South East Asia Community Access Program (SEACAP)
in Viet nam

DISSEMINATION AND UPTAKE OF THE VIETNAM RURAL TRANSPORT DEVELOPMENT STRATEGY

(DF/018)

FINAL REPORT

MAIN TEXT

March 2008

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ABBREVIATIONS

ADB	Asian Development Bank
CCTDI	Consulting Centre for Transport Development Investment, belonging to TDSI
CPC	Commune People's Committee
DFID	Department for International Development –UK
GOV	Government of Vietnam
IFRTD	International Forum on Rural Transport Development
JBIC	Japan Bank for International Cooperation
MARD	Ministry of Agriculture & Rural Development
MOC	Ministry of Construction
MOF	Ministry of Finance
MOT	Ministry of Transport
M/P	Master Plan
MPI	Ministry of Planning and Investment
NGO	Non-Government Organization
ODA	Official Development Assistance
PPC	Provincial People's Committee
PDOT	Provincial Department of Transport
PMU	Project Management Unit
RT	Rural Transport
RTS	Rural Transport Development Strategy
RT 1, 2, 3	Rural Transport Projects 1, 2, 3
SWAP	Sector Wide Access Approach
SEACAP	South East Asia Community Access Programme
TA	Technical Assistance
TDSI	Transport Development and Strategy Institute
TOR	Terms of Reference
TUPWS	Transport & Urban Public Works Service
UK	United Kingdom
USD	United State Dollar
VND	Vietnam Dong
WB	World Bank
WTO	World Trade Organization

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EXECUTIVE SUMMARY

The UK for Department International Development (DFID) - via the South East Asia Community Access Programme (SEACAP) funded Technical Assistance (TA) for "the Dissemination and Uptake of the Vietnam Rural Transport Strategy" (hereinafter referred to as DF/018). The Project objectives include (i) mainstream the "Vietnam Rural Transport Development Strategy - RTS" approved by the Ministry of Transport (MOT); (ii) widely disseminate and raise awareness on the RTS among the stakeholders in order to establish an enabling environment for the implementation of the RTS recommendations; and (iii) draft an Action Plan for the implementation of recommendations proposed in the RTS. The Project was carried out within 6 months, commencing in July 2007.

In order to carry out *Extensive Dissemination* activities, a website on the RTS was developed and connected to the MOT's home page which attracts a great number of access persons, and more than 4,000 brochures were distributed. In addition to the dissemination to relevant ministries, agencies, donors and organizations/individuals, the Consultant directly introduced the RTS to 48 out of 64 provinces in 8 nationwide regions (*Intensive Dissemination*). Moreover, the RTS was disseminated through international workshops, i.e. SEACAP, the International Forum on Rural Transport Development (IFRTD); National Workshop on RT2 Closing and RT3 Launching; and Regional Workshops held in the Mekong River Delta and the Central Highlands.

On the basis of feedback collected from 1,000 questionnaires, and comments provided by the participants in RTS meetings, workshops and discussions, the Consultant developed specific proposals (shown in Table 1) with a *Scheduled Action Plan* for implementation of RTS's recommendations which include: (i) Improvement of Rural Transport Planning and Management; (ii) Rural Transport Organization Structure; (iii) Improvement of Capacity for Specialized Transport Staff at different levels; (iv) Fund Mobilization Policy; (v) Planned Maintenance; and (vi) Use of Local Labor and Materials.

Table 1: Action Plan for the Implementation of RTS Recommendations

Recommended Areas	Recommenda-tions	Recommended Action Plan	Schedule
Coordintation among. The RTS, the Comprehensive Transport Development Strategy and Sub-sector Transport Master Plans (M/P)		Introduce rural transport development policies into the "Updating of Transport Development Master Plan by 2020 and Vision to 2030" and planning issues into the Road Transport Master Plan and Inland Waterway Transport Master Plan by 2020.	- Introduced into the Transport Development Strategy submitted to the Prime Minister in August 2007 and into Sub-sector Transport M/Ps.
Coordination among. The National Transport Master Plan/Strategy and Provincial Transport M/Ps/ Planning		Develop and approve Provincial Transport Development Master Plans, including Rural Transport by 2020	- By the end of 2008
Fund mobilization policy	Construction of BARs in 100% of communes by 2010	- Speed up the RT3 implementation progress - Recommend donors to support another Rural Transport Project (ODA project) for provinces in Central Highland, South East and Mekong River Delta regions. - The GOV support through issuing of bonds.	- By 2010
	Fund contribution from local population	- Apply the toll collection to only enterprises, companies and investors which are locally based - Collect contributions from local population only in more developed areas; These contributions are mainly used to support rural road maintenance activities in those areas.	- Commence in 2008
	Maintenance Fund	Allocate funds from Central and Local budgets to support disadvantaged and less developed areas. In the long term, a maintenance fund must be established	- Commence in 2008 - 2015

	Investment Rate	It will be concretized through each specific project consistant with unit price in each period.	
Building of capacity for local levels, particularly for district and commune levels.	Formulation of Transport Master Plans/ Planning	MOT issues specific guidance to facilitate provinces in their formulation of Provincial Transport Master Plans, including rural transport.	2008
	Competence of staff	Assess the competence of rural transport staff at provincial, district and commune levels. Develop training plans.	2008
	Increase of the number of permanent transport staff at commune level	Provinces recommend the MOT to set up a working plan with the Ministry of Interior to increase the number of permanently dedicated staff for rural transport at commune level.	2008
Planned maintenance	Legal basics	Review recommendations on the issuance of a legal regulation (i.e. Guidance Circulation) by MOF, MPI and MOT on harmonizing the relation between construction and maintenance the nationwide.	Commence in 2008
	Maintenance Fund	Allocate funds from Central and Local budgets to support disadvantaged and less developed areas. In the long term, a maintenance fund must be established.	Apply in RT3
Technical specifications		Revise rural road specifications to appropriate and easily applicable standards.	Commence in 2008
Use of local materials and workers		Prioritize the use of local materials and workers in rural transport maintenance where suitable.	Commence in 2008

Recommendations are summarized as follows:

(1) Introduction and dissemination of the "Vietnam Rural Transport Development Strategy" should be continued. It should be maintained and updated on the website of MOT, if funds are available.

(2) Continue to develop and submit Provincial Transport (including rural transport) Development Master Plans - 2020 and submit to the competent authorities for approval.

(3) Speed up the RT3 implementation progress and request donors to fund another rural transport project for non-RT3 provinces in the Central Highland, South East and Mekong River Delta.

(4) Compile and issue Guidelines for the preparation of transport development plan for provinces.

(5) Consider the option of institutionalizing planned maintenance through a legal document (i.e. an inter-ministerial circular of MOF, MPI and MOT).

(6) Promote the plan to work with the Ministry of Interior for an increase in the number of permanently dedicated staff for rural transport at commune level.

(7) Review and compile rural road specifications into a single, appropraite and easily applicable standards document.

(8) Consider the option of piloting some of these recommendations during RT3, including planned maintenance, training for provinces including non-RT3 provinces.

1. BACKGROUND

Project Overview

the "Updating of the Vietnam Rural Transport Strategy - RTS" Project was funded by the UK Department for International Development (DFID) . MoT assigned the Project Management Unit No. 5 (PMU5) as the Project Management Agency and the Transport Development and Strategy Institute (TDSI) as the Project Implementation Agency.

This Project was approved by the MOT on January 16th, 2007 by the Decision No 101/QD-BGTVT.

In order to further support the Government of Vietnam (GoV) and MOT in particular to disseminate the above RTS for all stakeholders, DFID - via the South East Asia Community Access Programme (SEACAP) has funded a Technical Assistance (TA) namely "Dissemination and Uptake of the Vietnam Rural Transport Strategy", hereinafter referred to as DF/018.

Objectives of the Dissemination and Uptake of the Vietnam RTS Project

The Project objectives are set out in the TOR, as follows:

- Mainstream the "Vietnam Rural Transport Strategy" approved by MOT;
- Widely disseminate and raise awareness of the RTS among the stakeholders to establish an enabling environment for the implementation of the RTS recommendations.
- Draft action plan to implement the RTS's recommendations.

Scope of Work

The introduction and dissemination activities of the Vietnam RTS are carried out in 8 economic regions nationwide and is illustrated in Figure 1.1 overleaf.

Implementation schedule

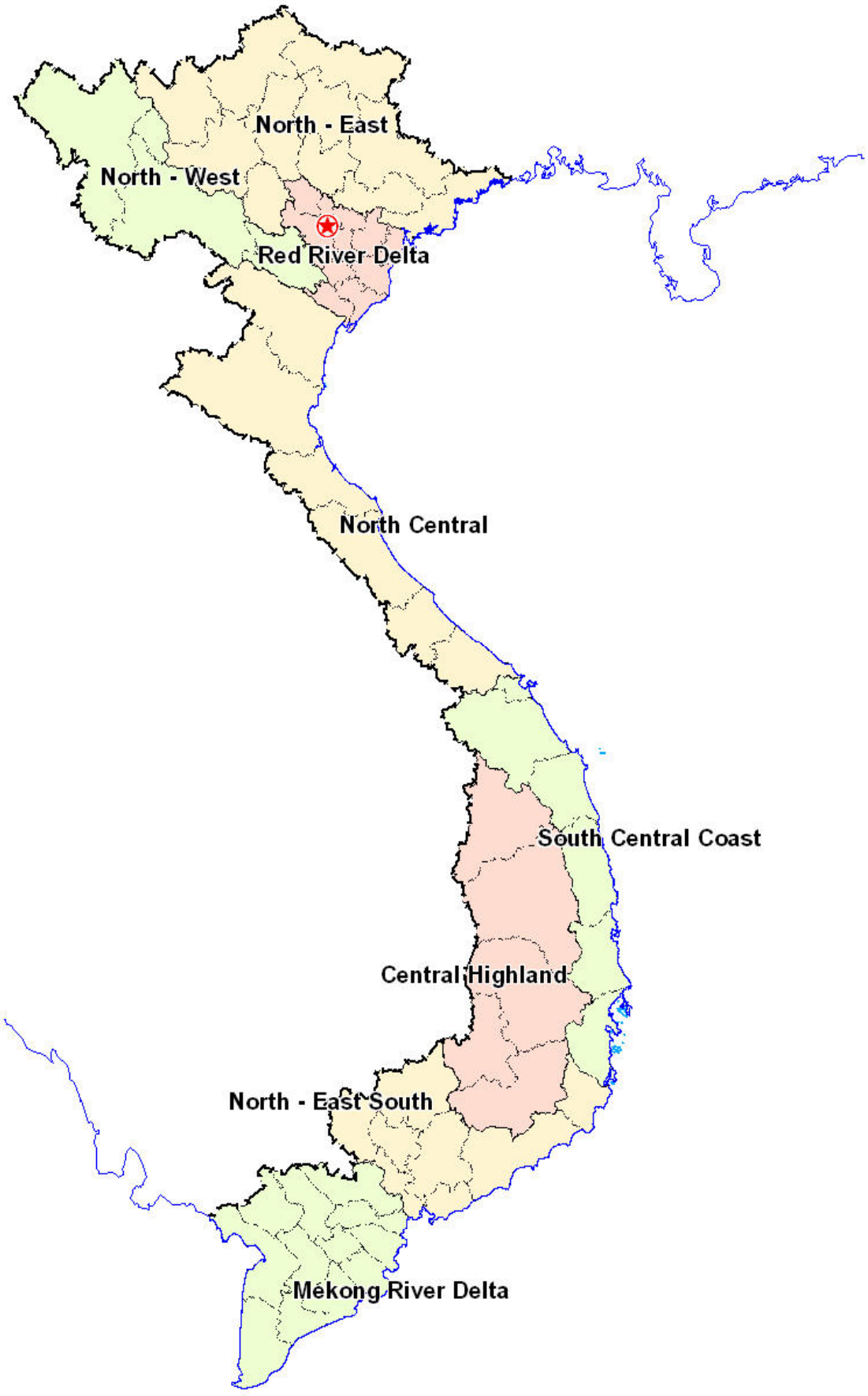
The Project was intended to implement in 6 months, commencing from July 2007. However, due to some difficulties, the progress was 1 month behind schedule.

Work Contents

(1) Sensitize stakeholders to the existence and contents of the RTS approved by the MOT.

(2) Develop an Action Plan for implementation of RTS recommendations.

Figure 1.1: DF/018 Study Area



2. APPROACHES AND IMPLEMENTATION ORGANIZATION

2.1. Approaches

Appropriate methods and approaches are required so that the dissemination of Vietnam RTS achieves high effectiveness as well as sound interest and participation of various stakeholders. Specific approaches are extensive and in-depth dissemination using regional/provincial workshops so that stakeholders of different interests can exchange opinions on the recommendation.

2.2. Implementation

2.2.1. Identification of Target Stakeholders

- The Consultant Team discussed among themselves to identify *the target stakeholder group for in-depth dissemination*. This group includes relevant central ministries and agencies, provincial and district departments and associations. Donors like World Bank (WB), Asia Development Bank (ADB), Japan International Cooperation Agency (JICA), DFID, Japan Bank for International Cooperation (JBIC), Oxfam etc. are also included. The *target group for extensive dissemination* includes transport units under the District Infrastructure Divisions or District Transport Divisions, commune transport staff and other stakeholders. Regional workshops and provincial meetings are good vehicles to disseminate the strategy.

2.2.2. Implementation Arrangement

Means of dissemination

Means of RTS dissemination include:

- Revised RTS Summary Report (Appendix A)
- Brochures (Appendix B)
- A website linked to the MOT Website (Appendix C)
- Questionnaires to collect feedbacks (Appendix D)

The above mentioned documents/tools have been completed before the dissemination in provinces of 8 regions.

2.3. Implementation Progress

2.3.1. Implementation Plan

The plan for RTS introduction and dissemination was outlined in the Inception Report, which was submitted to SEACAP in late July 2007 (see Appendix E). Most activities were carried out in accordance with the plan. However, due to various objective and subjective reasons, the

implementation plan has been adjusted to make it more appropriate. For instance, 4 teams have been mobilized to carry out the dissemination in Mekong River Delta, South East region and North East region right after the completion of Regional Workshop in Mekong River Delta so that storm season in quarter 4 of the year can be avoided. The workshops in North Central Coast and South Central Coast have been canceled as per our proposal due to specific conditions and weather of these regions (details are mentioned in section 2.3.1.1 and 2.3.3 below). Our proposal was accepted by SEACAP at the contract amendment letter No.4 dated 10 Dec 2007.

Similarly, the dissemination activities in provinces of these two regions has been delayed for nearly one month till late December. All adjustments have been reported in writing to SEACAP for approval.

2.3.1.1. Regional Workshops

According to the TOR, 33 out of 64 provinces are included in RT3 project. Therefore, in addition to the RT2 Closing and RT3 Launching Workshop in September 11th, 2007 for 33 provinces of which RTS was disseminated, 4 other regional workshops were organized, including:

- Regional Workshop in the Mekong River Delta (held in Can Tho city on October 12th, 2007 with the attendance of about 50 representatives from 13 out of 13 provinces in this Region);
- Regional Workshop in the Central Highlands (held in Da Lat city on November 6th, 2007 with the attendance of 15 representatives from 4 out of 5 provinces in this Region);
- Regional Workshop in the North Central Coast (organized in Hue city on November 20th, 2007 as per the plan); and
- Regional Workshop in the South Central Coast (organized in Da Nang city on November 22nd, 2007 as per the plan).

However, after the completion of two Regional Workshops in Can Tho and Da Lat cities, the whole Central Region was devastated by heavy storms and floods in late November. In this circumstance, and with the experience learnt from the Regional Workshop in the Central Highlands, the Consultant proposed to SEACAP not to hold the two remaining Regional Workshops in North and South Central Coast regions and the proposal has been accepted. This issue will be further mentioned in section 2.3.3 below.

Moreover, the RTS introduction and dissemination were also integrated in the SEACAP annual workshop held on September 12-13th, 2007, and in the International Forum on Rural Transport Development - IFRTD held on

September 14th, 2007 in Hanoi with the attendance of hundreds of international and domestic representatives.

2.3.1.2. RTS Dissemination in Provinces and some Districts

The RTS dissemination started in 6 out of 12 provinces in the Red River Delta and 4 out of 4 provinces in the North West region. Most of provinces in these two regions are included in RT3 Project, and they have sent representatives to attend the "RT2 Project Closing and RT3 Project Launch Workshop" on September 11th, 2007 in Hanoi. The organization of RTS dissemination activities may vary between provinces depending on local circumstances. However there are two basic types of organizing:

(a) The Consultant sent request letters in advance to PDOTs. PDOTs then invited representatives from relevant provincial departments including DPI, DOF, DARD, PDOT, as well as representatives from 2 or 3 districts to attend the meeting on RTS introduction and dissemination held at PDOT, and discuss RTS's recommendations.

(b) In some provinces where it is difficult to organize meetings at PDOTs due to long travel distance between PDOT and relevant provincial departments/districts, the Consultant made a plan to visit the selected provincial departments and districts to discuss and fill in relevant questionnaires.

The dissemination includes the following activities:

- Distribution of documents, including RTS summary report, brochures, and regional RTS summary report;
- Introduction of national and regional RTS by the Consultant; and
- Discussion among representatives.

The questionnaires were distributed to the participants with specific guidance and explanations by the Consultant. The questionnaires were filled and returned to the Consultant. In the case of type (b) above, the Consultant discussed with the participants and filled in the questionnaires.

After the completion of RTS introduction and dissemination activities in the first two regions, the Consultant had an internal meeting to draw experience for implementation in the remaining regions. Preliminary assessments showed that the dissemination under the form of workshops/meetings (type a) is more effective, attracting more participants from various agencies (for instance, there were 15-20 participants from Ninh Binh and Nam Dinh provinces). Representatives from districts could also attend and discuss about existing problems in their districts. However, the dissemination

workshops are only appropriate for delta provinces and some midland provinces where the distance between PDOTs and other departments and districts is not too long. Otherwise the type b (direct visits) is more suitable.

On the basis of lesson learning from the above two regions, the dissemination activities, and collection of feedbacks from provinces have been carried out in the remaining regions and completed by end of December 2007.

2.3.1.3. RTS Dissemination for Ministries, Agencies, Donors, and other Organizations/ Individuals

RTS introduction and dissemination for ministries, agencies, donors and other organizations/individuals were implemented at the same time with dissemination in provinces since most of them are located in Hanoi.

Most of ministries, agencies and donors, such as MOF, MOC, MPI, Vietnam State Bank, MARD, WB, DFID have already provided feedbacks for the RTS in 2005, 2006 before the approval by MoT taking into account their comments. As a result of this, the number of feedbacks from such organizations/ individuals is less than that from provinces.

2.3.2. Preparation of Regional Reports and Analysis of Feedbacks

Each Consultant Team member in charge of RTS dissemination activities in a specific region prepared a short report including all feedbacks to the Head of Consultant Team after the completion of each dissemination period. The reports cover:

- Actual situation, location and timing of work;
- Issues discussed;
- Recommendations (if any); and
- Advantages and disadvantages.

All completed questionnaires with feedbacks from the stakeholders, as well as pictures, recording tapes of the meetings were transferred to the Head of the Consultant Team for analysis and preparation of reports. The data collected was processed by the Access software and analyzed by TSDI specialists so that the Action Plan could be prepared to cover recommendations for implementation, work schedule and stakeholders. The results of processed feedbacks as well as the proposed Action Plan shall be mentioned in more details in Chapter 3 of this Report.

2.3.3 Advantages and Disadvantages in the Implementation

Advantages

During the process of development of RTS, TDSI staff have already carried out surveys and discussions with stakeholders from relevant ministries, agencies, donors and provincial organizations/individuals. This is the advantage for TDSI staff to introduce and disseminate RTS. Another advantage is that greater attention has been paid to rural transport sector by district and provincial authorities.

Disadvantages

The preparation work was very important to RTS dissemination workshops and it used to be done from 7 to 10 days prior to the events. However there were still risks that out of control such as natural disaster in some northern mountainous and south east provinces. Negative impacts caused by these risks are:

- The dissemination events were not fully attended by relevant local staff they were busy with prevention and remedial works. The events were usually postponed which made it difficult for us to adjust the work plan. The dissemination activities in North Central Coast and South Central Coast were about 1 month behind schedule as a result of the above force majeure;
- Long travel distance to Regional Workshop venues (in the Central Highland and Central Region) has limited attendance level. For instance, representatives from Kon Tum province had to spend 3 days to travel whilst representatives from Gia Lai province could not arrive the workshop venue and had to return from their halfway due to bridge closure caused by heavy storm. The effectiveness of the Regional Workshop in Central region has been reduced due to limited attendance of stakeholders. With the experience learned from the Regional Workshop in Central Highland, we have proposed not to organize workshops in North Central Coast and South Central Coast regions.
- Year end is usually the busiest time of year for local staff and therefore we have to changed the work plan many times to make it more appropriate for the target stakeholders who have higher priority works to do.

3. FEEDBACKS FROM THE DISSEMINATION PROCESS

3.1. Overview of the RTS Dissemination and Feedbacks collected

Brochure Distribution and Project Website Access

Brochures and Project Website are designed for extensive dissemination which aims to introduce and disseminate RTS to as many stakeholders as possible. Brochures were distributed in the following ways:

- Distribution in the National Workshop on RT2 Closing and RT3 Launching held on 9th, September 2007 with attendance of representatives from functional departments of some relevant ministries (i.e. MOT, MPI, MOF, the State Bank and MONRE), PMUs (No. 5 and 18), WB, DFID as well as representatives from 33 RT3 provinces and some RT2 provinces.
- Distribution in the SEACAP annual workshop held on 12th -13th, September 2007 and in the International Forum on Rural Transport Development - IFRTD held on 14th, September 2007 with the attendance of hundreds of national and international representatives.
- Distribution in regional, provincial workshops and meetings held in provinces, in direct meetings with the target stakeholders at central and local levels, multilateral and bilateral donors, NGO and etc.
- Sending by post to 16 RT3 provinces which are not included in the direct distribution list of this Project.

In general, the receivers were impressed by the lay-out and messages of the brochure. After the completion of dissemination activities in Red River Delta and North West regions, many provincial/ district authorities asked the Consultant for more brochures to distribute to their colleagues or other stakeholders. Therefore, the Consultant had a proposal in writing to SEACAP for additional printings and it was agreed.

As of Project end, nearly 4000 out of 4500 English and Vietnamese brochures have been distributed. The remaining will be continually distributed, even when the Project is finished.

Regarding the Project Website, the uploading of RTS main contents was completed in the first half of August 2007 and these contents were subsequently linked to the MOT Website. As per our monitoring, there is a significant number of access to the website.

Consultation process

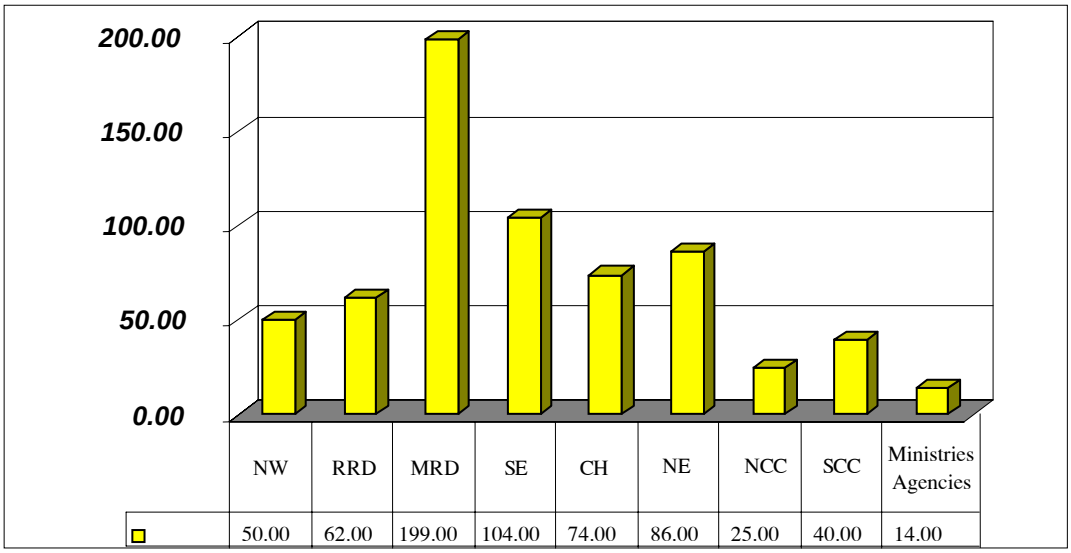
The questionnaires/ interview sheets were prepared for two target groups including ministries, agencies at Central level, donors and contractors and

local authorities.

Consultation activities were carried out in the national, regional workshops and in some selected provinces. A number of questionnaires were also sent to some relevant international organizations, donors and contractors.

As of end of December 2007, more than 1000 questionnaires/interview sheets have been distributed. Among total collected sheets, 654 are usable, including 14 from central agencies, ministries, international organizations and donors; and 640 from localities nationwide (50 from the North West, 62 from the Red River Delta, 199 from the Mekong River Delta, 104 from the South East, 74 from the Central Highland, 86 from the North East, 25 from the North Central Coast and 40 from the South Central Coast).

Figure 3.1 Number of Collected Questionnaires/Interview Sheets per regions



Note: NW: North West; RRD: Red River Delta; MRD: Mekong River Delta; SE: South East; CH: Central Highland; NE: North East; NCC: North Central Coast; SCC: South Central Coast.

Analysis/assessment results of questionnaires/interview sheets are shown in Appendix F.

3.2. Feedbacks

In general, majority of feedbacks from the questionnaires (614 out of 640 sheets, accounting for 96%) or comments from the discussions are in favor of the RTS recommendations.

The analysis of information filled in the questionnaires and interview sheets, we have found a rather high consensus of all 8 regions on essential issues recommended in the RTS, such as:

- Training for capacity building at district/commune/village levels: almost all

opinions from 8 regions consider that training is an essential issue, with 100% (640 out of 640 sheets) support for annual training at commune level, 98.75% and 99.69% support for annual training at district level and village level, respectively.

- Development of a rural transport database, and establishment of an annual reporting and information sharing system: 100% (640 out of 640 sheets) support for the development of a rural transport database; 99.22% (635 out of 640 sheets) consider that the RTS recommendations are appropriate while the remaining sheets suggest some small modifications to make the recommendations suitable with local characteristics.
- Maintenance of district/commune roads: 98.28% (629 out of 640 sheets) and 99.84% (639 out of 640 sheets) consider that the maintenance is required for district roads and commune roads, respectively.
- Exploration and utilization of materials in rural transport construction and maintenance: RTS recommendations for ensuring sustainable development are supported by a majority of feedbacks (i.e. 623 out of 640 sheets, ~ 97.34%) and especially by 100% of sheets in the Mekong River Delta where the flooding is common and materials for road construction are scarce.

- The need to formulate transport master plans and promulgate guidance documents on planning of provincial/district transport, including rural transport is 100% agreed.

Based on the processed information from questionnaires and direct discussions at the meetings/workshops in localities, key issues can be grouped as following sections.

3.2.1. Rural Transport Management Structure and Capacity Building at all Levels

Rural Transport Management Structure

As mentioned in the RTS, there is no unique management structure for rural transport in Vietnam. The management structure varies between regions or even between provinces of the same region. All provinces are aware of the importance of the rural transport management and agree with the recommendation by RTS regarding *Necessity of a Unique Rural Transport Management Model Nationwide* (631 out of 640 feedbacks agreed, accounting for 98.59%). The rural transport management model recommended in RTS should be applied soon to improve rural transport management activities. However, it should be adjusted to make it more appropriate and realistic.

At district level, there management model is different. The rural transport management function is usually undertaken by one or some staff in the Economic Infrastructure Division, the Industry & Commerce Division or the Infrastructure Division. These staff are not dedicated to rural transport. They are also responsible for other works. Therefore it is difficult for them to fulfill management function particularly when the rural transport is getting improved and developed. Therefore, the RTS recommendation of setting up a ***transport group or re-establishment of the Transport Management Division proves to be reasonable***.

Rural transport management requirements are even more complicated in the Red River Delta, Mekong River Delta, rolling area, mountainous provinces in the North East, Central Highland, North and South Central Coast regions where both rural roads and inland waterway exist. From the feedbacks of some districts in the North East, it can be seen that it is very difficult for 1 or 2 district transport staff to fulfill all the duties including management of rural roads in large areas, monitoring of road transport and traffic safety, the management of inland waterway. There are 345 opinions (accounting for 53.91 %) support the recommendation of establishing a rural transport division at district level, and 286 opinions (accounting for 44.69 %) concur with the supplementation of transport staff for the district Economic Infrastructure Division.

A lot of opinions agree with the RTS recommendation of providing ***a permanent staff*** *dedicated to transport or transport plus one other task depending on local circumstances* at commune level. This staff will replace the existing temporary commune staff who is in charge of many tasks including transport, irrigation, land use, security etc. There is a high turnover of commune staff who have been trained and familiar with rural transport management and maintenance, which cause difficulties for the successors.

The treatment for existing commune staff is also a problem. According to the current legal regulation, the monthly allowance for these staff ranges between VND 100,000 – 200,000 which is a very low rate. However, even with such a low allowance rate, commune authorities would not afford to pay for one permanent transport staff.

The survey results are satisfactory. 632 out of 640 opinions (accounting for 99%) agree with the necessity to appoint a transport staff at commune level as recommended in RTS, of which, 302 opinions (accounting for 47.19%) indicate the need of a permanently dedicated staff for transport, whilst 330 opinions (51.56%) incline toward the need of one staff holding several duties.

Formulation of Transport Development Master Plan/Planning, including RT

At present, Provincial Transport Development Master Plans for the period 2006-2010 have been formulated. Most of provinces have developed/ revised their Transport Master Plans by 2020. Some other provinces are preparing Provincial Transport Master Plans in accordance with the provincial/ regional and national Socio-economic Development Plans, as well as the revised National Transport Master Plans by 2020 and the Road/Railway/Inland Waterway/Maritime/Aviation Transport Master Plans. Some provinces have developed Rural Transport Development Programs or Rural Transport Development and Poverty Reduction Programs.

The above mentioned Transport Master Plans were formulated by consultants from the University of Transport, TDSI or by some other consultants in cooperation with PDOTs. However, most of provinces propose that MOT should issue an official guideline on the formulation of transport master plan/ planning, including RT (with 636 out of 640 opinions, accounting for 99.38 %). Some PDOTs (Bac Can, Bac Lieu, Soc Trang, Dong Nai, An Giang, Nghe An) have sent official letters to ask TDSI for specific guidance or training on how to formulate a transport master plan/planning.

Capacity of Local Transport Management Staff

As mentioned above, apart from the lack of a unique rural transport organization model, district transport management staff are generally insufficient. Their qualification are also different. In the Northern mountain provinces (North West and North East regions), Central Highland, South Central Coast and Mekong River Delta, most of district staff in charge of transport do not have university degree, or degree from the University of Transport. Whereas, in the Red River Delta and in some provinces in the North Central Coast and South East, district staff have university degree and even commune staff responsible for transport, irrigation and land-use also have university qualification (in Hai Duong, Thai Binh, Ninh Binh provinces). However, the transport staff in many districts with both road and waterway networks only have qualification in road or vice versa.

The capacity of commune transport staff is even more limited. Almost all provinces agree with RTS recommendations of increasing the number and improving the capacity of district and commune transport staff so that they can meet the increasing requirements of the rural transport management.

In addition, despite of the fact that rural transport management is decentralized to district and commune levels, there is no common standard for statistical and reporting format as well as reporting system. As a result of

this, PDOTs do not have sufficient data and information on rural transport situation in provinces. This has an influence on the formulation of long-term provincial transport master plans and the revision of 5-year and annual plans by different management levels.

Training for Capacity Building

Training for capacity building of province, district and commune staff as recommended by RTS is considered necessary by most of opinions. However, the fact is that training is not carried out on a regular basis because of lack of fund and training materials, etc. 100% of opinions recommended that training activities should be carried out in the coming period. Many opinions indicated that so far training has only been organized and funded by rural transport projects (for example, RT2 project) and no longer continued when the project completed.

Training needs assessment should be carried out based on existing number and qualification of rural transport staff at all levels so that good training plans and appropriate training requirements for each management level can be identified. In addition, training costs can be estimated and proposed to provincial authorities, MOT and international organizations for support (including financial support). In the coming period, training for rural transport management staff at different levels should be integrated in the RT3 Technical Assistance.

3.2.2. Investment rate for rural roads

The investment rates used in the cost estimation of rural road construction and maintenance in the RTS for periods 2006-2010 and 2011-2020 already took into account of local terrain conditions. However, due to the sharp increase in unit prices of material and labor recently, the RTS investment rates prove to be very low and need to be adjusted to reflect actual price fluctuation.

In relation to some rural transport projects funded by foreign donors, such as RT1 and RT2 (co-funded by the WB and DFID), the investment rates in these projects are considered very low (USD 14,000 - 15,000 per km, on average). With such low investment rates and the same amount of investment fund, more length of roads constructed and more people benefited from the projects. The typical road surfaces in these two projects are gravel and macadam which are suitable for delta regions and rural areas with low traffic volume. However, these types of surfaces are easily damaged, especially in flood or land slide prone areas, such as the midland, Northern mountainous or Mekong River Delta regions. On the other hand,

maintenance costs and whole life costs for such surfaces are high, particularly in the current situation where inadequate attention is paid to maintenance of rural roads.

The issue of low investment rates have been considered by the donors through the rural road surfacing trials in many regions (under SEACAP 1 project). Based on the road surface trials, the investment rates have been significantly increased in RT3 project. Road surface trials under SEACAP 1 project have been applied and highly appreciated in selected provinces in the Central Highland, Mekong River Delta, North and South Central Coasts, and North East. However, non-RT3 provinces in the South East, Mekong River Delta, Central Highland and South Central Coast still recommend that investment rates in rural transport projects funded by the GOV or donors should be increased.

3.2.3. Fund Mobilization Policy

Most of opinions (628 out of 640, accounting for 98.13%) agreed with the investment priorities recommended in RTS.

Priority to the Construction of BARs to commune centers and clusters by 2010, with 100% of funds allocated from the State Budget

The priority of constructing BARs to communes without roads by 100% of the Government fund (either through ODA loans or State budget)) is highly supported by relevant ministries, agencies, donors and localities; particularly by the provinces in Mekong River Delta, North West, North East, Central Highland, North Central Coast and South Central Coast regions. However, according to some provinces in the Mekong River Delta, Central Highland, North West and North Central Coast regions where more than 80% of communes still have no basic access road, the goal of BARs provision for all communes without roads by 2010 would be not feasible unless extreme efforts from the GOV and supports from the bilateral and multilateral donors are made. The reason is that there are only about three years left before the target year of 2010, but the number of communes without road to commune centre has only slightly decreased from 290 communes in 2006 to more than 200 communes in 2007. Therefore, non-RT3 provinces in the Mekong River Delta, Central Highland, and South East suggested that the donors should continue to support other rural transport projects (which seems to have been effective in recent years) to construct rural bridges and roads, including BARs. In addition, the construction of rural bridges and roads would be integrated in other ODA projects, for example, the Infrastructure Development Project for provinces in the North West funded by JBIC. Apart

from effective use of ODA fund, the GOV should provide support for the BARs construction through other sources such as governmental bonds or poverty reduction programs (as recommended in the RTS).

Mobilization of Local Contribution in Rural Transport Development

As part of the "joint hand effort between government and people", certain achievements in the field of RT development have been achieved, particularly in more developed provinces in the Red River Delta, North Central Coast. Most of the less developed provinces considered that fund for rural road construction and maintenance should not be mobilized from local people but should be allocated from local budgets (in accordance with the Budget Law) with support from the Central Budget in the form of ODA loans or government bonds. Thus, the less developed provinces supported funding option 2 recommended by RTS.

Representatives from several provinces also stated that the local contribution to road construction is unfair between rural and urban areas. In rural areas, people have to contribute land for road building whereas in urban areas people get compensation for their land. In addition, repairing costs of facilities such as hospitals and schools in urban areas are funded by the GOV whereas repairing costs of rural roads are mobilized from local people. Therefore, it is necessary to have an equal allocation of funds for maintenance or to have a mechanism of which users have to pay users tax.

Representatives from some better-off provinces in the Red River Delta and South East regions stated that local contribution is necessary provided that unreasonable contributions are removed and replaced by reasonable contributions. Contribution for road maintenance is considered reasonable.

Land Acquisition and Fund for compensation

There are some suggestions that the policy for land acquisition and fund for compensation would be added in the RTS. Currently, the right of way are already defined but land compensation is still a critical problem. Improvement and upgrading of rural roads involve land acquisition which is a big problem. Policy and solutions for land acquisition should be prepared together with improvement of road technical specifications.

3.2.4. Rural Road Maintenance Policy

Planned maintenance is essential in order to preserve investment fund and to improve road service level. Therefore, the RTS emphasis on planned maintenance and maintenance policy is reasonable and widely accepted among relevant ministries, agencies, donors and localities.

The RTS defines that planned maintenance will be gradually achieved in accordance with the sustainable rural transport development plan. It is expected that there will be 65-70% of maintainable rural roads by 2010; and 90 -100% of maintainable rural roads 2020“. This target is considered to be too optimistic, especially for the period 2006-2010. The reason is that sustainable fund for maintenance is not yet available. Thus, significant efforts should be made so that the above target can be achieved in the longer term.

It is proposed by provinces that the GOV should institutionalize the maintenance work by a legal regulation (in the form of a decree, guidance circular, or regulation), which stipulates the maintenance regime, fund sources and the necessary adjustment between new construction and maintenance funds. In addition, the GOV should issue a legal regulation stipulating central support of maintenance funds to facilitate local authorities in their fund arrangements. Those legal regulations should be very specific and agreed between MOF, MPI and MOT. Moreover, workshops and training courses on maintenance should be organised to raise awareness of maintenance among local authorities at all levels.

It is widely accepted that the biggest constraint to the implementation of planned maintenance is funding sources. Representatives from provinces in disadvantaged regions, such as the North West, Central Highland, North Central Coast agreed with the RTS recommendation which says that maintenance fund should be supported by the Central Budget in the short term through local budgets or ODA projects. In more developed areas, rural roads might be constructed and maintained with funding from tolls contributed by local enterprises on a transparency basis.

In some provinces, rural road maintenance is being contracted out on a lengthman basis for roadside households and this model seems to be appropriate at commune level. In addition, some district representatives indicated that a number of CPCs have created their budget revenue from road users fee. However, such incomes are negligible and can not cover all rural road maintenance costs in commune area. Recommendations were also made on the pilot and expansion of the toll collection model in some provinces. MOT and particularly TDSI are requested to further study this issue, in cooperation with provinces.

Another issue is that some rural roads in the Red River Delta and Mekong River Delta are formulated from dykes and channels. The management of such roads is undertaken by both transport and irrigation sectors so the maintenance should be decentralized to both of them.

In the long term, a maintenance fund should be established in order to create a sustainable fund source for planned maintenance. This recommendation is highly appreciated by the ministries, agencies and provinces and is proposed to the GOV for early implementation.

3.2.5. Rural Transport Specifications

Roads

Currently, the design standards for rural roads are scattered in different documentations causing difficulties in application. The recently issued TCVN 4054 – 2005 (replacing the TCVN 4054 – 85) include some amendments on speed, loading and cross-section for road class 4, 5 and 6 which are usually applied for rural roads. However, there are still two other documents stipulating standards for rural roads. It is recommended by provinces that MOT should to combine these regulations into a single standard document for easy reference.

Moreover, many opinions indicated that it is necessary to include dyke roads in the Red River Delta and paths adjacent to channels in the Mekong River Delta as rural roads. These roads can neither be expanded nor accessible all year round (due to load limits in wet season).

Therefore, specifications for rural roads should be reviewed and documented into a single document as an open standard taking into account specific features of each region.

Rural Inland Waterway

Local inland waterway networks are well developed in the Red River Delta and Mekong River Delta regions. In accordance with the Law on Inland Waterway, local inland waterway network are managed by provincial/city authorities. However, the management of rural inland waterway in the Red River Delta and Mekong River Delta regions has not been decentralized. In the Mekong River Delta, local inland waterway plays a very important role in transportation and it needs further consideration and investment (with the support from international organizations) so that they can share the transport burden with rural roads.

3.2.6. Other Issues

Most of the feedbacks from provinces, ministries, agencies and donors agreed with the transport development policies as well as the encouragement of various economic sectors to involve in transportation recommended by the RTS. Some donors also recommended that the private sector should be encouraged to involve in rural transport development. Maintenance contracts should be opened for public to encourage participation by individuals and organizations. However, training should be

provided for contractors, particularly small local contractors. The use of locally available material and labor is highly supported by local (provincial, district) representatives. Many provinces also recommended that new and appropriate material should be introduced rural road construction together with the provision of technical guidance and funding support.

The RTS recommendation of a sector wide approach in the development of rural transport is highly supported by the donors, ministries, and many provinces.

4. ACTION PLAN

Introduction of recommended rural transport development policies into the National Transport Development Strategy and Sub-sector Master Plans.

In April 2007, the GOV requested the MOT and other ministries to update development strategies and sub-sector master plans by 2020. TDSI was responsible to MOT for updating the Transport Development Strategy by 2020 and Orientation to 2030. This Strategy was updated, reported to the MOT and revised several times before submitting to the GOV in August 2007. Major policies set out in the approved RTS have been included in this Transport Development Strategy.

Apart from the Rural Transport development policies, RTS specific requirements for investment in rural roads and inland waterways for the period 2010 and 2020 are included in the “Revised Inland Waterway Transport Development Master Plan by 2020” and the “Road Transport Development Master Plan by 2020”. The “Revised Inland Waterway Transport Development Master Plan by 2020” was finalized by TDSI and submitted to the Prime Minister. It was then decentralized to MOT for approval. The Road Transport Development Master Plan is to be completed in mid 2008.

Development and Approval of Provincial Transport Development Master Plans by 2020, including Rural Transport.

As mentioned above, the RTS was approved by MOT. The updating of the Transport Development Strategy and Sub-sector Master Plans of: Railway, Inland Waterway, Maritime and Aviation are being completed. Each province should also develop its own Provincial Transport Development Master Plan, including rural transport to submit to the competent authorities for approval.

Promoting funding supply for provision of BARs to 100% of communes by 2010

It is only 3 years away from the target year of 2010 when 100% of communes should be provided with BARs. In order to achieve such target, great efforts from the GOV, ODA funds from the donors and supports from local authorities are required. Provinces in the Mekong River Delta, Central Highland and South Central Coast suggested that the World Bank and other

donors should finance one more Rural Transport Project to support them in the rural transport development, including the construction of BARs for existing communes without roads.

Capacity building for local levels, particularly District and Commune

As a matter of urgency, MOT should issue specific instructions and guidance on planning of transport development, including rural transport, in order to support provinces in the formulation of provincial transport development master plans.

PDOTs should carry out training needs assessment among district transport staff in order to develop training plans (both short term and long term) and submit for approval.

PDOTs should also request MOT to work with the Ministry of Interiors about the appointment of permanent dedicated staff for rural transport at commune level.

Ensuring Planned Maintenance

It is necessary to promulgate a legal regulation (possibly in the form of an inter-ministerial Circular of MPI and MOF) on the transfer between new construction and maintenance funds, when necessary, in order to balance the two sources of funds as well as to ensure planned maintenance.

Based on PDOTs funding requirements, a financial source (from RT3 Project) would be considered for the enhancement of maintenance awareness and skills through training courses and workshops. Available training materials include the Rural Transport Handbook for commune level issued and delivered to all RT2 and non-RT2 provinces and the Draft Handbook for provincial level. These Handbooks and other training materials should be updated and revised for inclusion in the annual curricula in MOT's transport vocational colleges.

The establishment of a Road Maintenance Fund to ensure sustainable funding for maintenance of roads should be included in the Road Transport Development Master Plan which are being prepared by TDSI.

As a result of joining WTO, subsidies for the agriculture will be gradually reduced. The provision of infrastructures, including rural transport infrastructure should be mainly funded by the GOV whereas the maintenance of roads should be funded from local contribution.

Reviewing and compiling rural road specifications as an open single standard document

The recently issued TCVN 4054 – 2005 (replacing the TCVN 4054 – 85) include some amendments on speed, loading and cross-section for road class 4, 5 and 6 which are usually applied for rural roads. However, there are

still two other documents stipulating standards for rural roads. Therefore MOT should combine these regulations into a single standard document which is open and applicable to various circumstances in terms of geologic, terrain and social – economic conditions.

The Action Plan is presented in the following Table 4.1.

Table 4.1: Action Plan for the Implementation of RTS Recommendations

Recommended aspects	Recommenda-tions	Recommended Action Plan	Schedule
Combination between RTS, Comprehensive Transport Development Strategy and Sub-sector Transport Master Plans (M/P)		Introduce rural transport development policies into the "Updating of Transport Development Master Plan by 2020 and Vision to 2030" and planning issues into the Road Transport Master Plan and Inland Waterway Transport Master Plan by 2020.	- Introduced into the Transport Development Strategy submitted to the Prime Minister in August 2007 and into Sub-sector Transport M/Ps.
Combination between National Transport Master Plan/Strategy and Provincial Transport M/Ps/ Planning		Develop and approve Provincial Transport Development Master Plans, including Rural Transport by 2020	- By the end of 2008
Fund mobilization policy	Construction of BARs in 100% of communes by 2010	- Speed up the RT3 implementation progress - Propose donors to support another Rural Transport Project (ODA project) for provinces in Central Highland, South East and Mekong River Delta regions. - The GOV supports in bonds.	- By 2010
	Fund contribution from local people	- Apply the toll collection to only enterprises, companies and investors which are locally based - Collect contributions from local population only in more developed areas; These contributions are mainly used to support rural road maintenance activities in those areas.	- Commencing in 2008
	Maintenance Fund	Allocate funds from Central and Local budgets to support disadvantaged and less developed areas. In the long term, a maintenance fund must be established	- Commencing in 2008 - 2015
	Investment Rate	It will be concretized through each specific project in consistence with unit price in each period.	
Capacity building for local levels,	Formulation of Transport	MOT issues specific guidance to facilitate provinces in their	2008

particularly for district and commune levels.	Master Plans/ Planning	formulation of Provincial Transport Master Plans, including rural transport.	
	Competence of staff	Assess the competence of rural transport staff at provincial, district and commune levels. Develop training plans.	2008
	Increase of the number of permanent transport staff at commune level	Provinces recommend the MOT to work with Ministry of Interiors on an increase of the number of permanently dedicated staff for rural transport at commune level	2008
Planned maintenance	Legal basis	Review recommendations on the issuance of a legal regulation (i.e. Guidance Circulation) by MOF, MPI and MOT on harmonizing the relation between construction and maintenance in the nationwide	Commencing in 2008
	Maintenance Fund	Allocate funds from Central and Local budgets to support disadvantaged and less developed areas. In the long term, a maintenance fund must be established	Apply in RT3
Technical specifications		Revise rural road specifications into a sole open and easily applicable standard set	Commencing in 2008
Use of local materials and labors		Give priority for the use of local material and labors in rural transport maintenance where suitable.	Commencing in 2008

5. RECOMMENDATIONS

Recommendations and implementation schedule mentioned in Chapter 4 are summarized as follows:

1. Introduction and dissemination of the “Vietnam Rural Transport Development Strategy” should be continued in different forms. It should be maintained and updated on the website of MOT, if fund is available.
2. Continue to develop and submit Provincial Transport (including rural transport) Development Master Plans by 2020 and submit to the competent authorities for approval.
3. Speed up the RT3 implementation progress and request donors to fund another rural transport project for non-RT3 provinces in the Central Highland, South East and Mekong River Delta.

4. Compile and issue a Guidelines on preparation of transport development plan for provinces.
5. Consider the option of institutionalization of planned maintenance through a legal document (i.e. an inter-ministerial circular of MOF, MPI and MOT).
6. Promote the plan to work with the Ministry of Interiors on an increase of the number of permanently dedicated staff for rural transport at commune level.
7. Review and compile rural road specifications into a single and easily applicable standard document.
8. Consider the option of piloting some recommendations during RT3, including planned maintenance, training for provinces including non-RT3 provinces.

South East Asia Community Access Program (SEACAP)
in Viet nam

DISSEMINATION AND UPTAKE OF THE VIETNAM RURAL TRANSPORT DEVELOPMENT STRATEGY

(DF/018)

FINAL REPORT

APPENDICES

March 2008

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DISSEMINATION AND UPTAKE OF THE VIETNAM RURAL TRANSPORT DEVELOPMENT STRATEGY

FINAL REPORT
APPENDICES

March 2008

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APPENDIX A

VIETNAM RURAL TRANSPORT DEVELOPMENT STRTEGY

(Revised excutive summary)

EXECUTIVE SUMMARY

1. The Current Situation, Main Findings – the Starting Point of the Strategy

1.1. Context of the Study

In 2000, the Rural Transport Strategy Study - RTSS (funded by Department for International Development of the United Kingdom, DFID - UK) was completed. This Study was carried out by I.T. Transport and Transport Development and Strategy Institute (TDSI). Five years have passed and the rural transport sub-sector has been significantly developing so the information and data collected in the RTSS are now out of date. On the other hand, there is a great demand for rural transport development in the near future, which requires a more comprehensive, updated study to complete the rural transport strategy and identify investment priorities as well as policy guidance for future development.

The Ministry of Transport (MOT) of Vietnam requested DFID to fund a study on "Updating the Rural Transport Development Strategy" and the request has been accepted. The Terms of Reference (TOR) was approved by the Prime Minister in early 2005. The Study has started in mid 2005. This Final Report covers all the issues in the approved TOR.

Objectives of the Study

i) To update and complete the Rural Transport Development Strategy of Viet Nam;
ii) To identify investment priorities for rural transport development;
iii) To recommend mechanism and policy for management and development of rural transport with consideration of local conditions; and
iv) To enhance local capacity (at province and district levels) in developing rural transport planning and strategy.

Scopes of the Study

The Study covers 64 provinces nationwide. However, due to the specific conditions of rural transport in each region, the Study is carried out in 8 regions, including North East (11 provinces), North West (4 provinces), Red River Delta (11 provinces), North Central Coast (6 provinces), South Central Coast (6 provinces), Central Highland (5 provinces), North East South (8 provinces) and Mekong Delta (13 provinces). The Map of the Study area is shown in Figure 1.1 overleaf.

FIGURE 1.1: MAP OF STUDY AREAS

The Role of Rural Transport

In general terms, rural transport is the movement of people and goods within districts, communes and villages. The rural transport system includes:

- Infrastructures (rural road and inland waterway network);
- Means of transport operating on the rural transport network; and
- Road users.

According to international practices, the rural transport network is classified as tertiary network. Its function is to link the rural transport system to the secondary network and the primary network to make a complete transport network serving for the national socio-economic development. Roads play the key role whereas inland waterways play supporting and linking role in the rural transport network, especially in the Red River Delta and Mekong Delta.

Rural roads comprise district, commune and village roads. However, only district and commune roads are classified in the Governmental Decree No. 186/2004/ND-CP dated 05, November 2004 stipulating the management and protection of road transport infrastructure. Similarly, the local inland waterways are mainly serving for the local socio-economic development.

1.2. The Impact of Rural Transport on Poverty Reduction

The rural transport system is serving for more than 75% of the existing population and for nearly 60% of the population by 2020. The length of district and commune road network (core system) is 176,863 km (excluding village roads), accounting for 60.57% of the total network. Among which district roads are 45,999 km long, accounting for 15.75%; commune roads are 130,864 km long, accounting for 44.81%. In addition, there is a densely inland waterway network considered as the best one in the region. The rural transport asset is valued up to billions of US$, and it will be a big waste of money if the operation, management and maintenance is not done in a proper manner, and this will have bad effects on the majority of beneficiaries.

Over the last 5 years, the Government of Vietnam, with significant supports from the donors, has focused a lot in poverty reduction, including rural transport development. Hundred thousands of km of rural roads have been built, upgraded and rehabilitated. Many rural bridges have been repaired and upgraded. Hundreds of “monkey bridges” have been replaced in the Mekong River Delta. The amount of money for rural transport development mobilized in the period of 2000 and 2004 is more than VND 29,000 billion (about US$ 1.8 billion), which is 2.7 times higher than the amount in the period of 1996 and 2000. Annual average of the period is VND 5,800 billion, accounting for nearly 1% of GDP per year, but for almost 5% of GDP of the agri-silvi-pisciculture sector. Investment in rural transport accounts for 20-25% of the total investment in transport sector. The number of communes without access road to commune centres has been reduced from thousands of communes in the last decade to 290 communes at the end of 2005. This does not include many communes only accessible in dry season. The quality of roads has also been improved: 19% of the roads paved with bitumen, bituminous penetration or cement concrete (compared to 5-10% in the previous phase). Earth roads have been reduced to below 45%.

The great investment in development of rural transportation has indicated the determination of the GoV. in the Comprehensive Poverty Reduction and Growth Strategy (CPRGS) approved by the Prime Minister in 2002 (one of objectives of this CPRGS is to provide infrastructures for the poor). The resources for rural transport development include government budget (central and local budgets, integrated in various programmes

such as Programme 135, etc.) accounting for about 80%, and people's contribution accounting for about 20%. The development of rural transport has greatly contributed to rural economic and agricultural development, as well as poverty reduction. The poverty rate reduced from 58% in the last decade to 24.1% in 2004. Food hunger also reduced from 13.3% in 1999 to 8.3% in 2004. It is possible to say that an annual investment of 1% of GDP for rural transport development can help to indirectly reduce the poverty rate by 1 to 1.5% per year.

1.3. Main Findings on Rural Transport

There have been some problems in the development of rural transport as follows:

(1) Existing Problems of the Rural Transport Network

Rural Road Network

- The rural transport network is relatively dense in the nationwide. However, there are still 290 communes without access road to the commune centres and many communes that can only be accessible in dry season. That number exclude 46 island communes in the Mekong Delta which are in remote areas and in extremely hard conditions.
- Technical standards are not really appropriate; loading capacity of bridges is still low, therefore it is unable to meet increasing demands on types of large sized vehicles as well as on rural transportation.
- The percentage of bituminized and cement concreted roads is not high (only 19%, reaching about 60% of the targeted 30% in the CPRGS). The percentage of all weather access road is about 50% compared with the target of 70%. A high percentage of earth roads (about 45%) causes difficulties for road users in rainy season.
- Quality of road is low in terms of road surface, road base and drainage structures and the size of road is limited, which do not meet increasing transport demands of the society.
- At present, there still lack of bridges and culverts on the rural transport network. The percentage of temporary and weak bridges is still high, resulting in non-accommodation of medium and large sized vehicles.
- There is a significant difference in the accessibility among regions in terms of both quantity (length and coverage) and quality (technical standards, rate of hard paved road surfaces, connection to higher level roads). The highest accessibility (also considered as the best serviceability) belongs to the Red River Delta Region and then the South East Region. The lowest accessible regions are North East, North West, North Central Coast and Central Highland. Given the inland waterway advantages, the Mekong Delta is still accessible by inland waterway although it ranks the first in terms of the number of communes without access roads (including 172 communes and 46 island communes).

Rural Inland Waterway Network

The channel: There is almost no survey on the width and depth of rural waterways. The channels are left in natural conditions due to no fund for maintenance. River-crafts cannot operate on rural waterways at night time due to lack of navigation aids. The connection with the general transport network is not so convenient.

Ports and jetties: There are insufficient or obsolete equipments.

*Boats/ships fleet***:** Most of existing boats are old and obsolete. Due to a lack of fund resources, they are not regularly maintained and repaired, resulting in frequency of incidents. Loading capacity is low. Most of river-craft drivers, particularly small boat drivers do not have driving license so they often cause accidents.

*Management/institution***:** Lack of suitable and clear policies. Investment in inland waterway sub-sector is very limited, particularly in the Red River Delta. The legal framework for operation of transport and ports is not sufficient in terms of licensing transportation, registering boats, operating ports etc. Local people are key persons involving in rural transport but they only operate on a small scale. Funding mechanism for rural waterway infrastructure should be improved.

(2) Problems in Maintenance of Rural Transport

Although there have been a lot of efforts over the last five years from the Government (through MOT, MOF), donors, PDOTs, districts and communes to raise the awareness of maintenance and to establish maintenance culture, there are still many problems in the maintenance of rural transport. The fund for development of rural transport has increased significantly (2.7 times higher than that in the period of 1996-2000). However, the fund for maintenance is very low, with about 4-5 % of the total and can only meet 20-25% of maintenance demands. This shows a great unbalance between development and maintenance investments. The percentage of fund used for maintenance varies between different regions. It is highest in the Red River Delta: 8.74% of the total investment resources for development and maintenance. This figure is 4% in the North Central Coast and South Central Coast, 3.74% in the North East South and 1% (lowest) in the Central Highland and North West. Local authorities of all levels still favour new construction and upgrading rather than maintenance. This leads to a vicious circle that if maintenance is not done timely and properly, the condition will become worse and need to be rehabilitated. *The rural transport development is therefore unsustainable.*

(3) Some Problems in Rural Transport Organisation and Management, and in Rural Transport Development Policies

- Organisation structure and management capacity of rural transport need to be improved especially at district and commune levels.
- The policy “The Government and the people are working together” has contributed a lot to the rural transport development but it needs to be reviewed to suit for the next stages.

2. Issues to be Addressed in this Strategy Study

The ***Overall Objective*** of this Rural Transport Development Strategy is to strongly develop the local transport infrastructures to *meet the requirements of rural/agricultural*

modernisation and industrialisation; to link the local transport network with the national network to provide a smooth and cost effective transportation for the majority of people. For Mekong Delta, the objective is to combine the road network and inland waterway network, taking more advantages of the inland waterway, build and upgrade culverts and bridges to the required standards. Develop small size motorised vehicles in conformity with the rural infrastructures. Transport costs should be suitable for local people.

Based on the forecast of socio-economic development, freight and passenger transportation demands, vehicle growth rates, together with the forecast of future requirements for rural transport infrastructures up to 2010 and 2020, the Strategy has analysed the role of rural transport in the national comprehensive strategy context, the role of each transport mode in rural transport and recommended the National Rural Transport Development Strategy on the base of the Strategies of 8 regions in the nationwide.

We assume that there is still an imbalanced development between different regions and different provinces in one region regardless of great efforts from the Government. In order to avoid wasting the investment, the Strategy has recommended 3 levels of socio-economic development, as follows:

i) Rural Transport Development Strategy for poor communes without access roads to commune centres and commune clusters, and for communes which are only accessible in dry seasons;

ii) Rural Transport Development Strategy for more developed regions;

iii) Rural Transport Development Strategy for less developed regions.

According to the statistics collected from the 8 regions, the investment need for new construction, upgrading, rehabilitation, and maintenance of rural transport infrastructures (both road and inland waterway) for the period of 2006 and 2020 is VND 104,256 billion (about USD 6.51 billion) which is VND 6,950 billion per annum (USD 434 million p.a.). Among which, VND 93,296 billion is used for construction, accounting for 89.5% of total investment and VND 10,959 billion is used for maintenance, accounting for 10.5%. Table 2 overleaf presents objectives, outputs/results, financial requirements and fund resources for the Strategy implementation.

Table 2: Summary of Indicators, Outcomes and Key Inputs of the Strategy.

Indicator/Outcome/Input	2006 - 2010	2011 – 2020
1. Objectives • Overall • Specific	- Integrate rural areas into the economy - 100% of communes have access roads to the centres and commune clusters. 30 % of district and commune roads are paved with bitumen or cement concrete. 70% of roads are passable in all weather. 65-70% of rural roads are in maintainable conditions.	- Integrate rural areas into the economy - Assure 50-60% of core roads paved with bitumen or cement concrete. 100% of roads are accessible in all weather. 90-100% of rural roads are in maintainable conditions.
2. Outcomes		
• Network connectivity	- Medium connectivity level from rural transport network to secondary and primary networks	- Good connectivity to higher level transport networks
• Accessibility quality	- Medium accessibility index due to only 70% of roads are operated all year round.	- Good accessibility index due to 100% roads are operated all year round.
• Transport services	- Provided basically, lower transport costs (except for the island communes)	- Higher quality transport services, reasonable costs.
3. Required inputs	VND 41,790 billion (VND 8,358 billion per year)	VND 62,465 billion (VND 6,247 billion per year)
- Construction	VND 38,284 billion	VND 55,012 billion
- Maintenance	VND 3,506 billion	VND 7,453 billion
4. Budget mobilisation		
- Communes without roads	100% from centre government budget, 10% is used for maintenance for one year after the construction completed.	100% from centre government budget for maintenance
- Communes in less developed areas	Mainly from the centre and local budgets	From the centre and local budgets + local people's mobilisation
- Communes in more developed areas	From local budgets + others + local people's mobilisation	From local budgets + local people's mobilisation + others

3. Recommendations on Implementation of the Strategy

(1) Identify priorities and mobilise funds for implementation of the Strategy

As shown in the Table 2 above, the rural transport development and maintenance requires a huge finance. For the period of 2000 – 2004, 80% of the total fund for rural transport investment and maintenance (VND 19,000 billion) came from the government budget (centre, local and loans). For the next 5 years from 2006 to 2010, financial resources originated from the budget can reach only a maximum amount of about VND 25,000 billion (1.3 times higher than the previous period). Therefore, we have recommended priorities as follows:

- Highest priority should be given to communes without basic access roads or with poor connectivity. The fund is supported from the centre budgets;
- For less developed areas: focus on the core roads and basic access roads. The fund mainly come from the centre and local budgets within next 5 years.
- For more developed areas: the fund should come from local budgets and other resources (i.e. toll fees, contribution from local people).

Enhance the coordination between various ministries and donors to increase investment effectiveness. Promote local people's participation in project planning and implementation, strengthen grassroots democracy and transparency in the use of locally mobilised budget.

(2) The new point in this Strategy is to ***the focus on planned maintenance***. In order to achieve this, we need to:

- Consider road maintenance as a compulsory task equivalent to construction of road infrastructure. Tight up beneficiaries and local authorities with maintenance responsibility through "maintenance agreement" to secure investment in maintenance.
- Create a stable and sustainable funding resource for maintenance: in setting up 5 year and annual plans for rural transport development, there should be a balance between construction and maintenance, with priorities given to maintenance. In the short term, maintenance activities of district roads and a part of commune roads should be supported from central and local budgets in difficult and extremely difficult areas. In the long term, i.e. after 2010, a "maintenance fund" needs to be soon set up; resources for this budget can come from toll collection of beneficiaries in more developed areas.

(3) There should be a single standard in designing of roads for motorised vehicles from class A and above. An open standard for speed, loading, pavement structures and culverts should be considered so that local authorities can make their own decisions depending on their existing finance and local conditions.

(4) Consider using local labour and materials to create jobs for local people and to reduce construction and maintenance costs.

(5) Recommendations on policies in the Strategy:

- Policy on mobilising and managing investment fund for rural transport development;
- Policy on planned maintenance;
- Policy on supporting various economic sectors to participate in rural transport development and transport services;
- Policy on using local labour and materials in rural transport development; and
- Other policies.

(6) Capacity enhancement for the management of rural transport development

The crucial factor for implementing the Strategy is to establish a reasonable organisation structure and capable staffs, particularly:

- Capacity enhancement for all levels in management of rural transport. District level is very important in rural transport and there should be a dedicated and qualified staff responsible for transport. This can be a group of 2 or 3 staff under the economics-infrastructure division, or a separate division (5 or 6 staff), if the district is in large scale. At commune level, the staff can hold some duties concurrently in the short time but should also be dedicated to transport in the long run.
- On the base of the above organisation structure, requirements of training are also recommended for all levels from central to local. The planning work is becoming more important at local levels and it is therefore included in the capacity enhancement requirement for the management of rural transport.

Key recommendations are:

- The GoV should approve the rural transport development strategy as a guideline for follow-up steps. The strategy will be updated every 5 years.
- On the base of the approved strategy, each province should develop a plan for development and maintenance of rural transport. The budget allocation by district must include some funds for planned maintenance of maintainable district roads. The province and its advisory departments should support the districts to develop their 5 year plans. The communes will prepare their 5 year plans and submit to districts.
- There should be a coordination mechanism between ministries and sectors, donors, and provinces in management and development of rural transport.
- Set up a forum on rural transport with the participation from all stakeholders. Initially, the forum can be funded by the government or donors, and in the long term, the forum can be funded by stakeholders.
- Develop and regularly update the database for rural transport (including maps) and develop a reporting system and information sharing culture in rural transport management, monitoring and assessment activities.
- Strengthen the management structure for rural transport and deliver training to enhance management capacity at all levels.

- There should be legal documents such as inter-ministry circular (between MOF and MOT) on maintenance and funding for maintenance.
- There should be a flexibility in shifting budgets from construction resource to maintenance resource in rural transport. This should be supported by a legal document to enable local authorities to shift such two resources.
- Train district and commune staff in rural transport planning skills and procedures.
- Some of these recommendations should be piloted immediately in the Technical Assistance under RTP3.

APPENDIX B

BROCHURE CONTENTS

MINISTRY OF TRANSPORT OF VIETNAM (MOT)

VIETNAM RURAL TRANSPORT STRATEGY BY 2020

Transport Development and Strategy Institute (TDSI)

1. Introduction of Vietnam Rural Transport Strategy (RTS)

The RTS is a comprehensive study carried out in eight sub-economic regions nationwide.

The Vietnam RTS funded by DFID, carried out by the Transport Development and Strategy Institute (TDSI) was approved by the Ministry of Transport (MOT) in January 2007.

RTS Contents

a. *Update and complete the Rural Transport Development Strategy of Viet Nam;*
b. *Identify investment priorities for rural transport development in the period of 2006 – 2010;*
c. *Recommend mechanism and policy for management and development of rural transport with consideration of local conditions of each economic region in the nationwide; and*
d. *Enhance local capacity (at province and district levels) in developing rural transport planning and strategy.*

2. Vietnam Rural Transport Situation

Rural Transport consists of

- Infrastructure which include rural road network (i.e. district, commune, village roads, paths and roads to the field; culverts and bridges); and rural inland waterway network (i.e. river crossing boats, landing-stages, inland waterways and berthing facilities). However, only district and commune roads have been so far classified and managed with a length of more than 60% of the total length of the road network.
- Means of transport operating on the rural transport network; and
- Road users.

Achievements

In recent years, the rural transport has been significantly developed and improved. A great number of investment projects funded by the GOV, donors and communities has been carried out, resulting in an integrated linkage between national provincial, district roads and commune, village roads, and providing contributions to the implementation of national programs and rural development.

In 2001 – 2005 period, the investment in rural transport was more than VND 29,000 bill. (USD 1.8 bill.), accounting for approximately 1% of annual GDP value and about 25% of total investments in the whole transport sector.

Identified RT Shortcomings (by the year 2005)

- 290 communes still had no and many others had limited road access.
- The percentage of all-weather roads accounted for only 50%.
- The percentage of paved roads (with bituminous and cement concrete) was only 19%.
- Investment in maintenance was low, only meeting 20-25% of the needs.
- Investments in inland waterway were limited. Channels were unimproved and there was limited maintenance.
- The organization and management of RT network was poor, with limited capacity at district and commune levels.

Chart 1. Total length of roads in the nationwide

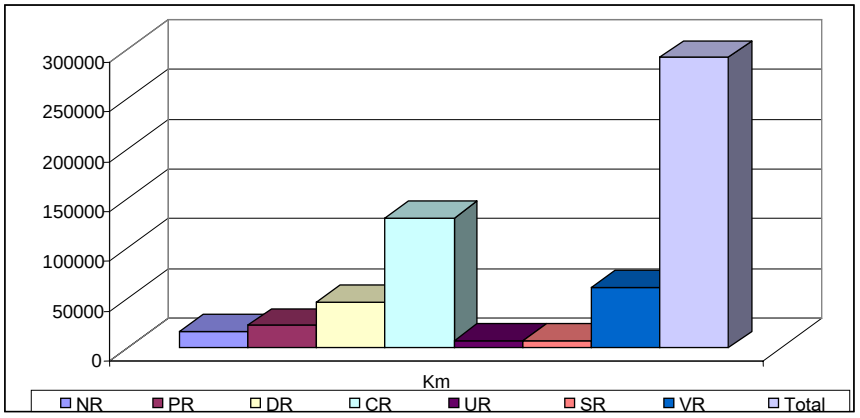


Chart 2. Rate of Paved Rural Roads
(District and commune roads)

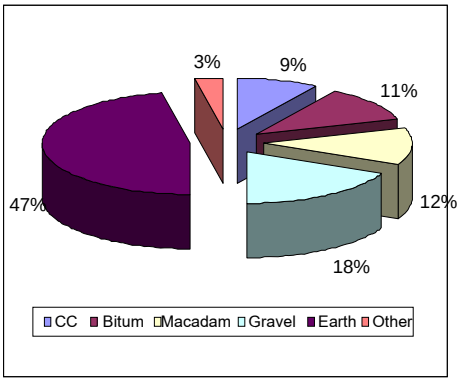
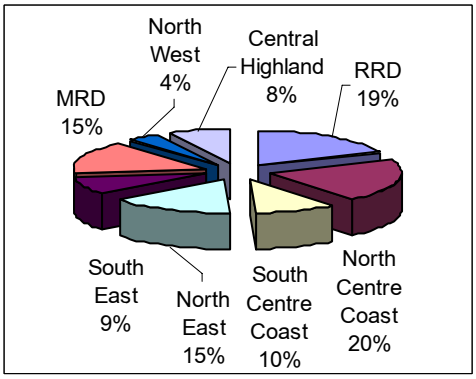


Chart 3. Percentage of Investments in RT in period of 2000 - 2004



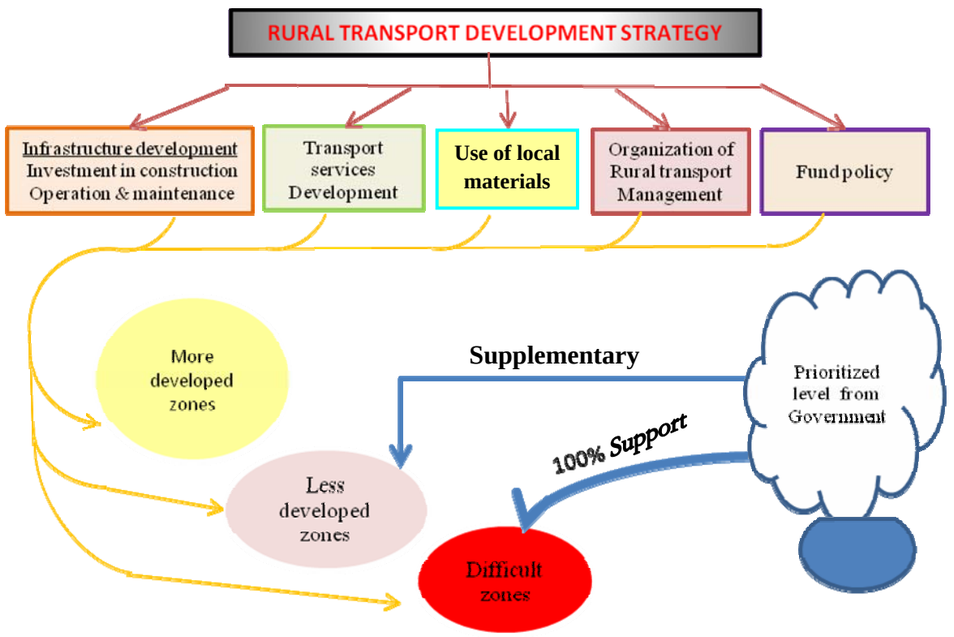
Note:
- *NR: National Road, PR: Provincial Road, DR: District Road, CR: Commune Road, UR: Urban Road, VR: Village Road, SR: Special Road (roads used for special purposes), CC:Concrete- cement*
- *RT: Rural Transport.*

3. THE VIETNAM RURAL TRANSPORT DEVELOPMENT STRATEGY (RTS) IN THE PERIOD OF 2006 – 2020

RURAL TRANSPORT DEVELOPMENT ORIENTATION IN THE PERIOD OF 2006 - 2020

Comprehensive Goal:	**Integration of Rural Areas into the Economy**	
Indicator/Outcome	***By 2010***	***2011 - 2020***
Objectives	- 100% of communes have basic access roads - 30% of core roads are paved with bitumen or cement concrete - 70% of roads are passable in all weather - 65-70% of rural roads are in maintainable conditions	- 100% of communes have basic access roads - 50-60% of core roads are paved with bitumen or cement concrete - 100% of roads are passable in all weather - 90-100% of rural roads are in maintainable conditions
Outcomes (Improvement of network connectivity, accessibility quality, maintenance and transport services)	- Connectivity between rural transport network and secondary & primary networks - Medium accessibility - Provision of transport services at low transport cost for all communes (except for island communes)	- High connectivity between rural transport network and secondary & primary networks - Good accessibility - Higher quality transport services with reasonable transport cost

Key Components of the Rural Transport Development Strategy



Note:
PPC: Province People's committee, DPC: District People's committee, CPC: Commune People's committee
MOT: Ministry of Transport of Vietnam, PDOT: Provincial Department of Transport

INFRASTRUCTURE DEVELOPMENT

The Strategy for infrastructure investment has been developed for roads and inland waterways with a schedule targeted in two periods: 2006-2010 and 2011-2020, and by three areas with different economic development levels i.e. i) difficult, ii) less developed and iii) more developed.

The RTS provides an orientation on improved technical standards for the rural transport infrastructure, particularly for road size and load in certain environment conditions.

In order to emphasize the indispensability of maintenance in the new period, the RTS includes a technical report on Maintenance Strategy, covering specific policies to make the "Planned Maintenance" become a Government policy. For example, harmonization between construction and maintenance activities; development of a maintenance culture in the society, in which "Maintenance Commitment" procedures and other measures are emphasized.

TRANSPORT SERVICES DEVELOPMENT

Recommendations on vehicle types appropriate for rural areas and travel options in areas with difficult access is the focus here.

USE OF LOCAL MATERIALS

Using local materials in road construction and maintenance is one of key targets for sustainable rural transport development. An orientation on road surface and paving types appropriate for each type of terrain and environment obtained from various surface trial studies and recent practical experiences is emphasized.

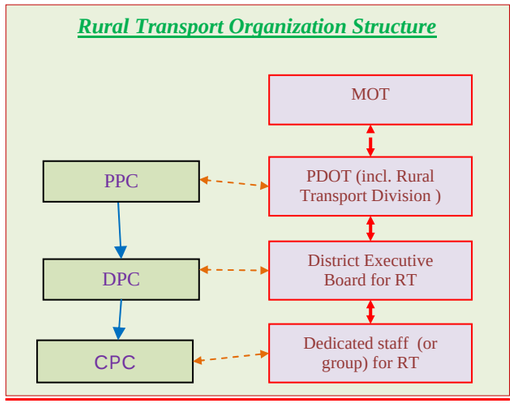
ORGANIZATION OF RURAL TRANSPORT MANAGEMENT

Four significant policies on rural transport development management are:

- Mobilization, management and use of development investment funds;
- Planned operation and maintenance of rural transport;
- Encourage support from all economic sectors involved in rural transport development and transport service provision; and
- Encourage the use of local materials and labor.

The organization of rural transport management and operation activities includes policies on the completion of the rural transport organization structure and effective activities for the management apparatus; enhancement of the management capacity, particularly planning capacity for local transport staff; proposals on support tools, such as establishing of a rural transport forum or the provision of other forms.

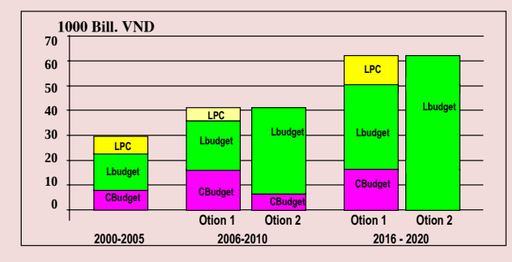
Rural Transport Organization Structure



FINANCING POLICY

Key contents of this policy include: identification of fund sources and fund mobilization for rural transport;Estimates of total required investment for each period, and proposals for utilization options as well as support levels from the Government required to achieve the target of "Integration of rural areas into the economy" in limited fund resource conditions.

Total budget & fund allocation to rural road construction, rehabilitation & maintenance



4. Key Recommendations

a. Clarify the roles at the central, provincial and local levels

- *At central level, the MOT has the responsibility to develop policies and strategies for rural transport.*
- *At provincial level, the Provincial Departments of Transport (PDOTs) have the responsibility to manage local transport, prepare plans for road development and maintenance.*

b. Improve the rural transport planning and management

- *The RTS needs to be updated every 5 years as a guideline for future steps.*
- *On the basis of approved Strategy, each province should develop a plan for development and maintenance of rural transport. The province and its advisory departments need to support the districts in developing the 5-year plans with input from the commune 5-year plans.*

c. Increase the attention to capacity development

- *MOT should increase the number of specialized transport staffs and improve capacity for central, provincial, district and communal levels in RT management.*
- *The training requirements include: planning, management and implementation, particularly at the district level. People at commune levels should be trained in how to participate in the planning and management of local transport.*

d. Improve the coordination and cooperation

- *Coordination between ministries and provinces in management and development of RT is required.*

e. Develop specific policies to address key rural transport issues

- *Mobilization and management of funds for rural transport development.*
- *Setting up maintenance plans.*
- *Supporting the development of private sector contractors and service providers.*
- *Use of local labor and materials.*

f. Appropriate and affordable road standards

Technical standards should be elaborated, improved and applied for rural transport; and rural road standards Class A and B or even the lower class of TCVN 4054-2005 should be applied on the basis of actual conditions of the road.

g. Greater attention to maintenance planning

Legal documents on planning and funding for maintenance should be promulgated in the form of an inter – Ministry circular. Provincial budgets should allow reallocation of funds from construction to maintenance. Central agencies should ensure that local budget allocations include funds for maintenance of district and commune roads and inland waterways.

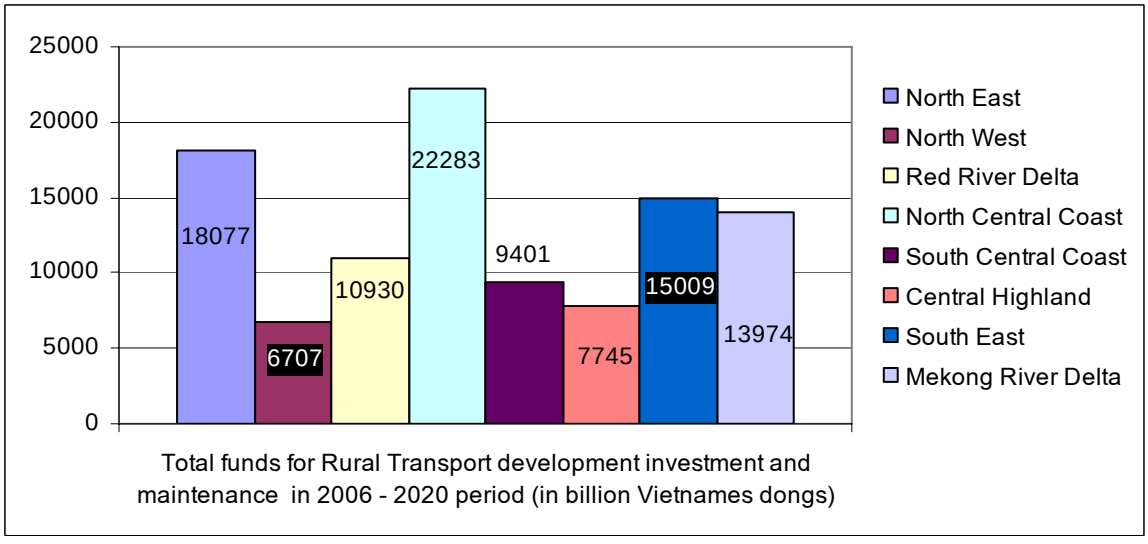
h. More recognition of the importance of rural transport services

Guidance on how best local transport services can be supported is needed.

i. Piloting of approaches

Some recommendations should be selected and piloted immediately under the RT3 and several poverty reduction projects, etc.

5. Priority Programs for Rural Transport Investment of Eight Regions in the Nationwide, by 2020



Total funds for Rural Transport development investment and maintenance in 2006 - 2020 period (in billion Vietnames dongs)

Note

- For further information on the Vietnam Rural Transport Strategy for 2006 – 2020 period, please access the Website: http://www.mt.gov.vn/chienluocgtntvietnam/
- If any, please send feedbacks to: **Transport Development and Strategy Institute – 162 Tran Quang Khai – Hanoi**
  Tel.: (84) – 4 – 9351524; (84) – 4 – 9344067; (84) – 4 – 8260370

APPENDIX C

WEBSITE CONTENTS

VIETNAM RURAL TRANSPORT STRATEGY

Search

Search

Implementation Agency

Transport Development and Strategy Institute

Sponsor

DFID Department for International Development

SEACAP
South East Asia Community Access Programme

Introduction on Vietnam Rural Transport Strategy

The Vietnam Ministry of Transport (MoT) has updated the Rural Transport Strategy (RTS). The Transport Development and Strategic Institute (TDSI) and relevant agencies carried out this work from May 2005 to July 2006.

The RTS was developed through a consultative process. Many workshops and meetings were held and the views of the relevant Ministries, Provincial Departments, Commune Councils and other stakeholders were exhaustively sought and incorporated into the RTS. Due to the regional distinct characteristics of Vietnam, the RTS development work was focused in the eight sub-economic regions, including:

- North East (11 provinces)
- North West (4 provinces)
- Red River Delta (11 provinces
- North Centre Coast (6 provinces)
- South Centre Coast (6 provinces)
- Central Highland (5 provinces)
- South East (8 provinces)
- Mekong River Delta (MRD) 13 provinces.

On the 16th January 2007, The MoT approved the RTS with Decision No 101/QĐ-BGTVT.

TDSI is now sensitizing and disseminating the RTS nation wide. TDSI will lay the foundation for the implementation of the RTS recommendations in concert with the responsible authorities and stakeholders.

Register
Receive documents here


APPENDIX D

QUESTIONNAIRES/INTERVIEW SHEETS

(Form D1 and D2)

FORM D1

(for interviewing Staffs in ministries , Agencies, Donner and contractor)

Date_____ Location_____.

Interviewer _____.

Interviewee _____ Agency _____.

(Tick your response)

A. Management issues

Cooperation mechanisms between Ministries, Sectors, localities and Donors as in the RTS are:

- ✓ Reasonable
- ✓ Unreasonable
- ✓ Other comments

Improvement of managerial capacity for Rural Transport development in MOT

- ✓ New establishment of Local Transport Department
- ✓ New staff recruitment for Local Transport Unit under MPI
- ✓ Other comments

Organization of district rural transport management

- ✓ Need a district transport division
- ✓ Only need new staff recruitment for transport management in the district economic infrastructure division
- ✓ Maintain the current situation
- ✓ Other comments

Organization of commune rural transport management

- ✓ Need specialized staff in transport management (personnel staff)
- ✓ Only need staff concurrently responsible
- ✓ Maintain the current situation

B. Funds and funding issues

Fund mobilization for rural development from levels

	Rate of funds (%)
✓ Central level	
✓ Local level	
✓ Local people's contributions	

- ✓ Donors, International organizations
- ✓ Other comments

Fund allocation for rural road maintenance from the Central budget is:

- ✓ Very necessary
- ✓ Other comments

What is the reasonable rate of funds for maintenance in the total investment for the rural transport development (development investment includes upgrading, rehabilitation, new construction).

- ✓ District roads: +5% + 10% + 15% +20% + Other
- ✓ Commune roads: +5% + 10% + 15% +20% + Other

Rate of funds allocated for rural road maintenance in locality from levels

	Rate of funds (%)
✓ Central level	
✓ Local level	
✓ Local people's contributions	
✓ Donors, International organizations	
✓ Other comments	

Mechanisms for investments in rural transport development through projects:

- ✓ Maintain the current project management mechanism
- ✓ Transfer funds to localities (by SWAP)
- ✓ Other comments

Need for establishment of road maintenance funds, including for rural roads

- ✓ Necessary
- ✓ Unnecessary

C. Other technical issues

Current technical specifications for rural roads are:

- ✓ Reasonable
- ✓ Unreasonable
- ✓ Other comments

Application compromising and encouragement to the rural road specifications in the economic development zones and probably in line with TCVN 4054 -2005.

- ✓ Application is allowed
- ✓ Application is not allowed

Waterway Operation and Management are:

- ✓ Necessary
- ✓ Unnecessary
- ✓ Other comments

In terms of rural waterway operation and management, there is a need to study:

- ✓ Technical specifications for rural waterways
- ✓ Rural waterway transport means
- ✓ To be freely developed
- ✓ Operators compulsorily have driving licenses or certificates
- ✓ Other comments

Utilization and quarrying construction materials for rural road construction and maintenance:

- ✓ Ensure sustainable development
- ✓ Only stress on economic benefits
- ✓ Other comments

Rural road maintenance activities:

- ✓ Are followed the plan
- ✓ Do not need follow the plan (by disrupt spot)
- ✓ Other comments

Need subsidies for rural transport?

- ✓ Necessary
- ✓ Unnecessary
- ✓ Other comments

In terms of investments in rural development, the priorities: communes without roads (mainly funds from Central level), low economic developed zones (funds from Central level, partly from Local budget), high economic developed zones (funds from Local budget, other sources) as in the RTS are:

- ✓ Reasonable
- ✓ Unreasonable
- ✓ Other comments

Development of Rural Transport database and promulgation of reporting mechanism for information sharing are:

- ✓ Very necessary and have to do
- ✓ Necessary but not yet have to do
- ✓ Other comments

Encouragement to the private enterprises to involve in investment in rural transport construction is:

- ✓ Reasonable
- ✓ Unreasonable
- ✓ Other comments

Training for trainers and rural transport staffs at all levels is:

- ✓ Necessary
- ✓ Unnecessary
- ✓ Other comments

Development of Provincial Rural Transport Planning is:

- ✓ Necessary and to be done immediately
- ✓ Unnecessary due to Transport Master Plans are available
- ✓ Other comments

Training local staffs in Rural Transport Planning is:

- ✓ Necessary
- ✓ Unnecessary
- ✓ Other comments

FORM D2

(for interviewing Staffs in localities)

Date_____ Location_____.

Interviewer _____.

Interviewee _____ Agency _____.

(Tick your response)

A. Rural infrastructure

The lengths of Rural Roads (as presented in the RTS by 2020) are:

- ✓ Unnecessary
- ✓ Sufficient
- ✓ Inadequate
- ✓ Other comments

Rural road network allocation among regions (8 regions) are:

- ✓ Reasonable
- ✓ Unreasonable
- ✓ Other comments

Existing Rural Road technical specifications are:

- ✓ Reasonable
- ✓ Unreasonable
- ✓ Other comments

Application compromising for the rural road specifications in the economic development zones and probably in line with TCVN 4054 -2005.

- ✓ Application is allowed
- ✓ Application is not allowed

Rural road surface structures of the regions are:

	Current	Strategy
✓ Reasonable		
✓ Unreasonable		
✓ Other comments		

The condition of rural roads in the regions of Vietnam are:

- ✓ Good
- ✓ Medium
- ✓ Poor

The linkage between the rural road network and the road network of higher level (highways and provincial roads) are:

- ✓ Good
- ✓ Medium
- ✓ Poor
- ✓ Other comments

The existing accessibility to the social service facilities (health care centre, schools and trading centres) of the rural road system is:

- ✓ Good
- ✓ Medium
- ✓ Poor
- ✓ Other comments

Waterway Operation and Management are:

- ✓ Necessary
- ✓ Unnecessary
- ✓ Other comments

In terms of rural waterway operation and management, there is a need to study:

- ✓ Technical specifications for rural waterways
- ✓ Rural waterway transport means
- ✓ To be freely developed
- ✓ Other comments

The operators on rural waterways:

- ✓ compulsorily have driving licenses or certificates
- ✓ do not need to have driving licenses or certificates

Bridge and culvert structures on rural waterways:

- ✓ Need to be in accordance with the roads
- ✓ Are probably constructed at lower level; Upgrading will be undertaken later
- ✓ Need to be invested first (to be in compliance with the planning roads)
- ✓ Other comments

Utilization and quarrying construction materials for rural road construction and maintenance:

- ✓ Ensure sustainable development
- ✓ Only stress on economic benefits

- ✓ Other comments

District road maintenance

- ✓ To be given attention and maintained in accordance with plan
- ✓ is not necessarily implemented in accordance with plan
- ✓ Intervention is not necessary after completion of construction

Commune road maintenance

- ✓ To be given attention and maintained in accordance with plan
- ✓ is not necessarily implemented in accordance with plan
- ✓ Intervention is not necessary after completion of construction

What is the reasonable rate of funds for maintenance in the total investment for the rural transport development (development investment includes upgrading, rehabilitation, new construction).

- ✓ District roads: +5% + 10% + 15% +20% + Other
- ✓ Commune roads: +5% + 10% + 15% +20% + Other

Rural transport means and rural transport development as in the RTS are:

- ✓ Reasonable
- ✓ Unreasonable
- ✓ Other comments

Need subsidies for rural transport?

- ✓ Necessary
- ✓ Unnecessary
- ✓ Other comments

In terms of investments in rural development, the priorities: communes without roads (mainly funds from Central level), low economic developed zones (funds from Central level, partly from Local budget), high economic developed zones (funds from Local budget, other sources) as in the RTS are:

- ✓ Reasonable
- ✓ Unreasonable
- ✓ Other comments

Cooperation mechanisms between Ministries, Sectors, localities and Donors as in the RTS are:

- ✓ Reasonable
- ✓ Unreasonable
- ✓ Other comments

Development of Rural Transport database and promulgation of reporting mechanism for information sharing are:

- ✓ Reasonable
- ✓ Unreasonable
- ✓ Other comments

B. Issues on Rural Transport Development Investment

Fund mobilization for rural development from levels

	At present (%)	In the future (%)
✓ Central level		
✓ Local level		
✓ Enterprises in locality		
✓ Local people's contributions		
✓ Donors, International organizations		

- ✓ Other comments

Mechanisms for investments in rural transport development through projects:

- ✓ Maintain the current project management mechanism
- ✓ Transfer funds to localities (by SWAP)
- ✓ Other comments

Need for establishment of road maintenance funds, including for rural roads

- ✓ Necessary
- ✓ Unnecessary

Encouragement to the private enterprises to involve in investment in rural transport construction is:

- ✓ Reasonable
- ✓ Unreasonable
- ✓ Other comments

C. Organization and Management issues

State management of rural transport at levels

Current State management of rural transport at levels

- ✓ At Central level : + Good + Medium + Poor
- ✓ At Provincial level : + Good + Medium + Poor

- ✓ At District level : + Good + Medium + Poor
- ✓ At Commune level : + Good + Medium + Poor

Improvement of managerial capacity for Rural Transport development in MOT

- ✓ New establishment of Local Transport Department
- ✓ New staff recruitment for Local Transport Unit under MPI
- ✓ Other comments

Organization of district rural transport management

- ✓ Need a district transport division
- ✓ Only need new staff recruitment for transport management in the district economic infrastructure division
- ✓ Maintain the current situation

Organization of commune rural transport management

- ✓ Need specialized staff in transport management (personnel staff)
- ✓ Only need staff concurrently responsible
- ✓ Maintain the current situation

D. Planning and Training issues

Training for trainers and rural transport staffs at all levels:

	1 time/ year	2 times/ year	3 times/ year
✓ District level			
✓ Commune level			
✓ Head of village			
✓ Other comments			

Development of Provincial Rural Transport Planning is:

- ✓ Necessary and to be done immediately
- ✓ Unnecessary due to Transport Master Plans are available
- ✓ Other comments

Training local staffs in Rural Transport Planning is:

- ✓ Necessary
- ✓ Unnecessary
- ✓ Other comments

APPENDIX E

RTS DISSEMINATION PLAN

No.	Implementation Plan	Location	Timing	Key Responsible Person
1	Completion and printing of questionnaires	Hanoi	10/9/2007	**Giang**
2	Completion of project website and making of procedures for linkage to MOT website	Hanoi	16/9/2007	**Chung**
3	RTS dissemination implementation (Full preparation of procedures, list of attendants, deliveries, brochures, questionnaires, air-tickets, etc.)	Hanoi		**Dzung** +Hung
4	**Workshop participation:** Combination of RTS dissemination activities at National Workshop for RT3 kick-off and RT2 workshop.	Hanoi	11-13/9/2007 (3days)	**Hung**, the team
5	**RTS Dissemination in regions and provinces**			
5.1	**Dissemination in North West region (4 provinces)**			
	Direct dissemination in 4 provinces. (Hoa Binh, Son La, Dien Bien, Lai Chau).	1 province + 1-2 districts of the province	24/9-6/10/2007	Hung + Muoi + Duc + HungB
5.2	**Dissemination in Red River Delta region (6 out of 11 provinces)**			
	Direct dissemination in: (Ninh Binh, Nam Dinh, Thai Binh, Ha Nam, Hung Yen, Hai Duong).		17/9/-4/10/2007	**Dzung** + Hanh
5.3	**Dissemination in Mekong River Delta (MRD) region (13 provinces)**	MRD		Team of 6 persons
A	**Workshop organization** (Preparation activities: Documents, invitation, meeting hall, interpreter, hotel)	Can Tho	Friday 12/10/2007	Hung+ Muoi + Dzung+ Hanh.+ Giang. Support group: Thu + Huong

No.	Implementation Plan	Location	Timing	Key Responsible Person
B	Direct dissemination in 13 provinces. The dissemination was implemented at the same time by 2 groups:			
	Group 1: Dissemination in 7 provinces (An Giang, Kien Giang, Vinh Long, Can Tho, Hau Giang, Tien Giang, Dong Thap)	1 province +1-2 districts of the province	14-31/10/2007	**Muoi + Du**c+
	Group 2: Dissemination in 6 provinces (Ca Mau, Ben Tre, Bac Lieu, Soc Trang, Tra Vinh, Long An)	1 province +1-2 districts of the province	14-31/10/2007	**Chung** +**Giang** +Thang (Hieu)
5.4	**Dissemination in South East region (8 provinces/cities)**			
	Direct dissemination in: (Ninh Thuan, Binh Thuan, Ho Chi Minh City, Binh Phuoc, Tay Ninh, Ba Ria-Vung Tau, Dong Nai, Binh Duong)	1 province +1-2 districts of the province	14-31/10/2007	**Dzung**+Hanh +
5.5	**Dissemination in Central Highland region (5 provinces).**	Central Highland		Whole team of 6 persons
A	**Workshop organization** (Preparation activities: Documents, invitation, meeting hall, interpreter, hotel). With the attendance of representatives from SEACAP and other stakeholders; from MOT: leader, DPI, RT unit and others	Da Lat	Friday 6/11/2007	Hung+ Muoi + Dzung+ Hanh.+ Giang. Support group: Thu + Huong
B	Direct dissemination in 5 provinces (KonTum, Gia Lai, Dac Lac, Dac Nong, Lam Dong)	1 province +1-2 districts of the province	7-13/11/2007	**Hung** + Chung +Muoi
5.6	**Dissemination in North East region** (6 out of 11 provinces)			
A	Direct dissemination in 6 provinces (Quang Ninh, Bac Giang, Phu Tho, Thai Nguyen, Tuyen Quang, Lang Son)		7-14/11/2007	**Giang** +Duc

No.	Implementation Plan	Location	Timing	Key Responsible Person
5.7.	**Dissemination in North Central Coast region** (3 out of 6 provinces)			Whole team of 6 persons
A	**Workshop organization** Preparation activities:	Hue	20/11/2007	Hung+ Muoi
B	Direct dissemination in 3 provinces (Nghe An, Quang Binh, Thua Thien Hue)		23-30/11/2007	Muoi + Duc
5.8.	**Dissemination in South Central Coast region** (3 out of 6 provinces)			Whole team of 6 persons
A	**Workshop organization** Preparation activities:	Hoi An	22/11/2007	Hung+ Muoi
B	Direct dissemination in 3 provinces (Quang Nam, Binh Dinh, Phu Yen)		23-30/11/2007	Dzung +Hanh
5.9	**Dissemination at ministries, agencies, stakeholders, donors, contractors etc.**		Intermittent implementation in 10-11/2007	**Hanh** +Dzung + Chung
6	Collection of complete questionnaires + analysis of information collected from the feedbacks + processing of information (right after the return of field groups)		From the end of 10/2007	Hung + Groups+ Cuong
7	Preparation and submission of Draft Final Report		15-29/12/2007	
8	Commen to Draft Final Report (SEACAP)		5-10 days after the submission of Draft Final Report	
9	Submission of Final Report		1/2008	

APPENDIX F

ANALYSIS/ASSESSMENT RESULTS OF QUESTIONNAIRES/INTERVIEW SHEETS

		1 Rural Road Amounts			2 Rural Road Network			3 Technical Standards			4 Applicable	
Region		High	Avrg.	Low	Reasonable	Unreasonable	Other	Reasonable	Unreasonable	Other	Yes	No
1. North West												
Sub-total	50	0	40	90	26	40	12	13	74	0	50	0
Number of sheets	50	0	20	30	26	20	4	13	37	0	50	0
%	100.00%	0.00%	40.00%	60.00%	52.00%	48.00%	0.00%	26.00%	74.00%	0.00%	100.00%	0.00%
2 Red River Delta												
Sub-total	62	11	74	42	49	26	0	28	52	24	61	2
Number of sheets	62	11	37	14	49	13	0	28	26	8	61	1
%	100.00%	17.74%	59.68%	22.58%	79.03%	20.97%	0.00%	45.16%	41.94%	12.90%	98.39%	1.61%
3. Mekong River Delta												
Sub-total	199	0	232	249	118	146	24	79	232	12	195	8
Number of sheets	199	0	116	83	118	73	8	79	116	4	195	4
%	100.00%	0.00%	58.29%	41.71%	59.30%	36.68%	4.02%	39.70%	58.29%	2.01%	97.99%	2.01%
4. South East												
Sub-total	104	3	102	150	49	102	12	23	154	12	99	10
Number of sheets	104	3	51	50	49	51	4	23	77	4	99	5
%	100.00%	2.88%	49.04%	48.08%	47.12%	49.04%	3.85%	22.12%	74.04%	3.85%	95.19%	4.81%
5. Central Highland	74											
Sub-total	74	7	118	24	49	48	3	33	82	0	69	10
Number of sheets	74	7	59	8	49	24	1	33	41	0	69	5
%	100.00%	9.46%	79.73%	10.81%	66.22%	32.43%	1.35%	44.59%	55.41%	0.00%	93.24%	6.76%
6. North East	86											
Sub-total	86	0	94	117	51	56	21	23	114	18	84	4
Number of sheets	86	0	47	39	51	28	7	23	57	6	84	2
%	100.00%	0.00%	54.65%	45.35%	59.30%	32.56%	8.14%	26.74%	66.28%	6.98%	97.67%	2.33%
7. North Central Coast	25											
Sub-total	25	0	28	33	18	14	0	7	32	6	24	2
Number of sheets	25	0	14	11	18	7	0	7	16	2	24	1
%	100.00%	0.00%	56.00%	44.00%	72.00%	28.00%	0.00%	28.00%	64.00%	8.00%	96.00%	4.00%
8. South Central Coast	40											
Sub-total	40	0	56	36	31	16	3	4	72	0	40	0
Number of sheets	40	0	28	12	31	8	1	4	36	0	40	0
%	100.00%	0.00%	70.00%	30.00%	77.50%	20.00%	2.50%	10.00%	90.00%	0.00%	100.00%	0.00%
Number of sheets	640	21	372	247	391	224	25	210	406	24	622	18
%		3.28%	58.13%	38.59%	61.09%	35.00%	3.91%	32.81%	63.44%	3.75%	97.19%	2.81%

5 Existing Road Surface Structure		6 Strategic Road Surface Structure		7 Road Quality			8 Mngmnt & Operation of I.Ws		9.Operation & Use of Materials		10 District road maintenance	
Reasonable	Unreasonable	Reasonable	Unreasonable	Good	Fair	Bad	Need	No need	Sustainable	No	Need	No need
4	92	45	10	0	76	36	48	4	49	2	49	2
4	46	45	5	0	38	12	48	2	49	1	49	1
8.00%	92.00%	90.00%	10.00%	0.00%	76.00%	24.00%	96.00%	4.00%	98.00%	2.00%	98.00%	2.00%
27	70	49	26	2	108	18	51	22	59	6	56	12
27	35	49	13	2	54	6	51	11	59	3	56	6
43.55%	56.45%	79.03%	20.97%	3.23%	87.10%	9.68%	82.26%	17.74%	95.16%	4.84%	90.32%	9.68%
35	328	170	58	28	324	27	185	28	190	18	195	8
35	164	170	29	28	162	9	185	14	190	9	195	4
17.59%	82.41%	85.43%	14.57%	14.07%	81.41%	4.52%	92.96%	7.04%	95.48%	4.52%	97.99%	2.01%
21	166	87	34	7	178	24	100	8	101	6	104	0
21	83	87	17	7	89	8	100	4	101	3	104	0
20.19%	79.81%	83.65%	16.35%	6.73%	85.58%	7.69%	96.15%	3.85%	97.12%	2.88%	100.00%	0.00%
5	138	68	12	1	132	21	44	48	74	0	74	0
5	69	68	6	1	66	7	44	24	74	0	74	0
6.76%	93.24%	91.89%	8.11%	1.35%	89.19%	9.46%	59.46%	32.43%	100.00%	0.00%	100.00%	0.00%
23	126	68	36	0	156	24	85	2	85	2	86	0
23	63	68	18	0	78	8	85	1	85	1	86	0
26.74%	73.26%	79.07%	20.93%	0.00%	90.70%	9.30%	98.84%	1.16%	98.84%	1.16%	100.00%	0.00%
7	36	12	26	0	30	30	24	0	25	0	25	0
7	18	12	13	0	15	10	24	0	25	0	25	0
28.00%	72.00%	48.00%	52.00%	0.00%	60.00%	40.00%	96.00%	0.00%	100.00%	0.00%	100.00%	0.00%
6	68	30	20	10	60	0	40	0	40	0	40	0
6	34	30	10	10	30	0	40	0	40	0	40	0
15.00%	85.00%	75.00%	25.00%	25.00%	75.00%	0.00%	100.00%	0.00%	100.00%	0.00%	100.00%	0.00%
128	512	529	111	48	532	60	577	56	623	17	629	11
20.00%	80.00%	82.66%	17.34%	7.50%	83.13%	9.38%	90.16%	8.75%	97.34%	2.66%	98.28%	1.72%

11Commune road maintenance		12 Transport Development		13 Subsidy		14 Database development		15 Capacity building		16 District Rural transport management structure		
Need	No need	Reasonable	Unreasonable	Need	No need	Reasonable	Unreasonable	Local Dept.	Local Transport Unit	Transport Div.	Supplement	Other
49	2	49	2	46	8	46	8	19	62	19	60	3
49	1	49	1	46	4	46	4	19	31	19	30	1
98.00%	2.00%	98.00%	2.00%	92.00%	8.00%	92.00%	8.00%	38.00%	62.00%	38.00%	60.00%	2.00%
62	0	57	10	62	0	62	0	32	60	28	66	3
62	0	57	5	62	0	62	0	32	30	28	33	1
100.00%	0.00%	91.94%	8.06%	100.00%	0.00%	100.00%	0.00%	51.61%	48.39%	45.16%	53.23%	1.61%
199	0	185	28	173	52	198	2	97	204	90	214	6
199	0	185	14	173	26	198	1	97	102	90	107	2
100.00%	0.00%	92.96%	7.04%	86.93%	13.07%	99.50%	0.50%	48.74%	51.26%	45.23%	53.77%	1.01%
104	0	89	30	101	6	104	0	29	150	66	74	3
104	0	89	15	101	3	104	0	29	75	66	37	1
100.00%	0.00%	85.58%	14.42%	97.12%	2.88%	100.00%	0.00%	27.88%	72.12%	63.46%	35.58%	0.96%
74	0	72	4	74	0	74	0	33	82	29	86	6
74	0	72	2	74	0	74	0	33	41	29	43	2
100.00%	0.00%	97.30%	2.70%	100.00%	0.00%	100.00%	0.00%	44.59%	55.41%	39.19%	58.11%	2.70%
86	0	86	0	86	0	86	0	44	84	58	54	3
86	0	86	0	86	0	86	0	44	42	58	27	1
100.00%	0.00%	100.00%	0.00%	100.00%	0.00%	100.00%	0.00%	51.16%	48.84%	67.44%	31.40%	1.16%
25	0	25	0	25	0	25	0	11	28	17	14	3
25	0	25	0	25	0	25	0	11	14	17	7	1
100.00%	0.00%	100.00%	0.00%	100.00%	0.00%	100.00%	0.00%	44.00%	56.00%	68.00%	28.00%	4.00%
40	0	40	0	40	0	40	0	40	0	38	4	0
40	0	40	0	40	0	40	0	40	0	38	2	0
100.00%	0.00%	100.00%	0.00%	100.00%	0.00%	100.00%	0.00%	100.00%	0.00%	95.00%	5.00%	0.00%
639	1	603	37	607	33	635	5	305	335	345	286	9
99.84%	0.16%	94.22%	5.78%	94.84%	5.16%	99.22%	0.78%	47.66%	52.34%	53.91%	44.69%	1.41%

17 Commune Rural transport management structure			18 Training for districts		19 Training for communes		20 Training for villages		21 Formulation of transport planning	
Dedicated	Several-duty holder	Other	Need	No need	Need	No need	Need	No need	Need	No need
23	52	3	44	12	50	0	50	0	50	0
23	26	1	44	6	50	0	50	0	50	0
46.00%	52.00%	2.00%	88.00%	12.00%	100.00%	0.00%	100.00%	0.00%	100.00%	0.00%
45	34	0	62	0	62	0	62	0	62	
45	17	0	62	0	62	0	62	0	62	0
72.58%	27.42%	0.00%	100.00%	0.00%	100.00%	0.00%	100.00%	0.00%	100.00%	0.00%
64	266	6	199	0	199	0	199	0	199	0
64	133	2	199	0	199	0	199	0	199	0
32.16%	66.83%	1.01%	100.00%	0.00%	100.00%	0.00%	100.00%	0.00%	100.00%	0.00%
50	106	3	102	4	104	0	102	4	104	0
50	53	1	102	2	104	0	102	2	104	0
48.08%	50.96%	0.96%	98.08%	1.92%	100.00%	0.00%	98.08%	1.92%	100.00%	0.00%
30	84	6	74	0	74	0	74	0	74	0
30	42	2	74	0	74	0	74	0	74	0
40.54%	56.76%	2.70%	100.00%	0.00%	100.00%	0.00%	100.00%	0.00%	100.00%	0.00%
44	82	3	86	0	86	0	86	0	86	0
44	41	1	86	0	86	0	86	0	86	0
51.16%	47.67%	1.16%	100.00%	0.00%	100.00%	0.00%	100.00%	0.00%	100.00%	0.00%
10	28	3	25	0	25	0	25	0	25	0
10	14	1	25	0	25	0	25	0	25	0
40.00%	56.00%	4.00%	100.00%	0.00%	100.00%	0.00%	100.00%	0.00%	100.00%	0.00%
36	8	0	40	0	40	0	40	0	40	0
36	4	0	40	0	40	0	40	0	40	0
90.00%	10.00%	0.00%	100.00%	0.00%	100.00%	0.00%	100.00%	0.00%	100.00%	0.00%
302	330	8	632	8	640	0	638	2	640	0
47.19%	51.56%	1.25%	98.75%	1.25%	100.00%	0.00%	99.69%	0.31%	100.00%	0.00%

Note:

1. Rural road amounts (as stated in the report of the Updating Rural Transport Development Strategy by 2020) are:
    a. High
    b. Average
    c. Low
2. Distribution of rural transport network in 8 regions is:
    a. Reasonable
    b. Unreasonable
    c. Other
3. Current technical standards applied to rural roads are:
    a. Reasonable
    b. Unreasonable
    c. Other
4. Should open oriented rural road specifications be applied in accordance with the TCVN4054-2005 for more developed and advantaged areas?
    a. Yes
    b. No
5. Existing rural road surface structures in 8 regions are :
    a. Reasonable
    b. Unreasonable
6. Strategic rural road surface structures in the report are:
    a. Reasonable
    b. Unreasonable
7. Rural road quality is
    a. Good
    b. Fair
    c. Bad
8. The management and operation of rural inland waterways are
    a. Necessary
    b. Unnecessary
9. The operation and use of materials in rural road construction and maintenance (as mentioned in the RTS) are:
    a. Ensured for a sustainable development
    b. Not ensured for a sustainable development
10. Maintenance of district roads
    a. Need to be highly interested in and carried out under a fixed plan
    b. No need to be carried out under a fixed plan
11. Maintenance of commune roads

a. Need to be highly interested in and carried out under a fixed plan
b. No need to be carried out under a fixed plan

12. The development of rural transport activities and transport means as stated in RTS report is:
    a. Reasonable
    b. Unreasonable
13. Is is necessary to subsidize for the transport in rural areas?
    a. Yes
    b. No
14. The development of a rural transport database and establishment of a reporting and information sharing system are:
    a. Reasonable
    b. Unreasonable
15. The rural transport management capacity would be improved at the MOT by:
    a. Establishment of a Local Transport Department
    b. Supplement of staff for the Local Transport Unit in the Department of Planning and Investment
16. Rural transport management structure at district level:
    a. Requires a district transport division
    b. Requires only the assignment of dedicated staff for transport in the district economic infrastructure division.
17. Rural transport management structure at district level:
    a. Requires a dedicated staff for transport
    b. Requires only a several-duty holder
    c. Remains as
18. Is it necessary to train rural transport staff at district level?:
    a. Yes
    b. No
19. Is it necessary to train rural transport staff at commune level:
    a. Yes
    b. No
20. Is it necessary to train rural transport staff at village level:
    a. Yes
    b. No
21. The formulation of provincial transport master plans is:
    a. Necessary and must be done immediately
    b. Unnecessary since the transport development master plan is available
22. Is it necessary to train rural transport planning skills for local staff:
    a. Yes
    b. No

APPENDIX G

SEVERAL IMAGES ON THE RTSD

Wokshop at Can Tho 12-10-2007

Wokshop at Dalat 05-11-2007

Dissemination at Ben Tre Province

Dissemination at Tien Giang Province

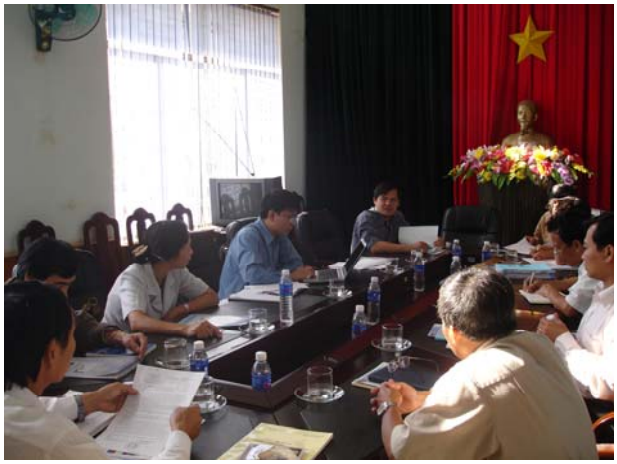
Dssemination at Long An Province

Dissemination at Tra Vinh Province

Dissemination at Kien Giang Province

Dissemination at Dak Lak Province

Dissemination at Gia Lai Province



Dissemination at Phu Yen Province

Dissemination at Kon Tum Province