

**INTEGRATING GENDER INTO WORLD BANK
FINANCED TRANSPORT PROGRAMS**

CASE STUDY

CHINA

**CIDA'S COMPREHENSIVE TRANSPORT MANAGEMENT
TRAINING PROJECT**

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JUNE 2003

ACKNOWLEDGEMENTS

We are very grateful to CIDA, especially Charles Pellegrin and May Wong, for providing relevant documents, support and resources to assist the study.

We also thank the numerous interviewees and survey responders who provided their valuable time and information in support of this study.

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ACRONYMS AND ABBREVIATIONS

ACWF	All China Women's Federation
CCP	Chinese Communist Party
CDPF	China Country Development Policy Framework (CIDA)
CEA	Canadian Executive Agency
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CIDA	Canadian International Development Agency
CTMTP	Comprehensive Transport Management Training Project
CPPCC	Chinese People's Political Consultative Conference
GDP	Gross Domestic Product
JPSC	Joint Project Steering Committee
MOC	Ministry of Communication
MOCA	Ministry of Civil Affairs
MOFTEC	Ministry of Foreign Trade and Economic Development
NGOs	Non Governmental Organizations
NPC	National People's Congress
NWCWC	National Working Committee on Women and Children
PRC	People's Republic of China
SAPs	Structural Adjustment Programme
SARS	Severe Acute Respiratory Syndrome
SCFP	State Committee on Family Planning
SDPC	State Development and Planning Commission
SOE	State-owned Enterprise
UNICEF	The United Nations Children's Fund
UNDP	United Nations Development Program
WID	Women in Development
WTO	World Trade Organization

1. INTRODUCTION

The World Bank has commissioned case studies on “integrating gender into transport programs”, which is implemented by a consortium led by IC Net Limited. The Consortium identified CIDA’s “Comprehensive Transport Management Training Project (CTMTP) in China” as one of the best cases in integrating gender into the transport projects. CTMTP (1993-2002) was a project funded by the Canadian International Development Agency (CIDA) to strengthen China’s transport management planning and operational practice. The project, now completed, addressed gender issues in promoting women’s participation in the project. This case study aims to identify how gender dimensions were included in the preparation of the project, the experience of implementation, the outcomes, and the lessons learned with respect to gender inclusion and where appropriate, good practice suggested.

This report is organized in the standard format set out for all the ten case studies under the following headings:

- Methodology
- Enabling environment and macro context
- Institutional analysis
- Project design and implementation
- Gender differences in outcomes
- Conclusions and lessons learned.

2. METHODOLOGY

The methodological process and data collection methods are described in this section. The process is based on the Framework of Analysis provided in the guideline.

2.1. FRAMEWORK OF ANALYSIS

The **analytical framework** was mainly based on the framework provided by the research team and further tailored to this particular case. It focuses on the opportunity, security, capability, and empowerment attributes at the macro (national gender¹ and transport sector policy), meso (transport operations) and micro (individual training recipients) level.

- Macro: making policy concerning transportation gender sensitive
- Meso: influencing culture of institutional decision making and representing women's rights
- Micro: Impact on individual employees with respect to opportunities for promotion, self-confidence, enhanced capabilities, empowerment, job security etc.

The following table describes the framework used:

¹ CIDA gender policy contrasts with the gender policy of the Chinese Government, and hence will be analyzed separately

Table 1: Framework Analysis

	Macro	Meso	Micro
<p>Opportunity & Security</p> <p>Opportunity:</p> <ul style="list-style-type: none"> ● Access to training ● Access to career development /promotion <p>Security:</p> <ul style="list-style-type: none"> ● Job security (Laid-off, unemployment, and retirement) 	<p>National² and Sectoral policies in gender equality:</p> <ul style="list-style-type: none"> ● Gender equality in access to education and training; ● Gender equality in employment and income; ● Gender equality in job security (Laid-off, unemployment, and retirement) 	<p>Operational level:</p> <ul style="list-style-type: none"> ● Gender difference in access to education and training in transport sector; ● Gender difference in employment and income in transport sector; ● Gender difference in job security (Laid-off, unemployment, and retirement) in transport sector 	<p>Individual level:</p> <ul style="list-style-type: none"> ● Gender difference in access to training in the project; ● Gender impact on job promotion and career development due to the project; ● Gender impacts in strengthening job security (reducing Laid-off, unemployment, and earlier retirement of women) due to the project
<p>Capability & Empowerment:</p> <ul style="list-style-type: none"> ● Expertise and self-confidence (information, knowledge, and skills); ● Political processes at different level ● Development of social capital/networks 	<ul style="list-style-type: none"> ● Gender gaps in expertise (information, knowledge, and skills) ● Policy development; ● Development of women's organization or networks 	<ul style="list-style-type: none"> ● Gender gaps in expertise (information, knowledge, and skills) in the transport sector; ● Transport planning; ● Social capital/networks in the transport sector 	<ul style="list-style-type: none"> ● Gender impacts in reducing gaps between women and men in expertise (information, knowledge, and skills); Self confidence ● Impacts on building women's ● Project planning and implementation; ● Social networks

² CIDA gender policy contrasts with the gender policy of the Chinese Government, and hence will be analyzed separately

The study has been structured around the framework. At the macro level, research was conducted to determine the environment for gender equality in China and specifically in the transport sector. Inputs from the survey and interviews formed the perception of transport operators and users. We used the framework to analyse different stages of the project cycle from inception through to implementation and monitoring, in order to establish how gender is integrated into different stages of the project. Furthermore, we also applied it to assess the training workshop and courses, level of participation, inclusion of participants in design of training, integration of gender sensitivity, and capacity for gender planning in transport policy.

2.2. CASE STUDY STAKEHOLDERS

The research focuses on the macro-meso interchange between donor and implementing agencies. For the micro dimension, the research evaluates the effectiveness of the training on management personnel who received training and will compare the opportunities afforded to men and women following the training. These ‘trainees’ and their employers constitute the project beneficiaries.

Organization	Stakeholders
CIDA	Program Officer Second Secretary in Development at Canadian Embassy – Gender
MOFTEC	Program Officer
Canadian Executing Agency	Project Manager and other management team members Trainers and experts
Chinese counterparts / Implementing agency	Ministry of Communication State Planning Commission State Economic and Trade Commission
CIDA Monitor	Project Monitor
Project beneficiaries	Employers of trained staff – government, public/private transport operators/regulators Trainees – staff trained to improve skills and employment opportunities

The research began at the higher level through consultations with key project personnel, principally from CIDA, CEA and Chinese counterparts, and continued by reviewing the effectiveness of the training workshops and programs by consulting project beneficiaries at the meso-micro level.

2.3. DATA COLLECTION METHODS

The research project has been implemented through qualitative and quantitative methods for both primary and secondary data collection. The study began with the higher levels, i.e. consultations

with donors and government, then the impact on transport sector operations was assessed. Finally, it looked into those directly affected by the project, especially recipients of the training whose employment opportunities were expected to improve and who should be empowered by the project.

Types of primary and secondary data collection are listed below:

Primary Data Collection:

- Key informant interviews (Semi-structured) with CIDA, project personnel and Chinese counterparts, trainers and employers of trained staff
- Questionnaire survey for project beneficiaries (trainees)
- Participatory appraisal – small focus groups for brainstorm on impacts of training and their views on gender and transport in China

Secondary Data Collection:

- CIDA project documents (including project information and project performance reports, Joint Steering Committee Minutes, project inception report (including workforce analysis of female participation in transport sector), selected project progress reports and annual reports, final report and selected monitor reports)
- National and sectoral policy documents
- National publications on employment in the transport sector
- Human development reports (UNDP)
- Government statistics (i.e. Census)
- CIDA & World Bank gender material
- Web resources

It had been planned to adopt participatory methods to this case study during focus group sessions with ‘trainee’ beneficiaries. However, due to the SARS epidemic and this project’s focus on the macro-meso dimension, participatory exercises were not suitable to this case study. Accordingly, the qualitative data of the case study has mainly drawn on interviews to assess the effectiveness of gender integration into the CIDA project.

A quantitative questionnaire survey was given to selected recipients of the training undertaken by the project. We sent out 80 questionnaires based on the names provided by the relevant

organisations and received 35 valid responses. To compensate for the limited returns, follow-up interviews were conducted on 20 of them to gain in-depth data. The background of these responders and interviewees are presented in Appendix A

Structured interviews were conducted on key project personnel and the donor. A summary was drawn from inputs provided by CIDA Project Officer, Project Monitor, Project Manager, Project Transport Specialist, 2 Trainers and a Workplace Supervisor.

3. ENABLING ENVIRONMENT AND MACRO CONTEXT

In accordance with the case study design guideline section 3.1.3, research was done through reviewing documents and publications that described the enabling environment in China. The results are reported below.

3.1. COUNTRY CONTEXT: MACRO ISSUES

With a population of 1.27627 billion people at the end of 2001, and a land area of 9.6 million square kilometres, the People's Republic of China (PRC) is the largest country in the world in population and the third largest in area. During the 1980s and 1990s, China experienced rapid economic growth and a huge decline in overall poverty. For example, the GDP in 2002 was \$1.3 trillion and the GDP of real growth rate in 2002 was 8.0%. Economic reform has irreversibly transformed the Chinese economic and social landscape and has created new prosperity and many new opportunities for both women and men. People living under the official poverty line (one-third of 1US\$) declined from 250 million in 1978 (China Internet Information Center, 2002) to 30 million at the end of 2001 (China Daily, September 29, 2002). However, benefits of the economic reform and development have been unevenly distributed throughout Chinese society, widening the already-existing gaps between men and women.

3.1.1 Commitment of the State/Party and Its Understanding of Gender

China has made tremendous progress in enshrining women's rights in government policy and in the law. As former President Jiang Zemin stated in 1995 at the Fourth World Conference for Women in Beijing: "Attaching great importance to the development and advancement of women, we in China have made gender equality a basic state policy in promoting social development. We are resolutely against any forms of discrimination against women and have taken concrete steps to maintain and protect the equal status and rights of women in the country's political, economic and social life."

3.1.2 Regulatory Frameworks and Legislation

This high-level commitment to gender equality is reflected in the Chinese Constitution and in many of the policies and legislative measures adopted by the Chinese government since 1949, especially in the 1990s. China ratified the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) in 1980 and reports periodically to the UN on its progress in implementing CEDAW stipulations. More recently, a spate of legislations from the Law on the Protection of Rights and Interests of Women ("the Women's Law") promulgated in 1992, to the

revised Marriage Law passed in 2001, have enshrined both the general principle of legal equality and special measures to promote gender equity by focusing on areas where women are disadvantaged.

As in many areas of Chinese laws, however, there are significant gaps between legislations affecting women's rights and implementation or enforcement. These are caused by many factors including inadequate information and understanding among the public, police, the judiciary and other stakeholders; limited access to legal assistance; inadequate legal channels to pursue offences in court or with the police; problems with enforcing legal judgments passed by the courts, lacking gender awareness, and etc. The growing participation of women in the legal profession and the judiciary is expected to improve the awareness of gender equality among these groups. There remains an identified need for training and other types of awareness raising activities among police, lawyers, judges and other court officials.

3.1.3 National Mechanisms on Women's Status

Following the 4th World Conference on Women in 1995, the Chinese government signed the Beijing Declaration and endorsed the Platform for Action. Its commitment to gender equality is expressed in the government's "Programme for the Development of Chinese Women", 1995-2000 and 2001-2010. The government created the National Working Committee on Women and Children (NWCWC) in 1992. By 2000 its membership had expanded to twenty-four ministries and five mass organizations. However, the Ministry of Communication (Ministry of Transportation) has not been included as one of the members.

The NWCWC has played an important role in protecting women's and children's rights and interests in China. It had succeeded in promoting the promulgations of laws and national plans on development of women and children in China. It also has acted as a "watchdog" in monitoring the implementations of the policies and laws concerning women's and children's rights and development. However, like many national mechanisms for women in development worldwide, the NWCWC has constraints concerning its location, resources, and staffing problems. The NWCWC is under-resourced from the central government. Most of its funds come from donors, such as UNICEF, thus implies that it will be directed by the donor's priorities. The NWCWC is poorly staffed, which often hampers its effectiveness on implementing its mandate.

3.1.4 Increased Gender Gaps in Many Aspects

The gender policies and the national gender institution have created enabling environment for women's development in China. However, data show that there have been increasing gaps in many

areas in some very significant ways over the last several years as a result of shifts in policy, in the economy and in society (CIDA, 2001).

3.1.4.1. Gender gaps in access to education and training

Illiteracy and lack of education are concentrated among women and girls. 55 million women constitute 65% of China's 85 million illiterate or semi-illiterate people. (People's Daily, September 9, 2002). There has been no available data on gender difference in on-job training at national level. However, some studies have showed that women had less opportunity to get on job training than their male counterparts (Baur, 2003; Jiangsu Women's Studies Institute, 2003; Xiong, and et., 2003)

3.1.4.2. Gender gaps in employment and income

By the end of 2000, the employment rate of women aged from 18 to 49 has decreased by 16.2% points compared to 1990 (Peng, 2003). Recent studies show that women are still concentrated on unskilled and poorly paid jobs, which constitutes "sex segregation" in employment (Wang Xubo, et., 2003; Xu Min, 2003). In the labor market, there is increasing discrimination against women's recruitment. This tendency is clearly exhibited by advertisements for job opportunities in newspapers and other media (Tan Lin, 2003; Xu Min et., 2003). Female university students are openly discriminated against at the labor market during their searching for jobs (Ye Wenzhen et.; Wang Xiaobo, 2003). Many factors have contributed to gender inequality in employment opportunity. The structural adjustments (SAPs), the state-owned enterprise (SOE) reform and China's entering the WTO have undercut many of elements of equality. Although there have been many articles and stipulations about women's equal rights in employment, they have not been enforced. The already existing gender bias has also exacerbated the discrimination against women in employment (Peng, 2003).

According to a recent national survey by the All China Women's Federation and the National Statistics Bureau (ACWF & NSB, 2001), the average income of working women in cities is roughly 70 per cent that of men, representing a disparity of about 7 percentage points wider than that of a decade ago. (Xinhua News Agency December 16, 2002). This wage gap is not explained by gaps in education or location, but is largely accounted for by the fact that women are concentrated in low-paying sectors of the economy.

3.1.4.3. Gender gaps in job security (Laid-off, unemployment, and retirement)

The loss of employment brought about by the restructuring of state owned enterprises (SOE) has

disproportionately affected women. It is estimated that more than half of all laid-off workers are women, and the percentage of women laid-offs re-employment was only 39% and 24.9% lower than men's re-employment rate (Peng, 2003).

Women's opportunities for equal employment are threatened by measures that have been proposed to reduce the labour supply by targeting women. For example, the provision of "periodic employment", proposed in 2000 to encourage workers in the SOEs to be off work to attend family without pay, is intended to send women back to home. Thanks to the efforts of the All China Women's Federation (ACWF) and other women's organizations or gender activists, this notion has not been put into the Premier's work report to the National People's Congress (NPC). Otherwise, women's job security would be more seriously harmed by this provision if it had been formally published in national report (CIDA, 2001).

The earlier retirement age for women has also threatened women's job security and career development. According to the Civil Servants Administrative Regulation, issued in 1993, women have to retire at the age 55, while men don't have to retire until 60. Under the SAPs, the early retirement of workers has been used as one of the strategies to reduce labour supply. In early retirement schemes women are asked to retire even earlier than the compulsory retirement age, which is 5 years earlier than men's. The compulsory retirement age has already exerted a negative impact on women's job security, pension incomes, promotion, career development and their participation in decision-making. (CIDA, 2001; Baur, 2003; Peng, 2003). Given that female life expectancy (72 years) is higher than men's (69 years), and the challenge of a rapidly aging population (the proportion of the population aged over 60 now stands at 10 percent with projections for this to reach 12.5 percent by 2015), the earlier retirement age for women will result in their lower quality of life than men and their vulnerability to poverty.

Since the economic reform in 1978, China has also undergone a political reform by decentralizing the authority of the State/Party. Although the process democratization is on a slow move, it really has provided more freedom and spaces for people than before the reform in 1978. However, there has been negligible growth in women's political participation since the late 1970s. In some political bodies (such as the National People's Congress and Chinese People's Political Consultative Conference (CPPCC)) there are rules stipulating that the proportion of women deputies is not allowed to decline from session to session. The proportion of women deputies in the CPPCC rises from 15.5% of the ninth session (1998-2003) to 16.7% of tenth session (2003-2008). However, the proportion of women's deputies in the NPC dropped from 21.8% of the ninth session (1998-2003) to 20.24% of tenth session (2003-2008). In the more powerful governing bodies,

women are far less visible. In 2003, the number of women in NPC Standing Committee was 10%. Women's share of seats in the Central Committee of the Chinese Communist Party (CCP) was only 4 percent in the 16th Center Committee of the CCP in 2002 (CIIC, 2002).

3.1.5 Development of Women's Organization or Networks

The role of civil society - specifically women's groups - in the policy process affecting gender equality, in mobilizing public opinion, and in providing direct services to women, has expanded and matured markedly since 1995. The Fourth World Conference on Women and the NGO Forum, held in Beijing in 1995, proved to be a catalyst for Chinese women's rights activists, scholars working with the ACWF, universities, government and non-governmental organizations. The two prior years leading to the 1995 events saw the creation and growth of dozens of women's NGOs; while some of these organizations have withered, most have matured and expanded since then. In terms of institutional affiliation, there is a spectrum of such groups, ranging from those sprung from the ACWF and its local branches, from research institutions or from government organizations and now independent of the parent organization, to truly "popular" organizations. They focus on a very broad range of issues, and are increasingly able to form strategic coalitions with each other, with ACWF and with government to influence policy making.

3.2. DONOR'S ENVIRONMENT FOR GENDER EQUALITY

It is essential to examine the Canadian and CIDA's gender policies environment that strongly underlined the project context.

3.2.1 Commitment of the State

Canada is committed to supporting the achievement of gender equality at home and throughout the world. At home, The Canadian Constitution, which includes the Charter of Rights and Freedoms, guarantees the right to equality in the law and equal benefit of the law without discrimination on a number of grounds including sex. Canada's *Federal Plan for Gender Equality*, approved by Cabinet in 1995, committed all federal departments to the promotion of gender equality in all areas, including international co-operation. Under this plan, federal departments are also required to implement gender analysis. With respect to international world, Canada has ratified all the major international human rights treaties including the *Universal Declaration of Human Rights*; the *International Covenant on Economic, Social and Cultural Rights*; the *International Covenant on Civil and Political Rights*; the *Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)*; and the *Convention on the Rights of the Child*. Canada is also committed to international agreements such as the *United Nations Declaration on Violence Against*

Women, and to the consensus reached at the various UN conferences such as the Cairo Conference on Population and Development, the Vienna World Conference on Human Rights, and most recently the Fourth United Nations World Conference on Women, in Beijing.

3.2.2 CIDA's Gender Policy

For more than two decades, the Canadian International Development Agency (CIDA) has been working consistently - both internally, and with its partners, other donors, and international institutions - to promote women's full participation as both agents and beneficiaries of development. It produced guidelines and releasing its innovative 1984 policy on Women in Development (WID) in 1976 shortly after the UN's First World Conference on Women. In 1995, with the Government foreign policy statement *Canada in the World*, which underlined its commitment to gender equality, and the impetus of the *Beijing Platform for Action*, the final document of the Fourth United Nations Conference on Women held the same year, CIDA updated its gender policy in 1999. The newly revised CIDA's policy emphasizes the importance of gender equity and women's empowerment. CIDA's use of a gender equity approach aimed to ensure fairness in the way women and men are treated and involved the adoption of special measures to tackle gender inequalities and to increase women's autonomy. These special measures and the process of empowerment remain essential elements in remedying unbalanced power relationships between women and men. This can explain why CIDA's projects on transportation had made special quotas for women's participation.

The table of contents of this newly revised gender policy is included in Appendix B and on the website <http://www.acdi-cida.gc.ca>

Furthermore, CIDA's Policy on Gender Equality indicates the following three objectives and eight guiding principles with greater emphasis on the eradication of discrimination against women and girls as part of CIDA's concern for social justice and development effectiveness.

Three Objectives and Eight Guiding Principles of CIDA's Policy on Gender Equality

Three Objectives

- To advance women's equal participation with men as decision-makers in shaping the sustainable development of their societies;
- To support women and girls in the realization of their full human rights; and
- To reduce gender inequalities in access to and control over the resources and benefits of development.

Eight Guiding Principles

- Gender equality must be considered as an integral part of all CIDA policies, programs and projects;
- Achieving gender equality requires the recognition that every policy, program and project affects women and men differently;
- Achieving gender equality does not mean that women become the same as men;
- Women's empowerment is central to achieving gender equality;
- Promoting the equal participation of women as agents of change in economic, social and political processes is essential to achieving gender equality;
- Gender equality can only be achieved through partnership between women and men;
- Achieving gender equality will require specific measures designed to eliminate gender inequalities; and
- CIDA policies, programs, and projects should contribute to gender equality.

CIDA's gender policy addressed an integration of the results-based approach, which has included explicit results that promote equality between women and men in order to attain CIDA's overall goals. In order to facilitate the implementation of the GE policy, CIDA developed *Guide to Gender-sensitive Indicators and The Why and How of Gender-Sensitive Indicators - Project Level Handbook (1997)* to assist measuring progress on gender equality results and capturing information on changes, which contribute to the achievement of gender equality.

CIDA's Gender Equality Policy made linkages with its overarching policy of poverty reduction and its programming priorities and gender equality to guide the development of specific gender equality results in programs and projects. Following is the example of CIDA making linkages among gender and one of its priorities namely Infrastructure Services.

CIDA overarching policy and programming priorities	Links with gender equality	Examples of results that contribute to the achievement of gender equality
<p>Infrastructure Services: To help developing countries deliver environmentally sound infrastructure services, with an emphasis on poorer groups, capacity-building, and the environment.</p>	<p>Experience has shown that women and men have different priorities and preferences in relation to technology, and make different uses of (and have different access to and control over) infrastructure services based on their socially ascribed roles, responsibilities, privileges, and ownership over assets and financial resources.</p> <p>By recognizing these differences, programs and projects will be able to provide appropriate and accessible infrastructure services that meet the water, energy, transport, communications and information needs of both women and men.</p>	<p>Improved access for women to safe and affordable public transport services and infrastructure.</p> <p>Increased capacity of women and their organizations to influence decisions regarding the design of public services and infrastructure.</p> <p>Increased employment of women (at all levels - from road construction worker to manager) in infrastructure services.</p> <p>Increased capacity of institutions to design and implement infrastructure investments, which respond to the needs and priorities of poor women.</p> <p>Increased numbers of women employed in non-traditional occupations.</p>

Finally, CIDA’s Gender Equality Policy has also provided practical tools such as lessons learned, sample results, strategies, activities and guidelines to support the achievement of gender equality. One of the key documents is China Gender Equity Strategy (1995). Its table of content is included in Appendix C. Both CIDA’s Policy on Gender Equality and China Gender Equality Strategy have been translated into Chinese for CIDA’s Chinese partners.

CIDA continues to emphasize gender equality, which has been clearly stated in CIDA’s latest proposed China Country Development Policy Framework (CDPF).

“The proposed policy framework for CIDA's development cooperation with China will focus on

three main and interlinked elements, economic cooperation, environmental sustainability, and human rights, democratic development and good governance. In addition, CIDA's ongoing concern for women in development will be addressed through a strong emphasis on the promotion of women's rights in China. CIDA will continue to address poverty reduction through economic development and WID activities.”

4. INSTITUTIONAL ANALYSIS

In general, the transport policy in China has focused on technological and economical development. Modernization and development of transport systems have been the priorities and been regarded by the stakeholders of transport sector as one of the driving forces for national economical booming. We will first tackle the development of the transport policies in relationship with gender issues and then analyse the influence of the international donors and lenders regarding to gender in this sector. At the end of this section, we will provide a description of the transport and gender problems and issues from the perspective of those operators and users surveyed.

4.1. TRANSPORT SECTOR POLICIES AND PRACTICES

After the reform in 1978, transport patterns have changed dramatically with transport means ranging from bicycles, motorcycles, private motor vehicles, trains, and ships to air travel. The latter has become commonplace yet it could not be dreamt of by ordinary people 30 years ago. However, during this economic development process, the classes had been emerged in the society and the gaps between rich and poor became wider. The wealthier seek technologically advanced transport means such as cars which increasingly become a status symbol, but the poorer still depend on traditional transport means such as bicycles, which are increasingly being blamed for causing traffic jams in big cities (UNDP China, 2002). However, stakeholders of the transport sector hope to use the modern transport means, expressways, bigger, and better roads to generate domestic growth and to prepare the Chinese industry for international competition (UNDP China, 2002, China Daily, 12/02/03). Recently, environmental issues have increasingly drawn attention of policy-makers in transport sector. However, social impacts of the economical and technological driven transport development have been insufficiently addressed, in fact, not even on the transport development agenda.

Under this context, the transport sector in China has not integrated gender considerations into its policies and interventions. There have been no data split by gender which can illustrate detail situations of women and men in transport sector, apart from the only gender disaggregated data indicating that women constitute 28.4% of total labour force of the formal employment in the sectors of transport, storage, post and telecommunications by 2000.³ The lack of gender considerations in transport sector policy is partly because that the national policy on gender has been lack of enforcement, and also because that the national gender policy adopts a women-targeted approach which channels gender issues to particular women focused institutions.

³ Source: China Statistical Yearbook, 2002.

First of all, although “equality between men and women” has been stated by top leaders of China as one of the basic national policy, it has not substantially enforced compare to other national policies, say, the national family planning policy, which is also referred to as “one child policy”. There have been neither effective mechanisms nor enough resources to carry on the national policy on equality between men and women. Although the State Council set up a National Committee on Women and Children (NWCWC) in 1992 within the State Council, it has been served as a coordinating group among more than 20 ministries and organizations. It is poorly staffed with only about ten full day posts at the central level. On the contrary, the State Committee on Family and Planning (SCFP) commissioned by the State Council to carry out the national family planning policy is a substantial national organization, staffed with hundreds of full-time positions at its central level. It has full authority and enough resources with branches at different administrative levels. On the other hand, unlike family planning policy, the national gender policy is not been fully implemented. With lack of enforcement, it is hard to carry out the national policy on gender into sectoral policies including transport sector policy where there seem no direct links with gender issues.

Secondly, the national statement of “equality between men and women” adopts a women-target approach instead of gender integration one, which means that organisations without direct mandates on gender issues will exclude any gender interventions. Thus, the transport sector, seen by the key policy makers and scholars as institutions with highly technological and economical nature, can easily escape the responsibility to implement the national gender policy. A good example is that the Ministry of Transport is not a member of the NWCWC, which has 39 members. Another case in point is that the national “Programme for Development of Chinese Women (2001-2010)” does not reflect gender issues in transport sector either.

At the micro level, decentralization has not brought about full participation of the poor, e.g. women in any transport decision-making processes. The widespread practice of self-governance in rural areas in China initiated in 1987 is an example. Although the competitive village election, which is the most significant political reform in China since the 1980s, opened opportunities for both men and women to participate in village governance, women are conspicuously absent in village governance and their participation in village management is much less than that of men. Data illustrated that by the end of 2001, there were over 700,000 village committees nationwide with 3.16 million committee members of whom women occupied 20 % (Fan Yu, 2003). Thus women’s interests or concerns have yet become issues for public debate and decision-making at the local level, which in turn has negative impacts on their influence on local planning on road construction. A study showed that although the Village Committee Organization Law issued in 1998 formally stipulated that the elected village committees had to consult the village representative assembly when there was a fundraising for rehabilitating road and other public infrastructures, women’s voices had seldom been heard on relevant issues due to the fact that key village committee members and main village representative assemblies were men.

However, studies also show that in reality women have played an important role in rural efforts of rehabilitating roads and other transport infrastructures although they have been ignored in transport planning at the macro level. A field study in Hunan, a province in south China, showed that an elected young female village head named Zhang Meihua proposed to rehabilitate the village road as her first deed for villagers, and she led the villagers to raise fund for road rehabilitation, in which she took the initiative of donating most of her household asset for public use. At the initial stage, she faced discrimination as a female village leader by some villagers and the doubts were cast on her capability to fulfill such a task, which had traditionally been ascribed to male leaders. However, due to her unselfishness and perseverance, she won trust and esteem of the villagers at last, and successfully collected funds from both villagers and some departments of local government to build the road. In the meantime, most of female villagers participated in road rehabilitation since many male labours have been migrated out of the village for better-paid jobs.

4.2. INFLUENCES FROM INTERNATIONAL AGENCIES

Donor and lending agencies such as the Asian Development Bank and World Bank remained silent regarding gender issues in their transport programmes in China except indirectly in the rural access roads for poverty alleviation. Women greatly benefited from these rural roads, gaining access to markets as well as using roadsides of some main streets as their markets.

CIDA has been unique in its initiatives of integrating gender equality as a crosscutting theme in its programming in transport sector in China. From CIDA's perspective, women and men have different priorities and preferences in relation to technology, and make different uses of (and have different access to and control over) infrastructure services based on their socially ascribed roles, responsibilities, privileges, and ownership over assets and financial resources. By recognizing these differences, programs and projects will be able to provide appropriate and accessible infrastructure services that meet the water, energy, transport, communications and information needs of both women and men.

To translate these gender considerations in infrastructure into reality, CIDA has also sited examples of results as described in section 3.2.2 earlier. In practice, all of the first three CIDA transport projects: Comprehensive Transport Management Training Project, Transport System Training Project, and Civil Aviation Transport Training Project implemented in the 1990s had gender components and thus introduced the concept and awareness to the transport organisations in China. Through lessons learnt, the second wave of CIDA transport projects, i.e. Intermodal Transport Services to the Interior Provinces and Western Road Development projects have in their designs consolidated the gender equality concept by not only using quotas but also workshops for deeper gender equality understandings and practices.

4.3. PERCEPTIONS FROM THE TRANSPORT OPERATORS AND USERS

In this section, we will describe the transport and gender problems and issues from the perspective of operators and users. Since there has been no research on the perceptions of the transport operators and users, we have to rely on the results of the questionnaire and interviews even though they were very limited.

First, almost all the interviewees and responders admitted that women had an important role in transportation. However, when asked why women have an important role, their answers were varied. Most male interviewees and responders to the questionnaire saw women as caregivers and mothers so that they have important roles in the safety of transportation. As one male interviewee, a government official, said:

“It is certain that women have an important role in transportation. Women are mothers. They can educate their children from early age to obey laws and regulations in transportation. Women are wives. They are taking care of family and husband. The harmony of the family with women’s great care for husbands and children can help to reduce transport tragedies.....”

Another was that women play an important role in transportation since they occupied half of the population as an important labor force. Almost 60 % of the interviewees and responders to the questionnaire agreed that “if any transport project is expected to be successful, women’s participation is indispensable.” Men and women made up roughly 50% each of the responses that supported women’s participation. The three top leaders we interviewed agreed that women’s role in transportation was very important since women were a valuable labor force.

Men and women turned out to have very different ideas on what the gender issues in transportation are. More men than women (6:1) agreed with the following statement: “in China men and women are already equal, so we have no gender issues”. The head of an institute thought that there had been almost no gender issues in transportation since transportation had to do with technological issues. However, he qualified his reply as follows:

“If we have to find a gender issue in transportation.....the prominent issue might be that there are more men than women working in this sector, since many enterprises or factories in transportation are still depending on men’s heavy manual labor. If you ask women to do the same, it is not suitable for them.....”

However, many responders and interviewees, many of whom were female, thought that there were indeed gender issues in China. More women than men (17:9) in our research stated that women

were still facing many disadvantages compared to men in China. It is worth mentioning that gender sensitivity was not something that only women had although data showed that more women than men were sensitive to gender issues. One male interviewee, the director of a department in the Ministry of Communication, said:

“Women’s development is still limited in China. Take women’s participation in politics for example. There is no woman in the state’s central leadership, said the committee of politburo. However, look at the Hong Kong special administrative area, there are many eminent women who hold leadership positions. Look at other countries in the world.....The percentage of Chinese women with leadership roles is small. Unless there is a particular percentage for women, women will not have the opportunity.....”

As for the relationship between gender and transport, more women than men in our survey felt that it was relevant. Regarding the statement “there is little relation between transportation and gender”, more women than men (7:6) disagree with it, and more men than women (8:6) agree with it. However, it seemed that very few of the interviewees and responders had reflected on what the gender issues in transport sector are. Asked to consider the question further, they raised issues that they faced personally, not ones that covered the transport sector as a whole. Only a few interviewees, female officers in their mid careers in the transport ministry, touched upon general issues and provided comprehensive answers. We categorize the gender issues they mentioned as follows:

- ❖ **Lack of people-centered transport policy planning in which women’s concerns can be integrated:** the current policies and regulations are too focused on the technical side instead of the social side such as people’s participation in transport planning, people’s auditing on the transport projects or programs. That makes women’s participation difficult and their concerns are highly unlikely to be on the transportation development agenda;
- ❖ **Limited opportunity for women’s employment in transport:** there is limited employment opportunity for women in the transport sector because of traditional discrimination against women in recruitment. A study on the advertisement for recruitment in the 1990s showed that 36.5% of the advertisements of public transport in Zhejiang province stated that they would only consider male candidates, while only 8.4 of them stated that they would only consider women candidates. The gender gap for women’s opportunity was -28.1% (Xu Min et, 2003).
- ❖ **Few women with decision-making power, in research or consultancy:** There are very few women cadres in the transport sector; very few women have high professional status in this sector;
- ❖ **Lack of gender sensitive policy or facilities for female staff in the transport sector.** For example, there are no facilities for breast feeding or baby care centers for working mothers. Before the reform, many enterprises and working units in the transport sector had such

kinds of facilities, which provided convenience for women and their families. Now most of these facilities have been removed and gone private.

5. PROJECT DESIGN AND IMPLEMENTATION

The following documents were reviewed:

- Project Inception Report
- Selected Project Quarterly Progress Reports and Annual reports
- Selected Annual Project Performance Reports
- Selected Monitor reports
- Selected JPSC minutes
- Review of Infrastructure Services Projects Addressing Gender Integration, a study prepared by Barbara McCann, of McCann Consulting, for the WID & GE Division, April 1997.

Interview results regarding project design and implementation are incorporated here. The summary of interviews in Canada is attached in Appendix D.

5.1. PROJECT DESIGN

In accordance with CIDA's policy of 1992 on "Women in Development (WID)", the project was designed in 1993 with a crosscutting theme of gender equality. CIDA's policy stressed the full participation of women as decision-makers in the development, implementation, monitoring, and evaluation of all CIDA-supported programs and activities.

During the project design phase, an analysis of the situation of women in China and in the transport sector was conducted and integrated into the inception report. Sex-disaggregated information was sought on labour participation in the Chinese partner organizations and related bodies. There were consultations with other donors concerning WID issues in their China programs. Inception report stated a goal of 25% of all trainees within the Ministry of Communication (MOC) and 30% of all trainees within the State Planning Commission (SPC) and its agencies being female. These percentages were not set as a minimum number for female participation but as a target. The inception report also indicated that MOC and SPC drew attention to the difficulty they would have in meeting these goals consistently when the ratio of women at the senior and technical levels was relatively low. There was no indication on how the percentages were arrived especially in view of the statistics on the percentages of women staff quoted in the SPC and its agencies were much lower than these targets. The objective of guaranteeing a certain number of female participants was to provide more opportunities for women to be promoted in the management within this sector.

The Inception Mission conducted by the Canadian Executing Agent involved two women, which was 50% of the team. They were in the project positions of the Curriculum Development Specialist, and the Human Resources Development Training Specialist, respectively. Furthermore the task of

incorporating women in development was specified in their term of references. The Chinese team during the design mission was led by a MOFTEC woman and participated by a few other women, mainly as translators.

Interviews with donor project officer, project monitor and project manager confirmed the above information.

5.2. PROJECT IMPLEMENTATION

The organization and management of this project is *closely* tied with the donor agent directly, through the Monitor, and under the Joint Project Steering Committee (JPSC). Thus, the donor's strong policy in "women in development" and "gender equality" prevailed through the project duration.

All project reports, including project quarterly progress reports, annual report, monitor's report and donor's internal Annual Project Performance Reports devoted a section on gender monitoring including the targets in number of female participants, number of female training months and respective percentages. Efforts to reach the goal were made, including selecting less qualified candidates to the long-term training in Canada and addition of In-Canada training seats for women when the selection of candidates fell short of the target. In the limited one-year In-Canada training for the future Chinese trainers, MOC had 4 out of 9 being female (44%) who in the later stage of the Project became trainers. Special achievements of women participants were also cited by the Monitor. However, SDPC (formerly SPC) had struggled in reaching the target since the target was unrealistic given that the percentage of female in SDPC workforce in the transport sector was about 20% and also after China's decentralization in the second part of 1990, there was less control over the selection of participants from the provinces.

There were indications of various women's participation in management of the Project such as:

- (i) MOFTEC's representative at JPSC
- (ii) CIDA Post Development Officer responsible for transport sector (1995-99)
- (iii) Relatively high presence of women participation at JPSC meetings
- (iv) Project Manager
- (v) Human Resources Development Training Specialist (in Beijing 1993-95)
- (vi) One of the three workplacement supervisor
- (vii) Chinese Project Coordinator from ICT
- (viii) A number of project staff within SPC and its agencies, and MOC and its research institutions.

Interview results supported the implementation and monitoring of the quota and the difficulties

mentioned above in achieving the target. Several interviewees mentioned the unrealistic targets set at the design phase, e.g.:

“The fact that trainees for SDPC activities were basically selected by the provinces, where the concept of gender equality is not as advanced, did not help. In any case, the original target for SDPC, which was more than 10% higher than the % of women at the management level, was not realistic.”

The Monitor conducted tracer studies of a number of women trainees to provide a further understanding of the effects of training on the progress of women trainees, and gender equality in general. These interviews were carried out by the in-China gender specialist. For details, please refer to Appendix E.

6. GENDER DIFFERENCES IN OUTCOMES

The original expected impact/long-term results were improved transport management, planning and operational practices. The project in general was regarded as successful in reaching its goals. Participants benefited from the training provided in China by the Canadian trainers and further learnt the policies, management and technical aspects in Canadian contexts in Canada. They are now in senior position and applying their up-to-date skills in transport policy, planning and management in a market economy perspective. Managers have initiated organizational reforms. The gender equality component of the project was monitored regularly internally by the CEA and also by the Project Monitor. The Project achieved an overall 23% in women participation with 260 women amongst a total of about 1120 persons trained.

Follow-up studies were conducted by the Project Monitor with several female participants and recorded additional benefits were achieved by their exposures to Canadian culture and society beyond management and technical knowledge. The Monitor sited:

“For example, now they pay more attention to environmental protection. And they have also changed the ways of raising their child, treating her/him more equally and giving her/him more freedom to do her/his own thing. They have also obtained new professional and technical knowledge and skills, which have enriched their own knowledge and skills. They are able to make connections of what they have learnt with the situation in China and to look at matters from both the macro and micro perspectives. The new knowledge and enhanced and new skills learnt in Canada have enabled them to take on new tasks with greater confidence and have achieved good results. Besides, their English has improved and they are not afraid to speak it anymore. To sum up, this exposure has offered them more opportunities in their own fields and helped them gain self-esteem and confidence in themselves... She said that the trip to Canada has enabled her to know herself better. Comparing with the other 17 members in her group, she felt that she lacked the professional knowledge and skills needed in her job. She thought that she had a clearer idea of what her goal was and how to improve herself and develop her ability.”

There was also a study done by Barbara McCann in 1997, namely *Review of Infrastructure Services Projects Addressing Gender Integration, a study prepared by Barbara McCann, of McCann Consulting, for the WID & GE Division, April 1997*. Regarding CTMTP, the following was said:

“It has been noted that upon returning to China, women who trained in Canada have received opportunities for advancement and in some cases are entering the private sector where their newly acquired skills are in great demand.”

Contributions of gender equality to overall development result as stated in the final project performance report for women trainees were:

- (a) utilizing new skills and knowledge in their institutions: majority are key specialists, some promoted to head of department, most well-positioned for professional and managerial advancement;
- (b) promoting changes in organizations and applying and enhancing their new knowledge and experience including their English language and environmental awareness;
- (c) gained more self-confidence; some enrolled in MBA, of own time and expense, some developed private initiatives (consulting, environmental NGOs, etc)

The primary data collected from the donor, project monitor, project personnel, and participants (trainees) were consistent and can be summarised in the following table under meso and micro levels. The outcome of such type of project cannot reach the macro level in a few years.

Table 2: Summary of Gender Differences in Outcomes (survey/interviews)

	Meso	Micro
<p>Opportunity & Security</p> <p>Opportunity:</p> <p>1. Access to training</p> <p>2. Access to career development /promotion</p> <p>Security: Job security (Laid-off, unemployment, and retirement)</p>	<p>Operational level:</p> <p>Evidence of adopting gender quota in other new projects and in access to training.</p> <p>Gender inequality continues in employment and income in transport sector;</p> <p>Lack of job security (Laid-off, unemployment, and early retirement) in transport sector (see section 4.3 above)</p>	<p>Individual level:</p> <p>Access to training in the project due to gender quota;</p> <p>Some job promotion and career development due to increased knowledge and skills from project participation; prejudices still exist.</p> <p>Some gained increased job security due to increased knowledge and skills gained through the training provided by the project. Concerns expressed of general lack of job security in the system.</p>
<p>Capability & Empowerment: Expertise and self-confidence (information, knowledge, and skills)</p>	<p>Less female professionals in this sector but no knowledge gap in absorbing information and developing skills when opportunities are provided. Departments/sections have also benefited from the female participants.</p>	<p>Evidence in female participants benefiting more than the male in self confidence, English language and western business culture, administrative skills and technical knowledge and personal growth.</p> <p>Female trainees seemed to participate more actively in training workshops.</p>

The following texts elaborate the outcomes with some of the sources for supporting the above results:

Micro level

Opportunity:

With regards to opportunity and security, the questionnaire survey and the interviews show a positive result in general. First, the quota of the CTMP for females' participation has provided more opportunities for most of the females we interviewed and benefit from the training workshops. Some of the female beneficiaries said:

“If there had been no quota, I would not have the opportunity to go abroad to study”.

“If there had been no requirement for particular percentage of female participation, I would not have been sent abroad as a junior staff. I would probably be one of the last to get the opportunity of going abroad to attend workshops in my working unit.”

“I doubt whether I could be included in the name list of going aboard to study if there had not been a quota for women, since I was near my retirement”

“As you know, who will have opportunity to attend the training workshop will largely depend on our chief's or director's decision. Sometimes the director has to consider many factors such as the sustainability of the work, the status of the personnel, and etc., in order to keep balance of the social relations in our department. I am sure I would not be prioritized as a candidate to attend training workshop in Canada if there had been no specific quota for female participants.”

Secondly, female participants have exhibited good performance in the project activities. In the investigation, we have found that almost all the female participants had participated actively in the activities of the workshops. Some female participants even felt that they had participated more actively than their male classmates.

“I should say that I participated actively in workshop activities than most of my male classmates. I think there were several factors. One was that our trainer, a very confident female Canadian, had created an encouraging environment for females' participation. Another factor may be that I have better English level than most of male participants did. So I can response our trainer's question in time, while other participants had to wait for translation in understanding. So I always react to our trainers actively.....Sometimes other students might think that I had asked stupid questions. But I was not shame of doing

so. I was glad to bring out a question for debate. I thought I was obliged to response to trainer's questions quickly just to avoid awkward silence in the workshop, while other participants most of whom were males were afraid of making mistakes so they seemed more silent than us two female students.....”

This was echoed by one of the trainers interviewed: “There is a positive feeling about gender participation in the project. They were higher achievers and benefited more than male trainees. They benefited more in self-confidence, western business relationships and practices in addition to the technical areas. Women participants were also better in analytical areas. Although initially reserved, they quickly led the discussions and demonstrated high motivation.”

However, men have still dominated top level decision-making of the project. More men than women occupied the high level management of the project. There were 8 men and 7 women participated in the project management at higher level, but there were 2 men and 4 women in mid level management, which means that women were still concentrated at lower level of decision-making than men. The result also shows that more men than women have participated in the identification (the ratio between men and women was 5:4) and design of activities (the ratio between men and women was 6:5) for the project. Some female interviewees expressed their disappointment for their situations. One female interviewee's statement had showed this disappointment and had also revealed institutional factors that contributed to women's lower level involvement:

“I think women should have had a greater role in decision-making in the project. As you know, all the leadership of the project management should based on our previous leadership, in which women usually situated in lower positions. For example, our Chief or Director would be the main leaders of the project. There was no female Chief or Director in our department, or if there was a female as a vice director, she would be mainly in charge of office work instead of professional or vocational work, so the project management will not fall into her areas. Then the section chief will take responsibility of lower level management. I am the vice section chief, so I participated in management..... So the management will base on previous leadership. I don't believe that women's role will change in a day in one project..... ”

As for the consultancy or research of the project, there was a wider gap among male and female participants. The female to male ratio in the main responsibilities of the research or consultancy for the project was 2:6, but ratio of female and male as assistants to research and consultancy was 3:1. Apparently women's involvement in research and consultancy in the project was still at the lower level of the academic hierarchy compared to their male counterparts, which again echoes the existing gender gap in research areas in the transport sector. Although there has been no national

gender disaggregated data of personnel in the transport sector, some available data show a big gender gap in academies in transport sector. Take the number of Fellows with high professional status in the Institute of Comprehensive Transport of SDPC for instance. There are totally 24 Fellows with high professional status, of whom only 4 are women.

Thirdly, the result of the interviews with the employers of the trained staff shows that their departments/sections have also benefited from the female participants. The Chiefs/Directors in both the SDPC and the MOC expressed that the female participants have exhibited a good performance in their departments/sections/institutes with what they had learnt from the study tour and training workshop. For example, Ms. Wang Hongying and Shen Xiangyun, now working in the World Engineering Consultative Company in China, has made great contribution to the monitoring and assessment of the major infrastructural projects for the company with what they've learned from training workshops. Another case indicated that Ms. Liu Xiaoqing and had helped to develop a data base of transport and geography for her institute, and the data base has been served as a baseline for national planning on transport. It is also worth to mention that Ms. Su Jianmei, now working in the Guangdong Development and Planning Committee, had played an important role in provincial transport planning with her knowledge and expertise she gained from the training workshop.

In short, almost all the female participants very much endorsed the quota for women's participation, since the quota system has ensured their access to project activities. Both women participants and their managers or their organizations have benefited from the expertise they gained from the project activities directly or indirectly. However, men still dominated top level of decision-making in the project management, consultancy, and research, and most of the women's active participation was still constrained within their roles as project beneficiaries, which means more efforts are needed to combat with the existing gendered institutional barriers.

Security

In our investigation, women's achievements in expertise and their contribution to their working organizations have ensured their job securities in general. Some of the participants have been promoted to higher position and some of them changed their jobs to better-conditioned ones. 9 women and 7 men said that they had got promotion based on their good performance particularly their expertise gained from their participation in the training workshops.

However, most of them felt that there seemed no radical difference in job promotion because the previous personnel promotion system had change little. One female interviewee said:

“As you know, one have to wait for promotion according to one's working years, one's qualifications and one's records of services.....It is rare in our department to break a rule to promote somebody even if she/he is more competent than others.....Finally I got

promoted into the post of the sector chief. I don't think it is because I had attended the training workshop but for my long services.....”

Although the number shows that more women in our investigation had been promoted than their male counterparts did, we cannot make conclusion that more women than men who had participated into the workshop have been promoted, since our samples are too small to analyze. However, our interview results showed that women were still facing discrimination in job promotion and the career development.

First, women are still facing glass ceiling in promotion. As one of the interviewees expressed, the prejudices against female staff still exist in her institution:

“The Manager seems to trust men more than women. When there is a promotion, male candidates will always be the first to be considered. People particularly leaders in our institute tend to think that men are more capable than women and men are more suitable in transport section.....You can see this trend in the leadership of our institute.....There are five directors and four vice directors. The last vice director is a women who is in charge of administration and logistics, but not in the main professional or engineering areas.....”

Secondly, earlier retirement of the civil servants became a threat to women's job security. This is particular so among women staff in government ministries where a personnel reform and reconstruction was carried on or would be initiated with aims to reduce staff numbers. In our investigation, women particularly those in their late 40s and early 50s showed worries about their job securities since by law, they would retire earlier than men. We interviewed an 56 year-old retired female government officer, who had been a former participant of the training workshop held at Canada in 1999 by the project. She was a returned staff after her retirement when we interviewed her. She still showed uneasiness when talked about her earlier retirement:

“As you know, the government has been reducing its staffs since the reform, particularly these years. When our department announced the name list of the retirement and my name was included, I could not control myself but burst into tears and cried loudly in front of my colleagues. I suddenly felt collapsing.....You can see that I am in good health, and I feel I am in the prime of my life. I have been working hard and have been appraised as one of the excellent civil servants for three years in our department. It's really hard for me to accept the reality that I had to retired earlier than men, especially I am even in better spirit than most of my male colleagues of my age.”

Like the woman we interviewed, women in government agencies had to retire five years earlier than

men according to the National Civil Servant Regulation issued in 1993. In 1990, the ACWF had successfully promoted the Ministry of Personnel to publicize a regulation to suggest that female civil servants who were in middle status of the bureaucracy or with women high professional status can retire at the same age with men. However, this stipulation has not been integrated into the publicized regulation of the Ministry of Personnel and the implementation of this stipulation has been totally depended on the good will of local or departmental officials. There has no strong enforcement to implement the articles of equal retirement ages. Furthermore, during the reform and re-structuring of the government agencies, the implementation is even worse since the agencies tend to advise women to retired in order to vacuum the posts for the younger generation.

On the whole, the expertise which women gained through participation in the project training workshop has contributed to their job security and promotion to some extent. However, the quota for women in training is not enough. Institutional barriers like policy on retirement and the negative attitudes toward women still hinder their job security and development.

Capability and Empowerment

On the whole, women participants built their capacities and raised their self-confidence through their participation the training workshop. Our investigation shows that women have received great achievement in many aspects ranging from their career development, their personal lives to their participation in decision making.

First, women and men have benefited from the training equally in gaining information and expertise. From our investigations, we found that the female participants have equipped themselves with information and knowledge to the same extent as their male partners. Among the interviewees and questionnaire responders, there is same number of women and men who were satisfied with their achievements in gaining knowledge and expertise in training. Most of the females showed positive attitudes since they have gaining the same information and techniques that have made them as competence as their male counterparts.

One female interviewee said: “I don’t see any difference between me and my male classmates in gaining knowledge and information in the training workshop. I think we benefit equally.”

This has also been confirmed by the response of a male interviewee, who is also a representative of the study team:

“Our female class mates studies very hard and I don’t think they are any inferior to us in gaining information and knowledge.”

Secondly, more female interviewees and questionnaire responders than their male counterparts consider that their self-confidence had been raised through their participation in the training. Among 34 persons we investigated, more women than men prioritized explicitly the building of their self-confidence as the main achievements along with other achievements such as gaining information and knowledge. On the contrary, almost all male responders and interviewees prioritise information and knowledge gained from the workshop as the first achievements. If, we may say, female and male participants have little gender difference in gaining knowledge and expertise through participation in the project activities, they do have difference in self-confidence building through participation in the training workshops convened by the project.

“The most important achievement for me is the strengthening of self-confidence apart from knowledge and technology learnt. I felt that my confidence has been raised since I came back from the workshop in Canada. Before I lacked confidence. I was junior and held a lower educational background than most of our male colleagues. However, it was at the workshop in Canada that I started to feel confident about myself, since then I have mastered some information skills and techniques for my work in our institute. I used this skill to sustain the website for our institute. I also used the skill leaned from Canada to help to build transport and geographical database which have been served as a baseline data for national planning on transportation.”

Thirdly, many female participants of the training, as well as their male counterparts, thought that they had expanded their horizons and had opened their eyes to new perspectives in both careers and personal life. Several women and one man expressed that they were very impressive of the Canadian transport planning and management in which people’s participation and environmental protection have been addressed. For example, two of the interviewees mentioned that in the northern Canada, the planning for a road had taken many social issues, like the convenience and safety of the young and the old citizens into consideration. The plan had designed facilities that different groups of citizen can easily access to. They also designed under river for fish to come and spawn, and the underground for wild animals during seasonal migration.

This is also reflected by the Project Monitor:

“An unexpected result in the gender area was the awareness reached on the Canadian side of gender issues and perspective in China and the lessons learned by Chinese women from becoming aware of the Canadian women's role at work, in their families and in society in general. These proved to be incentives for many Chinese women trainees to attempt to overcome perceived barriers in their lives.”

Fourthly, women and men’s participation has also influence their personal life in some extent. One

female interviewee felt that the female trainer in the workshop impressed her:

“I still have a deep impression of my female trainer. She was very confident and was always encouraging female participants to have their voice in the workshop activities. And whenever I feel less confident, I will always thinking of her.....”

Another female interviewee felt that Canadian men were very polite to women and made them feel respected. One male responder said that he learned to respect and to value women’s contribution through the study tour and the workshop.

Lastly, women’s participation in decision-making has been enhanced by setting specific quota for women’s participation. Given institutional barriers such as policy on retirement and negative attitudes on women in transport sector, the project has done its best to enhance women’s participation in decision-making within the existing context.

Many of the trained women have entering the decision-making positions and are applying the management knowledge and skills they learned from the workshop to sections or divisions of their current departments of institutes.

Some of the participants, particular women participants learnt to advocate for women’s interests in their working places. For example, several female and one male responders of our interview or questionnaire survey said that they were quite sensitive of gender issues in daily work, and advocated these issues actively. Take the example of a young and promising female official we interviewed in the Ministry of Communication. She is very active in implementing the female quotas for women in the project she was in charge. In order to raise the sensitivity and awareness of her colleagues, most whom were males, she was proposing a “Gender and Transport” workshop in her system when we met her for the second time.

Meso and Macro Level

The quota for women’s participation as project beneficiaries had some impacts on the meso level for the transport sector programmes. For example, the container project, which the Institute of Comprehensive Transport is currently implementing, requires particular percentage of women at the workshop by extending the successful experiences of the CTMTP. They replicate this system to other training projects with more strict percentage on female participants. If there have been no female candidate nominated, the quota cannot be used by other male candidates. Instead, the seats will still keep for women until they are nominated.

However, there seem little influence on macro level with regard to development of gender sensitive transport policies and measurements. We examine the following aspects:

Attitudes

Although the quota had been successfully improved women's participation in the project activities, and was adored by most of interviewees and responders, there are still debates on the replication of this system. Some interviewees and responders hold the view that there is no need to set up quota for women's participation. As one of the male director said:

“I think we should choose candidates based on person's capability instead of sex.....Since the women occupied a minimal percentage in the transport sector, particularly at local level, where the work depends heavily on manual labor, it is very hard to reach the quota for female candidates.....And also because that the opportunity of going abroad are rare for local staff, many local directors, most of whom are males, have limited opportunity of going aboard. If you give the opportunity to particular percentage of females, it will cause tension between the women and their section chiefs.....”

However, some other interviewees and responders admit that quota is very useful, but afraid that quota may result in prejudices against women. As well, some women were anxious about that the quota might cause prejudices against them, since the quota tend to be viewed as the “special care for women”, which meant that they were inferior to their male counterpart with regards to capabilities.

We also find that the attitudes toward quota depended largely on the people's awareness on gender issues. In the questionnaire surveys, there are differences among women and men concerning gender issues in their response to opinion quests. For example, more women than men (16: 9) disagree with the saying that “In China men and women are already equal, so we have no gender issues”, however, more men than women (6:1) agree with the saying, which means that women are more sensitive to gender issues because of their unprivileged social status to men. In another question as to “there is little relation between transportation and gender”, more women than men (7:6) disagree with it, however, more men than women (8:6) agree with it.

Gender Sensitive Policy

One female interviewee even reflected on China' transport planning and policy using the perspective she gained from the workshop, which was quite critical:

“I felt that current transport planning has not provided enough opportunity for people's participation, and the process of setting up new infrastructure services is not transparent. But during my visit to Canada, I saw that they have mechanisms to make possible for different groups of people to come to the office to raise their concerns freely in the development of public services including road construction. And the implementing the construction will invite public bidding was very transparent”.

Although some of female participants feel a need to integrate social concerns including gender concerns into transport sector policy/measurement development, their voices are weak and they have little access to influence policy-making at top level due to the bureaucratic hierarchy in which they are mostly situated at low end.

However, we were also glad to find that most of the interviewees and responders of the questionnaires agree that there was a need to analysis the impacts of transport policy on women and men respectively, since the transport policy may cause different impacts on women and men. Only 2 men and 1 woman disagree with gender impacts assessment on transport policy, 2 women said that they are not clear, 13 men and 13 women agree with the opinion, which means that there is a good base to further develop gender sensitive policies and measurements.

7. CONCLUSIONS AND LESSONS LEARNED

The project was successful in implementing its gender participation quota under the strong guidance of the donor agency, CIDA. Female participants benefited from gaining knowledge and developing skills for personal growth. There is also evidence from the micro to meso levels that similar quotas are being adopted in other projects and training programs by transport agencies in China. However, the Chinese society in general requires more proactive actions to counter the traditional attitudes and mainstream gender. The following lessons could be applied in future programs:

1. It is important to set realistic targets. Furthermore, numbers alone do not give a comprehensive indication on how successful a project was in gender terms, and it is good to monitor the gender impact in qualitative terms as well through such means as interviews,.
2. Female participants should be used as a control group at the design of the project with a systematic mechanism to trace their progress in their profession as well as their personal development. Their stories should then be shared to gain the awareness building of gender equality.
3. Actions from the higher level would help create role models that encourage females to venture into non-traditional professions.
4. The effect of quotas towards gender equality is limited. Workshops for both genders, especially for high officials, are needed to change attitudes to bring about further progress.

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APPENDIX A: Survey Responders and Interviewees Background

1. Education Background

		B.Sc	MA	Ph.D.
Female	18	10	6	3
Male	17	10	5	1
Total	35	20	11	4

2. Work Units

	SDPC	MOC	ICT	RIOH/IWT	IICC	Provincial
Female	2	3	3	4	3	2
Male	2	1	5	4		6
Total	4	4	8	8	3	8

3. Position Levels

	High Ranks	Professionals	Officials	Managers
Female		5	9	4
Male	3	9	6	2
Total	3	14	15	6

APPENDIX B: CIDA's Policy on Gender Equality

CIDA's Policy on Gender Equality

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This document is available at CIDA's Internet site, at following address:

<http://www.acdi-cida.gc.ca>

APPENDIX C: China Gender Equity Strategy

Based on the previous CDPF, CIDA had developed China Gender Equity Strategy (1995), which specified GE policies and strategies for all CIDA's program or projects in China. The table of contents is listed below:

China Gender Equity Strategy (May 1995) By Linda Hershkovitz, Ph.D.

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CIDA, 1995, China Gender Equity Strategy.

APPENDIX D: Summary of Interviews and Surveys in Canada

1. What was the gender intervention goal in CTMTP? Was it met and how?

During the project Inception Mission, agreements were reached to aim for the selection of 25% women trainees with MOC and 30% with SDPC and its Agencies. Both the MOC and the SDPC and its Agencies have recognized these goals but have drawn attention to the difficulty they expected to have in meeting them. The ratio of women at senior levels is relatively low, especially at the management and technical level. The Statistical Yearbook of China 1993 indicated that 23.4 percent of all staff in transportation activities are women and that in all State owned enterprises women comprise 24.5 percent. At the management level, the percentage is much lower. The women participation from the beginning to the end of CTMTP recorded an overall women participation of 22.4% by number and 23.7% by training months. Even if the % target was not fully achieved, the project has been successful in enhancing the condition of a number of women in SDPC and MOC and in making SDPC and MOC management better aware of gender equality issues.

The overall achievement was 22.4% of women trainees (almost 24% training-months). While the target was achieved at MOC (23.6% by number and 25.3% by training-months), it was not possible to reach the 30% for SDPC (only 21.6% by number and 22.5% by training-months), in spite of positive discrimination measures (i.e., adding women with lower qualifications to groups to increase their chances for promotion). The fact that trainees for SDPC activities were basically selected by the provinces, where the concept of gender equality is not as advanced, did not help. In any case, the original target for SDPC, which was more than 10% higher than the % of women at the management level, was not realistic. No specific target was set for the few additional SETC activities. SETC's achievements were 18.1% of women by number and 27.2% by training-months, which is good given the level of women representation in intermodal transport.

An unexpected result in the gender area was the awareness reached on the Canadian side of gender issues and perspective in China and the lessons learned by Chinese women from becoming aware of the Canadian women's role at work, in their families and in society in general. These proved to be incentives for many Chinese women trainees to attempt to overcome perceived barriers in their lives.

The Monitor conducted tracer studies of a number of women trainees to provide a further understanding of the effects of training on the progress of women trainees, and gender equality in general. These interviews were carried out by the in-China gender specialist.

A quota is a good practice. To change the deep-rooted attitude of the society, more has to be done in

reverse gender discrimination such as the practice in North America on positive discrimination in hiring and encouraging women into non-traditional professions.

There is a positive feeling about gender participation in the project. They were higher achievers and benefited more than male trainees. They benefited more in self-confidence, western business relationships and practices in addition to the technical areas. Women participants were also better in analytical areas. Although initially reserved, they quickly led the discussions and demonstrated high motivation.

A quota was sometime difficult to achieve by the Chinese counterpart after decentralization took place when the Central government has lesser say in provincial selections. It was more consistent in meeting the target at the beginning of the project with our Canadian HRD manager located in Beijing and perhaps more female candidates for selection.

Female participants benefited in the long term professionally and personally with technical knowledge, administrative/organizational skills, English language and personal growth. It is hard to measure whether it assisted them in promotions since the selected women were already excelled at work and in line for promotion.

2. What is your opinion on gender in transport sector?

As indicated above, women do not represent a high percentage of personnel in the transport sector in China. As it is likely that this would change as more women access more traditionally "male" professions, it is important to raise gender awareness among all working in transport. Awareness is the first step towards addressing any issues and good work collaboration between genders.

Gender consideration should be done appropriately, for instance rural road design could take into consideration of road-side markets in its width.

In comparison with the western world, there is higher percentage of women entering science and engineering fields in China. Female students are more successful in entering universities due to higher grade-averages of the national examinations at that age when they graduate from high schools. In the workforce, women tend to take the traditional jobs, however higher percentages are in non-traditional positions than those in the Western world especially in the coastal area. In the technical areas, there are less female than male workers and thus there are fewer female managers in the technical fields.

There is definitely a difference between the coastal and interior regions in China. The recent development in the coastal areas increased the involvement of women in senior positions across the

society, even though not to the extent of equal participation in the Transport Sector. There are female leaders in the Transport Sector such as the Minister of Communication and the second in charge at SINOTRANS, however this is not the case in the poorer interior provinces. In certain sub-sectors of transport such as aviation and freight forwarding, there are more female employees. For instance, there were more female employees in the Shanghai branch of COSCO than male. Of course, there were more male workers in trucking and road construction. At the corporate management level, there were at least one or two female managers in a company, often the chief accountants.

China is a large country and there are culture and tradition differences from regions to regions. Depending the life styles of the region, transport can benefit women in the rural districts economically with access and communication with outsiders.

3. What are the lessons learnt from this Project on the gender issue?

It is important to set realistic targets as obviously unrealistic targets are hard to meet and a successful project can be rated as unsatisfactory if measured against unrealistic targets. Also numbers alone do not give a comprehensive indication as of how successful a project was in gender terms. That is why it is good to monitor the gender impact in qualitative terms as well, interview participants and identify learning in gender terms. Qualitative feedback is likely to offer invaluable lessons learnt on the gender issue.

Need to be modest in our approach in WID and should not overdo it especially not outdo what is practiced here in the West. We can lose credibility.

It is not reasonable to ask developing countries to jump to a higher quota of gender participation in the transport sector while the western world has traditionally and continues to have a small number of women professionals in this field. Gender equality can be and should be reached on an overall scale over decades.

Female participants should be used as a control group at the design of the project with a systematic mechanism to trace their progress in their profession as well as their personal development.

Role models are most helpful in encouraging females to venture into non-traditional professions. Pro-active actions from the higher level would work well in gaining the gender equality.

Quota has its limited effect in the short term towards gender equality. Practical training workshops for both genders, especially for the senior officials, are needed to change attitudes for more profound results in the society.

APPENDIX 5: Sample Interviews on Gender Tracer Study 1999

I interviewed Ms Chen Wei, Deputy Manager, China Ocean Shipping (group) Company and Ms Gu Longsha, Director of Division, China International Engineering Consulting Corp. Dept. of Planning and Research on May 23, 1999. Both of them thought that the in-Canada training program from June 1- 28, 1996 is an excellent experience to them. After being exposed to Canada culture and society, they felt that their scope of knowledge has expanded and that they have acquired new ways of looking at things in the world as well as at themselves. For example, now they pay more attention to environmental protection. And they have also changed the ways of raising their child, treating her/him more equally and giving her/him more freedom to do her/his own thing. They have also obtained new professional and technical knowledge and skills, that have enriched their own knowledge and skills. They are able to make connections of what they have learnt with the situation in China and to look at matters from both the macro and micro perspectives. The new knowledge and enhanced and new skills learnt in Canada have enabled them to take on new tasks with greater confidence and have achieved good results. Besides, their English has improved and they are not afraid to speak it anymore. To sum up, this exposure has offered them more opportunities in their own fields and helped them gain self-esteem and confidence in themselves.

Ms Chen, who is in her early thirties, said that the trip to Canada has enabled her to know herself better. Comparing with the other 17 members in her group, she felt that she lacked the professional knowledge and skills needed in her job. She thought that she had a clearer idea of what her goal was and how to improve herself and develop her ability. In the summer of 1998, she entered a program to upgrade her English, paying over 10,000 yuan out of her own pocket, with her husband's support. Last January she took the exam for the MBA program for graduate students at Beijing Teachers' Normal University and was accepted, which means that she will do the studies in her already crowded spare time, adding more pressure on to herself. During the time when she was preparing for the exam, she slept very little and worked very hard. To make sure that she would be able to pass the exam, she took a short nap after work every day and studied either from 10 pm to 2 am or from 2 to 6 am and had no weekends. She felt that there is no difficulties she cannot overcome once she has made up her mind and that women are not inferior to men.

She thinks that there is much sexual discrimination against women in China and that she wants to prove that women are as good as men in terms of everything. Recently she has established Cyber Concepts Limited/ The Institute of Management Consultants of China with four other people, three women and two men, foreigners and Chinese. The objective is to promote the Consulting industry in China. Of course, she has to find time to do it. Yet she finds great satisfaction in whatever she does.

Ms Gu Longsha is a senior director, who has been to many countries, yet she has found this trip especially useful, though she was not too happy about her involvement in the Senior Management Training Course group. She became a member of the group not because of her expertise and qualifications, but because she is a woman to help make up the 30% quota. She enjoyed all the courses and found them very useful. What she learnt in Canada has helped her to expand her scope of work and to examine and evaluate economic plans in a broader context. With the knowledge acquired, she is often asked to assess some of the large-scale projects in China.

Apart from the courses she attended regularly, she also visited many museums and parks, taking different means of transportation so as to know more about the Canadian transportation system. She also tried to make use of the time she was there to have more contact with the people to learn more about what they do to protect the environment. In 1997 she and three other women decided to set up the Institute of Human Ecology, in hopes that they will publicize the idea of environmental protection and get more people involved in this work. They raised their own funding and in Nov. 1997 these four women sponsored China Environmental Forum in Beijing with over 200 participants, about half foreigners. They also have a newsletter to spread the information. So far they have put out three newsletters.

