citizens. According to social distancing regulations under

Directive 16 in Hanoi, there are only a few cases where people are permitted to travel, including to purchase food, foodstuffs, medicine, receive first aid, medical examinations and treatment, vaccinations and other emergencies. Business trips, official duties and working at some selected businesses are also permitted. As per the traditional division of labour, women are usually responsible for purchasing daily consumer goods and food, which heightens their risk of being exposed to COVID-19. On the other hand, social distancing can also increase women's caregiving responsibilities and unpaid duties at home, which in turn limits their time to travel for other purposes. COVID-19 also limits the operation of public transport to avoid infection risks. Hence, transportation by public transport shifts to private vehicles (González-Sánchez, Olmo-Sánchez, & Maeso-González, 2021) and heavily impacts women's mobility because more women use this mode of transport than men (Bay & Holyoak, 2015; GIZ & SUTP, 2017; Hoai Anh & Schlyter, 2010; W & S, 2012; World Bank, 2012). Travel restrictions may also prevent women and men from seeking work. Women will be more vulnerable than men as the former are more commonly migrants and unskilled workers (World Bank, 2011).

Chapter 4 Key Players and Policy Review

Gender mainstreaming policy review

Closing the gender gap in the transport sector is a priority for many governments. Policy guidance from international organisations, such as the UN, has highlighted gender mainstreaming in many areas, including transport and mobility. More recent developments on sustainable transport and the empowerment of women include the 2015 Paris Climate Agreement, 2030 Development Agenda and the set of 11 Sustainable Development Goals (SDGs) and the New Urban Agenda (NUA) agreed at HABITAT III in Quito in 2016 (GIZ, 2018). Particularly, SDG 5 aims to achieve “gender equality and empower all women and girls” in order to “eliminate all forms of violence against all women and girls in the public and private spheres.”⁵ In line with these guidelines, Vietnam also formulated a national level gender policy to be applied in respective areas. Resolution No.28/NQ-CP on promulgation of the National Strategy on Gender Equality (2021-2030) was issued in March 3rd, 2021 by the government. The strategy sets out six main goals for gender equality in specific sectors, including in politics, economy and labour, family and prevention of gender-based violence, health, education and training, and information and communication (Government of Vietnam, 2021).

Key players in gender equality and mobility

Broadly, gender integration can be understood through national level State agencies and others, such as international NGOs, think tanks and civil society. Though they differ in approaches, the intent is more or less the same.

State agencies:

At the national level, the Ministry of Labour, Invalids and Social Affairs (MOLISA) has been assigned as the leading government agency responsible for State management of gender equality nationwide. Accordingly, MOLISA plays a key role in implementing all activities related to gender issues in Vietnam, including the National Strategy on Gender Equality (2021-2030). The strategy sets out six specific goals, with each goal containing several indicators on specific aspects such as health, education, economy and employment. However, it does not feature specific gender equality goals or indicators in transport (Government of Vietnam, 2021).

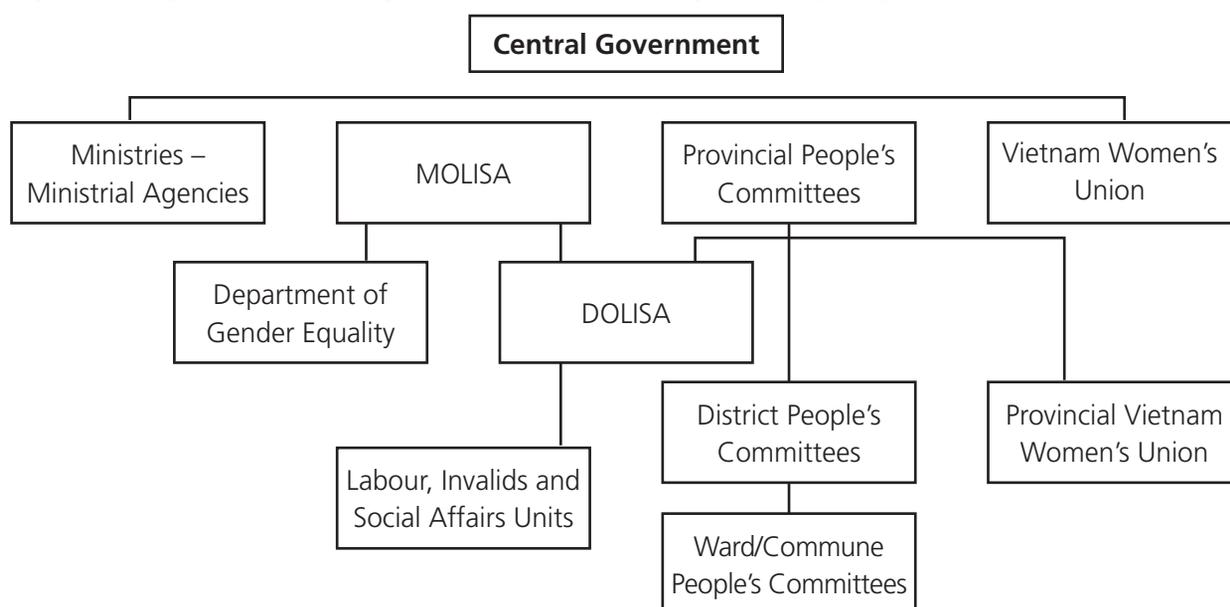
In implementing the strategy, MOLISA is tasked with coordinating with ministries and ministerial-level agencies, within the ambit of their tasks and powers, to manage and implement gender equality activities/programmes within their sectors and inter-sectors. For example, regarding elaboration and implementation of socio-economic development strategies and master plans, the Ministry of Planning and Investment (MPI) will preside over and coordinate with MOLISA to integrate gender equality into formulating and evaluating the results of implementation of targets in national socio-economic development strategies and master plans. In terms of guiding and organising the propaganda and education of the Law on Gender Equality and other legal documents on gender equality, the MOLISA shall coordinate with the Ministry of Justice, the Vietnam Women’s Union, and relevant agencies in formulating communication programmes and content, and guiding agencies, organisations and individuals to carry out the propaganda, to educate and provide knowledge and practical skills on gender equality.⁶

Most recently, the MOLISA has presided over the organisation of “Action month for gender equality and prevention and response to gender-based violence” from November 15 to December 15 each year. The theme of Action Month 2021 is “Ensuring social security, empowering and creating opportunities for women and girls to achieve gender equality and eliminate gender-based violence”. The MOLISA guides affiliated units to implement Action Month in ministries, branches, organisations and localities to organise a launching ceremony and raise the month’s profile through the mass media.

In addition, the MOLISA has drafted a decree on sanctioning administrative violations in the field of gender equality to overcome limitations of Decree No.55/2009/ND-CP due to shortcomings in consistency, synchronisation of the legal system as well as in practice of application of the law. Besides, the ministry participates in the assessment of mainstreaming gender equality in the development of legal documents and disseminates policies and laws on gender equality.

Figure 3 shows the State management levels responsible for ensuring gender equality in Vietnam. The highest level of State management is the central government. MOLISA is the ministerial agency with primary responsibility for gender equality nationwide. It cooperates with other ministries and ministerial-level agencies, Provincial People’s Committees and the Vietnam Women’s Union. The primary agency responsible for gender equality under MOLISA is the Gender Equality Department. At the provincial level, Provincial People’s Committees have overall responsibility for State management, including gender equality in the respective province. In each province, there is a Department of Labour, Invalids and Social Affairs (DOLISA), which is a specialised agency, managed and operated by the Provincial People’s Committee, and is also subject to the direction, inspection and guidance of MOLISA. Provincial People’s Committees are also the directing, managing and operating agencies of the provincial Women’s Union, a subordinate unit of the Vietnam Women’s Union.

Figure 3: Organisation and agencies responsible for gender equality



Despite the decentralisation as shown in Figure 3, however, at the provincial level and lower, gender equality-related activities are under the State management of Provincial People's Committees. With such a system, there is potential for overlapping tasks and activities between units working on gender equality. In order to avoid such limitations, the National Committee for the Advancement of Women (NCAAW) became the central government agency responsible for overseeing gender equality initiatives and coordinating gender mainstreaming. Under NCAAW is a network of Committees for the Advancement of Women⁷ (CAAWs) in all ministries/agencies and all 64 provinces of Vietnam. This ensures connections and cooperation between State management agencies and inter-sectoral coordination organisations on advancements of women, creating synergies and avoiding overlaps in task implementation (ADB, 2005).

Currently, according to provisions of Vietnamese law, gender equality is common in all areas of social and family life, such as politics, economy, labour, education and training, science and technology, health, culture, information and sport. With such tasks, it is clear that gender equality should also be mainstreamed in all activities within the transport sector. As such, the Ministry of Transport recently drafted a report on mainstreaming gender equality in the process of drafting a proposal for a draft Road Traffic Law (Amendment) and assessment of social and gender impacts of policies in the law in 2020.

International organisations, NGOs and civil society

In the recent past, international organisations as well as international and local NGOs have contributed to Vietnam's gender equality achievements through dialogues, awareness-raising and policy interventions. Among UN organisations in Vietnam, UN Women is the main agency that leads policy advocacy activities to promote gender equality by improving women's economic empowerment, ending violence against women and girls, and enhancing women's access to justice to make gender equality an essential feature of the national legal framework, policies and plans. For gender equality in mobility, UN Women has participated in many programmes, research and communication activities to support policy development and advocacy. For example, UN Women was involved in research and publishing a policy brief on gender equality in transport in Vietnam⁸, a report on the GRB approach to developing safe cities for women and girls, and funding and collaborating with key government agencies to promote gender equality.

Other international NGOs in Vietnam, such as ActionAid, CARE International, Oxfam and SNV, along with domestic NGOs have all made great contributions to promoting gender equality and enhancing such policies in Vietnam. However, their activities typically focus more on enhancing women's economic empowerment, preventing gender-based violence, improving access to health and education, with few programmes and projects on gender equality and mobility. However, transport initiatives financed and managed by ODA projects ensure gender integration and equality under their mandates.

Policy review for metro projects and bus system in Hanoi

The Hanoi Metro Rail System project was financed by different agencies⁹ depending on the investor of each line. As such, gender policies may be

applied differently during the project process. In the case of Line 3 Nhon-Hanoi Station funded by ADB, it follows the ADB gender and development framework to ensure gender equality and promotes the employment of women in urban transportation. As per the policy, gender sensitivity was well considered in different perspectives including accessibility, safety, employment, businesses, compensation for those affected by project construction, gender awareness, which are presented in the project's gender action plan (GAP) in two different stages of project implementation. For example, in the 2010-2014 period (2010-2014 period includes three outputs, the 2015-2019 period has nine outputs), the accessibility and benefits of women were considered in the design of the project's infrastructure. Accordingly, the design of the platform areas, stations, must have adequate lighting and separate toilets for each gender, have surveillance camera systems to ensure security, or even the initiative to use a women-only carriage. In addition, the gender policy in this project is also concerned with women's job creation (recruitment and design of areas for women's market stalls doing business at train stations). However, the policy does not specify which groups of women will benefit. If the beneficiary is also a woman whose livelihood is affected by the impact of the Metro system, it would make more sense.

To ensure women's rights, the code of conduct in all construction contracts for Metro civil works is also gender-integrated and the resettlement board must also include a certain proportion of female members to ensure gender issues are not overlooked. Gender awareness training options are also included in the GAP. Overall, the gender policy of the Line 3 Nhon – Hanoi station project is relatively comprehensive, which includes compensation for acquired land, livelihood restoration, job creation, training on gender equality and mainstreaming and the balanced design of Metro gender-specific physical features. However, the status of the GAP implementation

is unknown, which may be due to the fact the project has faced numerous delays. In the latest social monitoring impact report (2021) of Hanoi Metro (Line 3), there is no information on the GAP implementation process, except for prioritising recruitment of women and men in the construction and operation of the project (GAP is highlighted in the Appendices).

On the other hand, the policy on public bus operations in Hanoi displays few aspects of gender sensitivity, except for some specific infrastructure facilities such as seat reservations for pregnant women, those who are accompanying children, the elderly and the disabled. Hanoi has no specific gender equality policy related to public buses. In addition, the design of bus stops and bus station areas has not integrated gender sensitivity. This is clearly a policy gap when there are numerous cases of girls and women being sexually abused while using public buses (ActionAid International Vietnam, 2014), walking home alone at night, and even during daylight. Based on the research results of international NGOs on sexual abuse of women on public transport, Hanoi had a plan to deploy buses exclusively for women in 2015. However, this policy encountered many objections (Do Thi Luong, 2014; Thai Son, 2014; Viet Ha, 2014).

Figure 4. Metro use and safety instructions

Source: Hanoi Metro website (www.hanoimetro.net.vn)

ON THE TRAIN

- Track the past gas information, the next terminal on the cruise screen and the on-board loudspeaker system.
- Identification of transshipment stations by route map.
- Give priority to giving seats to the elderly, the disabled, pregnant women and children.
- Keep hygiene and order on board.
- Do not rely on the door, especially when the train is in the station.



In 2018, DOLISA and UN Women held an event in Ho Chi Minh City to launch an orange bus route to raise public awareness, especially among men, of supporting and promoting women's empowerment as well as emphasising the importance of eradicating gender stereotypes and preventing sexual harassment and sexual violence against women and girls. At the same time, it supported the development and promotion of gender-sensitive economic and social policies to ensure that women and girls develop to their full potential and enjoy equal opportunities with men and boys.

These efforts were concretised by the fact that the Ho Chi Minh City Public Transport Management Centre has invested in improving the quality

of passenger services on 21 bus routes (free wifi, newspapers), particularly installing camera systems to monitor routes and staff, drivers and passengers on more than 2,300 buses to ensure the safety of passengers, including stopping sexual harassment against women and girls. In addition, the centre has also invested and renovated the infrastructure of bus stops and toilets to meet the needs of women, children, the elderly, and people with disabilities. It has also implemented measures to deter and limit sexual harassment and abuse of women and children on public transport and at bus stops to build a friendly and safe bus system.

Chapter 5 Best Practices from other Cities

Example of best practices for gender equality in mobility

There is a strong connection between the economic, social and cultural contexts in determining which best practices work well. Providing gender sensitive and attractive transport services can only be successful if the specific cultural contexts and mobility behaviour is better understood and accounted for in urban transport design and planning (GIZ, 2018). A notable observation is made on the differences in travel patterns of women and men in developed and developing countries alike, and in rural and urban areas (ITF, 2019).

This calls for women's involvement at all fronts of mobility planning and operations to avoid risks, costs and wasted resources of building infrastructure and services that do not attract women to use them (GIZ, 2018). Based on the various studies reviewed by this report's authors, a comprehensive list of best practices is compiled covering these key areas: improving data collection, increasing diversity and inclusion, addressing legal and social barriers, policy intervention and dialogue, capacity building and raising awareness.

Table 1: Collection of Best Practice from around the World

Sources: GIZ (2018), Visakha (2021), (GTZ, 2007; Sahar Aloul, 2018)

Scope/Area	Featured Solution/Practices	City /country implemented / recommended
Policy intervention	'Pink' taxis or vehicles for women-only services. In India and Pakistan, a number of 'pink rickshaw' services have started, for women and driven by women. Other private women-only services include in Russia, called 'Pink Taxi' and in service since 2006 and in the UK (called 'Pink Ladies') from 2006, in Dubai from January 2007 and in Egypt.	India, Pakistan and various cities
	'FemiBici' is a female bike workshop and classes to ride bicycles, not a commonly used form of transport in the country.	Guadalajar, Mexico
	Creation of a women's cycling academy, where they learn the basics of bike riding and cycle in groups initially to build confidence about cycling.	Santiago, Chile
	Including a full-time social and gender specialist as part of the staff in transport services and regular consultation meetings with various stakeholders.	Peshawar, Pakistan

Scope/Area	Featured Solution/Practices	City /country implemented / recommended
Spatial and urban planning	Compact, diverse, mixed-use neighbourhoods are suggested for cities.	Recommended
	Creating dense street grid networks or non-motorised transport pathways that improve the pedestrian network (as women tend to walk more than men). Providing sidewalks with sufficient width to accommodate demand. Raised crosswalks, crossings and street signals are all part of improving the environment for pedestrians.	Recommended
	Providing better spatial accessibility (for travelling with children or carrying loads) by avoiding steps or kerbs, providing elevators and keeping them functioning.	Recommended
	Speed limit-lowering features, such as speed bumps in high-risk areas.	Recommended
	Public transport station design to consider creating wide areas for walking, good levels of lighting and clear lines of sight.	Recommended
Mobility infrastructure and design	Women-only transport, such as: <ul style="list-style-type: none"> • Segregated coaches on metro train/rail services • Segregated seats for women in buses • Women-only bus or taxi services. 	Bangladesh, Guatemala, India, Indonesia, Mexico, Pakistan
	Similar to segregated compartments, women-only trains and buses include separate boarding areas (Sahar Aloul, 2018).	Colombia, Egypt, Iran, Japan, Nepal and Russia
	Designing bicycles for typical activities that women do. In Japan, bicycles mostly used by mothers and housewives are called “mamachari” or “mama bicycles”. These bicycles are lightweight, have baskets in the front or back to transport groceries, or child seats attached and have a stable bicycle stand.	Japan
	Other services at transit stops include grocery and convenience stores, as well as childcare facilities, such as Kid Stops, which are child daycare centres located at commuter rail stations. They enable parents to easily drop off and pick up their children on their way to work.	Maryland, USA and Tokyo, Japan
	Public toilets near transit, and gender-sensitive facilities such as provisions for lactating mothers to breastfeed.	Recommended
	Women-only doors whereby women board and alight from the front, whereas men board and alight from the middle or back. Spaces for goods, strollers or wheelchairs in buses can also help in addition to wider gangways, lower handlebars.	Recommended
	Enhance security measures by installing CCTV, good lighting systems, adding more police, GPS tracking and panic buttons in buses and bus stations were all new measures to ensure that commuters feel safer, especially women.	Recommended

Scope/Area	Featured Solution/Practices	City /country implemented / recommended
Workforce and participation	Seat reservations for women and minority groups to ensure equality and raise the confidence of women users and others. Examples include Bengaluru Metropolitan Transportation Corporation, which employed more than 1,200 women conductors and operation staff members to ensure women's presence in the transportation system.	Bengaluru, India
	In Lima, women police officers were found to be more effective in enforcing law and traffic management, as they had a reputation amongst drivers as being incorruptible.	Lima, Peru
	Providing training and hiring women drivers and demanding a gender mix of personnel at stations, on buses, and even in management.	Recommended
	To best understand women's transportation needs, it is essential that they be included in the consultation, planning, decision-making and implementation processes.	Recommended
App-based/digital technology solutions	SafetiPin is a map-based mobile phone application, designed to make communities and cities safer by providing safety-related information collected by users and by trained auditors.	Bogota, Colombia, Manila, Philippines, India Mexico City
	Digital Matatu, an app that provides information about where to get transport.	Nairobi, Kenya
	Ride and car sharing apps can also increase security and make traveling easier, such as Uber, Lyft or Grab taxi. Women can switch quickly from using other public transport and regular taxis.	India, Malaysia, USA, Vietnam and other countries
Awareness/reporting	#PT4ME is a global campaign, officially launched on International Women's Day, 8 March 2018, developed by the World Bank and UITP. It is in response to the 80 per cent of women who are still afraid of harassment on public transport.	Worldwide
	Women reporting cases of abuse or harassment must be investigated and necessary measures taken. Thus, "women safety audits" are increasing in number and being carried out to identify potential sites where harassment may occur (Sahar Aloul, 2018).	Mexico, USA

No one-size-fits-all solution

A comparative study from cities across the globe highlight similar gender challenges in mobility. They strongly suggest there is no one solution which cuts across the economic, cultural and social strata. Different solutions and approaches fit depending on specific city contexts. At best it works as 'pick and choose' based on the city urbanisation rate and other interconnected factors. For example, in Indian cities providing women-only coaches on metro trains was successful, while segregated seats in buses in Bangladesh was only partially successful, as the section of seats reserved for women were not always filled up, and it caused resentment from men in the overcrowded male sections of buses (GIZ, 2018). Interestingly, Sahar (Sahar Aloul, 2018) remarked that such practices could not be seen as the best long-term solution for transportation safety and harassment challenges as they did not deal with the root cause of the problem and placed the burden on women to be safe.

This implies that even in a similar context the success of best practices was influenced by other factors such as economic development, cultural acceptance and social behaviours. However, the broad underlying issue is that women have specific mobility patterns and needs, that are largely absent in the urban planning and design of mobility infrastructure in many cities, including Hanoi.

Differences in terms of best practice were also observed between developed and developing economies. For instance, women in developing countries use non-motorised options, such as walking and bicycling, due to economical and social reasons. In developed countries, transition

towards non-motorised transport are for reasons pertaining to sustainable and ecological benefits. In developing countries like Vietnam, designing and upgrading walking and bicycling infrastructure alone may not be enough as it requires changes in confidence and behaviours to adapt to these practices. Given that Hanoi is moving towards more motorised modes of transport (Hansen, 2015) bringing back bicycles to the street might require stronger policy and awareness.

Chapter 6 Conclusions

Key summary

Hanoi's transport facilities are not fully gender sensitive. While there are seat reservations for vulnerable groups including pregnant women within the bus system, there are no adequate facilities at stations. Gender differences in transport in Hanoi, from purposes of travel to modes of travel, are closely linked to gender norms and differentiation of gender roles in various aspects, including division of labour, housework and care duties. Though public transport is less preferred than private in Hanoi, it is one of women's main modes of travel, but they face sexual harassment. Women's employment in mobility operations is low, which reduces the safety factor and confidence in the services user. Despite a slight shift driven by the COVID-19 pandemic, women are now grabbing workforce job opportunities offered by technology-based mobility such as ridesharing, logistics and goods delivery services where entry to the workforce is easier than to the formal sector.

Notably, Hanoi is poor in terms of pedestrian facilities which places risks on pedestrians, mostly women and children, who are forced to use main carriageways due to parked vehicles or obstructions on walking lanes. Due to COVID-19 impacts, women appear to have suffered more than men in terms of travel restrictions during city lockdowns because of their unpaid care work. This study also found that gender integration is usually limited to large-scale transport projects, such as rural road-urban transport, which requires more attention and efforts to ensure gender responsiveness and equality. Yet gender integration in public transport and services is far from complete, following recommendations based on our study could further help achieve gender sensitive policy in transport, ensure women safety

and needs, better data to understand women's mobility issues and need.

Recommendations

Cooperation between agencies: Transportation and gender-focused authorities, particularly the Ministry of Construction and MOLISA and related agencies (social and transport sectors, national gender institutions and policy, and project management levels), can and should develop joint actions with other actors to promote greater equity in transit systems. Active involvement of women's affairs agencies, such as CFAWs and other organisations, is required at various levels. Cooperation with police and public safety authorities can be mutually beneficial when planning system security. Transport agencies and mobility service provider should work towards developing ties with statistical agencies and equipment manufacturers to promote designs that are gender-friendly which will also be advantageous.

Disaggregated and digitalised data collection: Collecting city level gender-disaggregated data and data on non-motorised transport as well as motorised modes is important. Women and children make a large number of walking trips, and the number of such trips is often underestimated in a city, including those made by bicycles. Also, availability of data in a digitalised format would be useful for analysis and projection.

Design technical specifications that promote equality: The technical specifications in requests for proposals and in procurement contracts for transport projects could include design elements that promote gender equality. For example, contracts for buses could include a requirement for

reserved spaces for baby carriers or for pregnant women, with facilities for breast-feeding mothers, at Metro and rail stations.

First and last mile connectivity: Walking distances to and from stations of more than five

minutes can be discouraging enough to use public transport. Hence, taking into consideration 'first and last' mile connectivity for supplementing with sustainable and women-friendly modes of transit could help fill the gap, especially for women as safety concerns can be one of the reasons for not using public transport.

Endnotes

- 1 The number of men and women in the world is roughly equal, though men hold a slight lead with 102 men for 100 women (in 2020). More precisely, out of 1,000 people, 504 are men (50.4 per cent) and 496 are women (49.6 per cent). For every 100 girls, 106 boys are born, but males have a higher risk of dying than females, both in childhood and at adult ages. So at a certain age, the numbers of men and women even out. (https://www.ined.fr/en/everything_about_population/demographic-facts-sheets/faq/more-men-or-women-in-the-world/)
- 2 A case study of cities in Asia under the Friedrich-Ebert-Stiftung (FES) Climate and Energy project “Revert or Readjust: Liveable and Social City on Hanoi City” conducted in early 2021 included Hanoi as one of the case studies.
- 3 Canadian Institute of Health Research. Accessed at: <https://cihr-irsc.gc.ca/e/48642.html>
- 4 UN Women website. Accessed at: <https://www.un.org/womenwatch/osagi/conceptsanddefinitions.htm>
- 5 Sustainable Development Goals (SDGs) and Disability, United Nations Department of Economic and Social Affairs: <https://www.un.org/development/desa/disabilities/about-us/sustainable-development-goals-sdgs-anddisability.html>.
- 6 Decree No.70/2008/ND-CP detailing the implementation of the Law on Gender Equality.
- 7 Directive No.27/CT-TTg (dated 15/7/2004) of the government on strengthening activities for the advancement of women in ministries, ministerial-level agencies, governmental agencies, Provincial People’s Committees and central cities.
- 8 Policy Brief - Gender Responsive Budgeting in Vietnam: Gender Equality in Transport. Available at <https://www.adb.org/sites/default/files/publication/531976/budgeting-viet-nam-gender-equality-transport.pdf>
- 9 World Bank, Governments of Japan (Japan International Cooperation Agency), China (China Railway Sixth Group Co Ltd) and France (Agence Française de Développement and DG Trésor), the European Investment Bank and the Asian Development Bank.

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Appendix

Table 2: Gender action plan in Hanoi's Metro project (Line 3 Nhon – Hanoi Station)

Outputs for the period of 2010-2014	Activity	Performance/Target Indicators
<p>Output 1: Gender aspects are integrated into Metro infrastructure design and construction to maximise women's equal access and benefits and to mitigate potential negative impacts from new Metro construction.</p>	<p>Civil works for stations and depot designed and constructed considering gender aspects and including features that are important from gender perspective, such as:</p> <ul style="list-style-type: none"> - Safe lighting, separate male-female toilets and waiting areas, child-friendly access and facilities, video surveillance. - Station design allows space for market stalls and women-run small businesses. <p>Establish targets for female employment generation in any project civil works.</p> <p>Regulate adherence to gender-specific core labour codes and a code of conduct in construction company contracts for all civil works.</p> <p>Include information on potential negative impacts through awareness raising and information to all construction labour force.</p> <p>Ensure that women's needs are equally met through Resettlement Plan, e.g. quotas for women's participation in resettlement committees, specific attention to impacts on (predominantly female) shopkeepers in affected areas, ensuring that women and men equally receive compensation payments.</p>	<p>Gender-specific physical design features evident in newly constructed Metro infrastructure facilities.</p> <ul style="list-style-type: none"> - Safe lighting, separate male: female toilets and waiting areas, child-friendly access and facilities, video surveillance - Space for market stalls and women-run small businesses in stations and depot <p>Minimum 30 per cent of jobs generated by Metro civil works occupied by women.</p> <p>All construction contracts for Metro civil works include gender-specific core labour codes, and a code of conduct.</p> <p>HIV/AIDS and Trafficking Prevention Programme implemented encompassing all Project employees.</p> <p>50 per cent of representatives in resettlement committees are women. 100 per cent of affected female shopkeepers have received income restoration and livelihood support. 100 per cent compensation receipts with female and/or both husband and wife signatures.</p>

<p>Output 2: Promote women's role in transport sector operations and service delivery and ensure that E&M systems and rolling stock equipment are designed to ensure women's equal access to the Metro service.</p>	<p>Establish targets for female employment generation in Metro E&M systems and rolling stock equipment, in station and depot management, ticketing, station attendance and security, and train driving.</p> <p>E&M systems and rolling stock equipment designed with gender-specific features:</p> <p>Separate carriages for women and children, priority seating for pregnant women, space for baby prams and wheelchairs, emergency intercom and video surveillance.</p>	<p>Minimum 30 per cent of jobs generated by Metro E&M systems and rolling stock equipment in station and depot management, ticketing, station attendance and security, and train driving are occupied by women.</p> <p>Gender-specific physical design features evident in new E&M systems and rolling stock equipment.</p> <p>Separate carriages for women and children, priority seating for pregnant women, space for baby prams and wheelchairs, emergency intercom and video surveillance.</p>
<p>Output 3: Support HRB and transport sector staff to mainstream gender into Metro Rail project delivery and operations and promote the role of women in HRB/transport sector and ensure the participation of female HRB/transport sector staff in capacity development</p>	<p>A full-time Gender Specialist appointed in HRB with responsibility of ensuring the integration of gender aspects in all staffing and capacity building.</p> <p>Provide gender awareness and GAP implementation training for HRB staff.</p> <p>All female HRB Project staff members participate in relevant capacity development activities.</p> <p>Integrate gender-related substantive content into HRB capacity development activities and communication strategies wherever appropriate.</p> <p>Proactively encourage and promote women's employment in the transport services sector.</p> <p>Include responsibility for gender issues and gender analysis in Terms of Reference for all consultants, wherever relevant.</p>	<p>Gender Specialist secure proper attention to gender aspects.</p> <p>Gender awareness and GAP implementation training materials developed, and training delivered with sex-disaggregated attendance records.</p> <p>Number of female HRB Project staff participants per capacity development activity.</p> <p>Gender-related substantive content reflected in all HRB training materials where appropriate.</p> <p>Content of recruitment materials for Metro employment enhancing female applicants Minimum 20 per cent of new appointed/hired HRB staff are female.</p> <p>Gender analysis reflected in consultancy reports and other deliverables from consulting services.</p>

Outputs for the period of 2015-2019	Activity	Performance/Target Indicators
Output 1. Awareness of Metro Project in Five Districts	VWU in Five Districts Provides Awareness Training on pre-construction and issues impacting women's houses and businesses provided. Support VWU with relevant awareness material as a Partner in the Awareness Campaign.	Training opportunities were generated for women in the five districts. At least 30 per cent of men trained. VWU supported with Train the Trainer programmes to implement awareness and gender mainstreaming.
Output 2. Integrate Gender Concerns on Safety and Security Issues outside the Stations	Safety and Security Issues outside the Stations especially the introduction of multiple cameras, and lighting (vandal proof) and special measure for connecting subways	Cameras outside the stations. Appropriate and good lighting outside the Station Gender-specific physical design features
Output 3. Promote gender aspects of employment opportunities	Ensure women are involved in any construction activities Regulate adherence to gender-specific core labour codes and a code of conduct in construction company contracts for all civil works. Include information on potential negative impacts through awareness raising and information to all construction labour force.	VWU prefers a target of 30 per cent, however, it is suggested at 15 per cent. All construction contracts for Metro civil works include gender-specific core labour codes, and a code of conduct.
Output 4. Mitigate any negative impacts on female small businesses	Ensure that women's businesses are not negatively impacted by construction around the stations. Gender Consultant conducts survey around stations impacted by construction during market days/shops outside stations.	Provide a gender consultant to review any negative impacts. 100 per cent of affected female shopkeepers/market sellers near the station have received income restoration and livelihood support if impacted.
Output 5. Maximise women's equal access and benefits to the Metro	Ensure that women's views have been taken into design issues as much as possible on bus stops, connections, and subways	Gender-specific physical design features evident in newly constructed Metro stations

Output 6. Capacity Development	Gender Training under the Main Metro Line 3 project and support from this GAP on awareness raising and information to construction around the small civil works.	Provide Gender Consultant recruited and reporting on both the Main Project and the Station Design Project
Output 7. Improved integration of MRT Line 2 stations with other modes of public and private transport	Ensure that women and men have access to the public transport services	Metro services improved for males and females by more than 75 per cent over five years and persons with the disabled
Output 8. MRT Line Three Station Access Improved	Gender sensitive features incorporated	Gender Reports from the Gender Consultant under MRB Project
Output 9. Public Transport Policy and Systems Developed	Gender Assessment guides urban transport pricing	Gender Specialist Reports Progress Reports Project Review Mission

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