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ABOUT THE EVALUATION

Evaluation year: 2004

Conducted by: Self-evaluation by partners and communities facilitated by NAV staff and an external team including Irene Norlund, Thu Nhung Mlo Duon Du and Ngo Huu Toan

Country: Vietnam

Region: Southeast Asia

Theme/DAC sector: 430.40 : Rural Development

SUMMARY OF THE EVALUATION

Title of Evaluation Report:

NAV Evaluation Report - The Integrated Rural Development Program 1994 - 2004
Thua Thien Hue Province.

Background:

The NAV supported IRDP was operated in 5 districts of TT Hue province from 1994 to 2004. It targeted vulnerable people focussing on the poor, ethnic minorities, women and children. The overall goal of the programme was poverty alleviation and the purpose/aim of the programme was to strengthen and empower local communities and increase their capacity on community-based development. The programme was supporting capacity building closely linked to implementing projects on food security, water and sanitation, education and emergency preparedness. Participatory approach was applied to involve local people in the whole process of their community development. Gender sensitivity, environmental protection, sustainability and HIV/AIDS were cross cutting issues of the programme.

Boards of Management (BOM), Self-Help Groups (SHG) and Interest Groups (IG) were established for the implementation and management of the projects.

The cooperation with district and province authorities and support services were also promoted in order to involve them in participatory approaches in community development and strengthen them to provide better services for local people in the longer run.

Purpose/ Objective:

- Document results of NAVs long term commitment – draw some lessons learned and try to measure impact.
- Assess to what extent the programme had contributed to reach the intended beneficiaries.
- Assess the strategies applied by the programme vis-a-vis the main partners: BOM, SHG, IG.
- Assess the effectiveness of the programme methods applied in the communities: participatory approaches, integrated approaches, self-help groups, bottom-up approaches
- Assess the impact of the programme in relation to the main objective.
- Assess the sustainability of the programme in the project areas.
- Identify opportunities and constraints in achieving successful impact of the IRD programme in TT-Hue.
- Create opportunities for reflection and learning.

Methodology:

- Assessment of documents and reports from NAV, collection of data.
- A participatory assessment of 17 stakeholder communities in the present 17 target communes carried out by the NAV staff. The stakeholder groups were divided into women and men, and also include non-beneficiaries.
- A self-assessment of the BOMs facilitated by NAV staff.
- The assessment team, as a last step, visited the project area and met partners and stakeholders at various levels from the village to the province level.

Key Findings:

NAV started to work in the province in a strategic moment in the mid-1990s and has been able to push the changes when there was much need for economic support and new approaches. The impact of the NAV programme was much higher than one could have expected.

1. Reach the target

NAV has reached the target groups better than many projects. NAV focused more clearly at the poor than most other programmes.

2. Participation and decentralisation*Board of management – BOM*

From 1994 to 1997 BoM was set up at district level, then it was decentralised to the commune level.

Self-help groups (SHG) and Interest groups took over the implementation and management of activities around 1999 to promote self-reliance and equal participation between men and women for the sustainability of project after phasing out. Most people at various levels supported the idea of participatory working approaches and will continue to use this type of approaches in the future.

The province and district government have learned from the participatory methods applied by NAV and want to integrate it in government programmes as well.

3. Sustainability

BOMs and SHG will probably not continue without further support from other sources, but the learning and capacity building is long-lasting.

4. Impact**Food Security and income generating activities**

The findings from the self assessment, BOMs' evaluation, evaluation team and NAV's statistical data show that poverty has been reduced drastically in the last 10 years. Hunger almost eradicated. Not all is due to NAV's program, but it is reasonable to say that NAV has contributed, especially in the early period where few other programmes were implemented. Credit was not very successful taken into account the repayment rate in the ethnic communities. In Kinh communities the funds were in general repaid. The credit has nevertheless given the ethnic communities an important input of capital – but it can be questioned whether it was to the benefit of the poorest.

Capacity building:

Provincial, district, commune and community level agreed that the capacity building had been essential for the results. Capacity building is difficult to assess. The team concluded that the integrated activities both vertically and horizontally had contributed to the implementation and made the various activities fairly sustainable.

Water and sanitation:

In all communes water has been made available, latrines and bathrooms installed and the health situation had improved.

Education:

Very uniform reaction that education level had increased: nursery schools are established in all communes.

Gender:

Women were a strong focus all throughout the program, but changed to more gender related activities – including both men and women.

Ethnic minority

All beneficiaries in A Luoi were ethnic people. 50 percent in Nam Dong and very few in PHQ are ethnic minority groups. The project strategies were increasingly sensitive from late 1990s – the communal houses is one result. Different strategies were needed to work with many ethnic communities. NAV has been fairly successful to achieve results, but there were also failures.

Recommendations:

- NAV should focus on areas that will not otherwise be financed, either specific issues like maintaining the identity of ethnic groups in spite of the integration into the larger socio-economic environment. Language teaching in both ethnic and Kinh languages is an important area, which is included as one of the goals in the CPRGS, but not promoted much in the districts.
- HIV/AIDS activities seem to be an important area to continue; It can be promoted both as awareness raising in all geographical areas, and it can be developed as special programmes for areas with considerable HIV/AIDS problems.
- Gender policies and strategies have to be renewed and improved.
- Some of the government activities are not carried out in practice because of lack of funds – but this type of issues should be discussed with province and district, and other organisations as well.
- Knowledge of activities of other organisations and government programmes in the locality is important in order to avoid overlapping, and to bring synergy to various activities. Many organisations work on poverty reduction, public administration – the question is to identify where NAV can contribute something special.

NAV evaluation report

The Integrated Rural Development Programme 1994-2004

Thua Thien-Hue Province

Final draft

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Abbreviations

ADB	Asian Development Bank
BOM	Board of Management
CAE	Centre for Action Education
CEMMA	Council for Ethnic Minorities and Mountainous Areas, recently changed name to CEM
CPRGS	Comprehensive Poverty Reduction and Growth Strategy
Danida	Danish International Development Agency
DARD	Department of Agriculture and Rural Development
DPI	Department of Planning and Investment (district level)
FA	Farmer's Association
Finnida	Finish International Development Agency
GAD	Gender and Development
GAD	Gender and development
IG	Interest groups
INGO	International NGO
IRDP	Integrated Rural Development
NAV	Nordic Assistance to Vietnam
NCC	Northern Central Coast Region
NORAD	Norwegian International Development Agency
PO	Project Officers (at NAV)
PRA	Participatory Rural Appraisals
PRSP	Poverty Reduction Strategy Paper
SALT	Sloping Agriculture Land Technique
SHG	Self-help groups
Sida	Swedish International Development Agency
TOT	Training of trainers
TT-Hue	Thua Thien-Hue
WID	Women and Development
WID	Women in development
WU	Women's Union

1. Executive summary

The overall conclusion from the evaluation team review of the IRDP in TT-Hue province 1994-2004 is very positive. In almost all aspects of the programme the team has been able to assess, the impact has been considerable and higher than could be expected by a relatively small programme. It is, of course, difficult exactly to state how much is due to NAV's programme and how much is due to other factors, because the development in the target areas and the province in general has also seen many improvements. However, one of the strengths to sustain the statement of the team is that many other programmes did not start until after NAV had operated for a number of years. Moreover, NAV has been instrumental to establish administrative structures of the programme that have been widely accepted as a method for other projects and programmes as well also within the government.

1.1 Reach out for the target beneficiaries poor, women and ethnic minorities

The programme has clearly focussed on poor areas, poor communes, poor villages and poor people and marginalised groups. Some of the activities have not only focussed on the poor, but a whole community where not all are equally poor and some are better off, but it has to some extent been part of the strategy in order to make the programmes generally accepted. Secondly, it was a wish from the ethnic areas to do it that way, which have to be respected from the outset. There might also be individual households in difficulties that have not been targeted directly, as the communities carried out the selection process since the end of the 1990s. But the communities have in general selected the households with most difficulties to take part in general. It has not been encountered by the team during the field visits that households were deliberately excluded from the NAV activities in the target areas – as it often the case for poor households which wants to borrow money in the banks, because it may fall back on the whole community if poor families cannot repay their debt.

The programme has also focussed on women, including single women, and participation of women has increased at community level. Ethnic minorities have also been targeted through focus on the ethnic dominated areas, but usually including the whole community with a little less targeted selection process at community level.

Women and ethnic minorities are special target groups because they are considered more marginalised, and not so surprisingly, it has been more difficult to reach these groups, particularly the poorest among them. Relatively seen they have probably been as much empowered as other stakeholders, because of the special concern for them. It must be considered an achievement by itself.

1.2 Strategy by the programme

The strategies to establish structures that could secure participatory methods have in general been very successful. At first the Board of Management (BOM) was established at district level and capacity building focussed at provincial and district level of administrators and mass organisations. From around 1997, the BOM was decentralised to commune level with participation from the direct stakeholders, and from around 2000, most activities were carried out by the new self-help groups (SHG) or interest groups (IG) at village level in the lowland and in parts of Nam Dong. The SHG were, however, never established in A Luoi, the main ethnic area, and the BOM implemented here the projects. This has to some extent limited the participatory approach, but it was a decision taken by the BOM. The communities are much smaller than in the lowland, and they were considered to consist of only poor members. The change of project structure over time is a major achievement by the programme, and as a very important factor, the local government and administration supported it.

Concrete activities in the fields of food security (agriculture and off-farm activities), water and sanitation, health, education and credit programmes were carried out on one hand. On the other hand training and capacity building took place to ensure knowledge to carry out the activities. Training has taken place at all levels and local trainers were trained among the BOM members, mass organisations and extension networks. Even if a number of agricultural activities were less successful, the combination of training and concrete activities seems to render better benefit than either of the strategies alone.

A third strategy has been to ensure local contribution to activities, and in the last phases since 2000 the local contribution has been increased in order to ensure sustainability of the activities before phasing out. This has obviously caused some problems to fully follow this principle, because the poor and ethnic groups have not fully understood this principle and do not always have the capability to contribute their share.

1.3 Methods applied in the programme

The combination of participatory approaches and the integrated approaches with multiple activities at several levels have rendered positive impact on the results of the activities and in that way increased the impact. The SHG/IG have been instrumental to achieve participation from grassroots level which otherwise would not have been the case, as the BOM is still mainly a government organisation. The grassroots have in this way direct influence on a number of activities, but it should not be confused with the idea of a fundamentally bottom-up methods. The Vietnamese society is highly organised in interest groups through Women's Union, the Farmer's Union and many other organisations, and the main function of the SHG/IG is to handle projects with outside funding. Nevertheless, it is a new trend that people discuss activities related to their own priorities.

10.4 Impact of the various activities

The overall impression of the activities based both on the Stakeholder Assessment, the BOM Assessment, the information from the NAV staffs and the fields visits by the evaluation team point in the direction that they have all had considerable outcome, and together they have ensured the impact. The individual activities shall not be spelled out here (see Chapter 6). Among the weaker activities belong the credit schemes, to some extent emergency preparedness, and the team has not assessed teaching methodologies and HIV/AIDs programmes.

Genders approaches were introduced in the latter part of 1990s, but have probably not been as successful as the women activities themselves. The gender training might have opened a window for new understanding of roles and relations between men and women, but it is a long process to institution changes in these areas, which are highly culturally sensitive. The team have however the impression that women are participating on more equal foot than earlier, and the team have meet many women who have been empowered by participation in the project at village/hamlet level.

The ethnic issue is a difficult one to solve. No doubt NAV's programme has reached the ethnic groups and in the process many results have come out of the activities. However, there are also a number of less successful ones, like the sloping agriculture project (SALT), credit programme, husbandry raising which shows some of the difficulties. NAV staffs were becoming increasingly engaged in the ethnic issues after a study carried out in 1999. As the staffs are all Kinh and many have been changed since that time, renewed training might be useful, and there is a need for more knowledge about the ethnic groups' livelihood and culture.

NAV is to some extent caught between a mainstream thinking in Vietnam of how development should take place and how some of the ethnic groups would like to live. Activities in ethnic areas still need to be considered thoroughly in each case and accommodate the local knowledge and technology.

The capacity building at all levels have been one of the core activities of the NAV programme, and today it is assessed very positively by all stakeholders both primary and secondary. Activities without capacity building would have been less successful, even if it is hard to measure capacity itself.

10.5 Sustainability of the programme

The activities are for some part sustainable, particularly those who are combined with capacity building are long lasting. The infrastructure constructions seem to degrade or break down after some time, but there are fairly good systems to maintain them, either with the contribution from villagers or from the commune

or even the district. However, there are also systems that are breaking down of a larger scale and support from outside is necessary.

The structure of BOM, SHG and IG seems to some extent to be more solid than expected when they was established. Many of the stakeholders believe the structures will continue, perhaps with funding from other projects. The team is a little less optimistic on this point, because the groups seem dependent on projects and funding in most cases. However, the learning will to some extent remain and it is as important as the concrete activities.

An issues that is coming up all over, is the allowance for performing of various jobs in the BOM, extension service, water maintenance, etc. It is clearly more sustainable not to pay allowances, and allowance from NAV to the BOM members was abolished in 1997, without affecting the activities. However, most of the new projects, especially the large-scale one's, will usually pay people for the services, and this is a major and difficult challenge to NAV – and other NGOs. One of the great achievements by NAV has been that people have contributed to activities without payment because it seems that they have realised it is to their own benefit. Unfortunately, there is a new culture developing in Vietnam where government and donor organisations are supposed to pay allowances more widely than before.

10.6 Opportunities and constraints in achieving impact

NAV started to work in the province in a strategically right moment in the mid-1990s and has been able to push the changes when there was much need for economic support, new approaches, like participatory approaches and integrated approaches. The impact of the NAV programme has been much higher than could have been expected otherwise.

The close cooperation with government institutions helped the programme to be implemented at all the levels it has operated on.

NAV strategies and methodologies have been appropriate, accepted by the local governance and even taken over by the government and perhaps to some extent also by other NGOs.

Today the situation in the province has changed: There are many donors, and programmes carried out. Socio-economic conditions improved in general like roads construction and installation of electricity. NAV cannot take the honor of all the changes, but because it started to operate before most other programmes or shortage in the government sponsored programmes, it probably had a considerable influence in the early phase and to prepare capacity for applying later changes productively.

There might still be some poor communities which have not received support so far, as the NAV programme did not reach all areas and did not always rotate as much as predicted.

However, it is relatively more difficult to use the same methods today as when the programme started, and programmes should now to be outlined with more focus. New programmes might not need to be as diversified as the present one, because of increasing capacity at all levels. It could however still benefit from linking to the capacity building at higher level of other programmes.

NAV's IRDP is more an approach than a model, and that is a force of the programme. It is trying to be tailor-made to the various conditions, and could perhaps even be developed in respect of gender and ethnic understanding. It might at the same time contain a number of sub-models that can be utilized by other organizations and communities as "models". NAV should focus activities more on the poorest areas and people, keep an integrated approach, but with less differing activities. Increased targeting on focus groups should be possible because of other programs available.

One of the constraints for the IRDP is the limited land available for most farmers today. Some of the government programmes make the land issue even more acute like the reforestation program where farmers cannot access the forest. Other government policies, as the case of the establishment of the coffee plantation in Nham commune, depleted the land from the farmers, and causes difficulties for farmers. The government promises more land to the ethnic minorities, but it is not clear whether there is land available to provide them.

The present tendency of paying allowance for villagers for participating in donor financed programmes makes it increasingly difficult for the NGOs to operation on the basis of voluntary participation.

2. Introduction

The Nordic Assistance to Vietnam (NAV) has implemented a Integrated Rural Development Programme in Vietnam since 1994. Originally 3 Nordic NGOs supported the programme under the lead agency of the Norwegian Church Aid. In 1999 the Danchurch Aid pulled out, and the Swedish Diakonia plans to pull out at the end of 2004. NAV activities will continue with support of NCA, but the main part of the programmed the Integrated Rural Development Programme in 5 districts of Thua Thien-Hue province in Central Vietnam will continue under new forms. The board of NAV has initiated the present evaluation of the activities carried out in the province in order to be informed about the impact of the 11 years work in Vietnam. A second main aim is to accumulated knowledge and lessons learned in the passed years with emphasis on the situation at present in 2004 before the phasing out of the districts and handing over the activities to the

communal Board of Managements (BOM) and the village level activities carried out by Self Help Groups (SHG) and Interest Groups (IG). This learning should support the new activities in a new phase of cooperation, and also help in disseminating information to authorities and other organisations working in Vietnam and elsewhere.

The NAV programme has started several new activities in recent years, including a broader HIV/AIDS programme, football cooperation and a sculpture program. The evaluation will however only focus at the Integrated Rural Development Programme and other activities in 5 districts in Thua Thien-Hue province.

NAV was among the first international NGO starting activities in TT-Hue province in 1993, and the experiences from the programme in the province show a positive cooperation with the authorities at different levels. The activities in the communes and other levels of capacity building for poverty alleviation coincided with the increased interest in Vietnam for decentralisation, participatory planning and poverty alleviation. The international NGOs became step by step accepted as local partners. The process was not always easy and without complication, but it created important learning for all participants. Today the authorities are praising the cooperation with the INGOs, particularly with NAV.

The evaluation mission had the task to assess the project and its impact as much as possible (see Chapter 3 and TOR in Annex 1). The evaluation has been organised in several steps. Preparation of the evaluation together with the staffs in Hue in March 2004; the staffs carried out a participatory primary stakeholder evaluation in June in 17 communities; a self-evaluation facilitated by the NAV staffs by the Boards of Management was carried out in August in 17 communes. The team worked in TT-Hue from 27 August to 10 September paying visits to 4 out of the 5 districts and 8 communes of the NAV programme. The close cooperation with the NAV staffs has resulted in a broader based assessment than otherwise possible to carry out.

The team consisted of

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The team would like to express its gratitude to all the villagers who enthusiastically took part in discussions with the team during the evaluation, to all leaders in the Board of Management in the communes, the Women's and Farmers Association, Departments in the districts and in Hue and to the NAV staffs and

Residential Representative Liv Steinmoeggen for the cooperation and facilitation of the visit of the team. An special thank to those from the NAV staffs who spent time to visit all the 17 communes to facilitate the BOM and stakeholder evaluations. Mistakes are nevertheless to be borne as the responsibility of the evaluation team.

3. Evaluation objectives and methods

The steering committee of NAV decided in early 2004 that the Integrated Rural Development Programme should be evaluated before phasing out of the project as planned since the early 2000s. Contrary to the earlier review missions who have focussed at recommending changes in the programme and future activities, this evaluation should look more into activities carried out and the outcome and impact of the programme in TT-Hue province. NAV formulated in cooperation with the team leader the TOR, and a strategy was outlined for the implementation.

The main points in the TOR included the following issues:

- Assess to what extent the programme has contributed to reach the intended beneficiaries.
- Assess the strategies applied by the programme vis-à-vis the main partners like the BOMs, Self-Help Groups and Interest Groups.
- Assess the effectiveness of the programme methods applied in the communities: Participatory approaches, integrated approaches, self-help groups, bottom-up approaches
- Assess the impact of the programme in relation to the main activities: Food security, health, HIV/AIDS, water and sanitation, education, credit, emergency preparedness, and the cross-cutting issues of capacity building, gender and ethnic minorities. The assessment should be based on the survey carried out by the NAV staffs, sustained by the evaluation teams' impressions.
- Assess the sustainability of the programme in the project areas.
- Identify opportunities and constraints in achieving successful impact of the IRD programme in TT-Hue.
- Create opportunities for reflection and learning.

The programme has been running for almost 11 years, and developed step by step in sequences of two or three years. The reporting system has differed in the various phases and can only supply part of the information for the assessment. The evaluation strategy was decided to include 4 steps and methods:

1. Assessment of reports with emphasis on the last phases from 2000.
2. A participatory assessment of 17 stakeholder communities in the present 17 target communes carried out by the NAV staffs. The questions should focus on impact through discussions with stakeholder groups based on a limited number of qualitative questions. The stakeholder groups should be divided into women and men, and also include non-beneficiaries.

3. A self-assessment of the BOMs facilitated by the NAV staffs.
4. The assessment team would as a last step visit the project area and meet partners and stakeholders at various levels from the village to the province level.

No methods of evaluation is without shortcomings, and within a time frame set up by NAV, the mission could only visit a limited number of communes and organisations, and not all activities could be more than superficially assessed. The team believes, however, that through cross checking, analyses, and the various types of information, and based on the team comparative knowledge from other sites in Vietnam, that we can assess some core results and impact of the programme and present ideas and critical issues for learning in the organisation.

The conclusion of the team is overwhelmingly positive about the achievement and impact of the NAV IRDP in TT-Hue. Many factors have contributed to this result, but of course there are also failures and shortcomings. The learning is beneficial both though the positive and the more problematic experiences, and the report aims at telling the NAV story in its context which to some extent helps to understand the shortcomings. However, they are still found small compared to the achievements of the programme.

4. Objectives of the NAV project

4.1 Brief on the situation in Vietnam

The *doi moi* policy of renovation was initiated in the mid-1980s, and in the 1990s Vietnam experienced a positive situation of economic growth; a number of new laws were initiated, like the Land Law from 1993; new government programmes aiming at poverty reduction (Hunger Eradication and Poverty Reduction programme 133); administrative reforms and sedentisation of farmers cultivating the land with methods of swidden agriculture. Towards the end of the 1990s, international donors and lending agencies supported increasingly the government in the reform process. The number of international NGOs increased also in number and supported reforms at the grassroots level. The 5-year plan of the Communist Party from 2001 began to emphasise not only growth, but also poverty reduction. Furthermore the CPRGS (Comprehensive Poverty Reduction and Growth Strategy – the Vietnamese version of a PRSP-Poverty Reduction Strategy) was approved by the government in 2002 after several years of discussions with the international donors. It contained an increased targeting of poor groups and social goals to be reached in the coming years, mainly based on the UN Millennium goals. The targets should begin to be integrated in government plans by 2004.¹

¹ Irene Nørlund, Tran Ngoc Ca and Nguyen Dinh Tuyen, *Dealing with the Donors. The Politics of Vietnam's Comprehensive Poverty Reduction and Growth Strategy*, IDS, University of Helsinki, 2003.

4.2 Information about the project area

Thua Thien-Hue is a province in Central Vietnam consisting of 9 administrative units, 8 rural districts and the city district of Hue. The total number of communes, precincts and rural towns make up 150 units. In 2003 the population of the province consisted of 1,054,500 inhabitants. TT-Hue belongs to the one of the poorer regions in Vietnam. Out of the 7 regions in Vietnam, TT-Hue is situated in the North Central Coast (NCC) region with a per capita income of 174,000 dong in 1996 increasing to 212,000 dong in 1999 (country average in 1996: 227,000 dong and in 1999: 295,000 dong – respectively 23 percent and 28 percents lower than country average).² The recently published results from the 2002 survey state an average monthly income in the North Central Coast of 678,000 dong (country average 826,000 dong eg 18 percent lower in the NCC).³ The figures indicate that the country has experienced a substantial increase in growth from 1999 to 2002, and that the NCC region slowly is catching up with the general country level.

Because of Hue city is situated in the midst of TT-Hue province, the average living standard appears higher than in some of the neighbouring provinces, even if Hue is far from being a very strong economic centre. However, it has traditions in higher education and training, because of the considerable number of education institutions and universities in Hue, and in this way providing access to more developed human resources than many other places. Moreover, the province has experienced a long historical tradition of civilization with the capital and the court situated in Hue since 1802.

Thua Thien-Hue was damaged hard during the American War (1964-75) because of its strategic position near the demilitarized zone between the north and the south, and the fairly short distance to the Lao border. Infrastructure and forestry was destroyed and defoliated and ‘scares’ are still left in the province with Agent Orange victims and EXB – unexploited bombs. The ethnic groups in the mountainous areas of the province supported the National Liberation Front during the war and received support from the North, one of the reasons for good relations between the ethnic groups and the government and a long term impact of interaction between the ethnic groups and Kinh people. Some of the ethnic community decided to move across from Laos to Vietnam and settle in new areas to avoid the fire-line in the 1970s. Several of these communities are among the poor villages supported by NAV today in A Luoi.

In spite of being a fairly small province, TT-Hue is quite geographically diversified and the general income figures do not inform about this. The province is divided into a narrow stripe of lowland around Highway 1 and Hue near to coast, and the rest is mainly covered by hills and mountains with valleys mingled into the mountain areas. The districts bordering Laos were earlier very remote and difficult to access, but the construction of the Ho Chi Minh highway along the

² *Household Living Standard Survey 1999*, Ha Noi 2000, p. 15.

³ *Results of the Survey of Households Living Standards 2002*, Hanoi 2004, p. 63.

Lao border and roads from Hue to A Luoi and Nam Dong districts in recent years has created easier communication between the various districts. A Luoi embraces a plain where wet-rice can be cultivated along the river, and has a higher population than Nam Dong with only small valleys for wet-rice cultivation. Until recently these areas were sparsely populated by ethnic groups who subsisted on swidden agriculture in the upland hills (further information in Annexes 6-7).

In the province in general, the ethnic minorities constitute only a small percentage of around 4 percent of the total population, but they live in the highlands, mainly in Nam Dong and A Luoi. They are still facing many difficulties in their livelihoods, and for a large part living in near to subsistence economy with only little contact to the market. Other target areas consist of poor Kinh communities including fishing villages near the lagoon along the coastline of the South China Sea, and migrant communities from the Hue area which moved up in the middle highland in the 1970s, when the economic situation in the lowland area was facing massive economic problems.

The newest poverty line in Vietnam by MoLISA from 2003 sets the line for poverty in the remote areas to 960,000 dong income per year or 80,000 dong per capita per month. In Thua Thien-Hue, the average number of poor below the poverty line is estimated to 17 percent, according to MoLISA's criteria. In the poorest district, A Luoi district, 37 percent of the population are considered poor in 2003, and in the poorest communes the level is as high as 58 percent.⁴ Around 92 percent of the population consists of ethnic minorities.

Table 1. Population in five target districts, 2003

Phong Dien	104,613
Quang Dien	90,791
Huong Thuy	92,910
Nam Dong	22,107
A Luoi	38,287

Source: *Statistical Yearbook*, Hue, 2004.

4.3 Brief history of the NAV programme

The project preparation in TT-Hue started in 1993 in continuation of the refugee resettlement project NARV (Nordic Assistance to Repatriated Vietnamese), a mainly humanitarian based program to repatriate Vietnamese overseas refugees. It was requested from the government that a new project should be established in TT-Hue through PACCOM, The People's Aid Coordinating Committee. The first phase, 1994-96, could be considered a bridging phase from the old to the new

⁴ Statistical Yearbook from the district. These figures are probably MoLISA figures, which in general are low compared to the poverty assessments and the figures from the General Statistical Office. As MoLISA have information from lowest levels, it tell more about the actual situation that the more congregated figures. But MoLISA's figures are nevertheless contested in the literature on Vietnams poverty criteria, which cannot be dealt with in depths here.

development oriented project: A new organisation, NAV, was established and started as one of the first NGOs activities in TT-Hue in cooperation with the local authorities, first of all at province and district levels. The project staffs and the local partners at province and district level were trained and management structures took shape. The project was reviewed in early 1996, a number of weaknesses and inconsistencies were identified, and the recommendations were to a large extent integrated in the second phase, 1997-99.

One recommendation was to move the headquarters from Hanoi to Hue, which took place including the placement of the expatriate Director, and only a smaller office remained in Hanoi. In this 2nd phase NAV's found its own way of operating, and the activities were increasingly carried out by the Board of Management (BOM) now organised at commune level and NAV could increasingly play the role as facilitator and management organisation. The other important change was that many activities were taken over by locally established self-help groups (SHG) and Interest Groups (IG) at village or hamlet level. Basic infrastructure projects, agricultural initiatives, health and capacity building took place in this period at community level.

The third phase covered the period from 2000 to 2002. Danchurch Aid had phased out of the project at the end of 1999, and a new expatriate Director overlapped with the former one during 1999. The activities already initiated were followed up and institutionalised, the organisation reached a more mature stage, but the staffs at NAV changed as well in this period and continued capacity building was taken place. It was decided in 2000 that NAV would phase out of the whole project by end of 2004, the forth phase 2003-04, and in principle hand it over to local partners; but it was still an issue of discussion how it should be carried out. Diakonia has planned to leave the project by end of 2004, however, NCA decided later to continue activities in a new phase to build on the learning from the 11 years in the province and to identify new partners and activities.

The NAV IRDP in Thua Thien-Hue focused geographically in the years from 1997 at five districts in the province: A Luoi, Nam Dong, Phong Dien, Huong Thuy and Quang Dien. The numbers of target communes have declined slightly, and in 2004, in total 17 communes in the five districts are included in the project. In these communes 73 villages/hamlets constitute the main target areas. A Luoi and Nam Dong are highland provinces, mainly inhabited by ethnic minorities, whereas the three others are situated in the lowland – in daily use called PHQ - mainly inhabited by Kinh people. The ethnic group consists mainly of Ta Oi, Co Tu and Pa Coh, and the two districts A Luoi and Nam Dong have increasingly constituted the main target area of the project, because the ethnic groups belong to the most marginalised groups in the society together with women and children. However, the communes in Huong Thuy district and the other lowland district are also to find among the poorest communes in the province. Huong Thuy included two very remote villages, which still have no access to roads and electricity; one is now under resettlement because of the construction of the Ta Trach dam. In

Quang Dien the fishing villages are very prone to the floods in the area where they are situated near the coastline. And in Phong Dien the target communes consist of people who have migrated to the higher-level land further away from the coast for more than a decade ago.

4.4 Objectives since 2000

The third phase of the NAV programme, 2000-2002, continued on the basis established in the earlier years, and the staffs at NAV outlined a new strategy, based on consultation with the partners. At this point the main partners had become the BOM at commune level, and increasingly the Self Help Groups and Interest Groups, eg. organisations at village/hamlet level. However, there are still activities ongoing in capacity building at commune and district levels.

In the NAV programme it is not easy to separate the Mission, the Methods, the Strategies and the Objectives. We shall first look at the general objectives; the next chapter below the focus is devoted to strategies, which in principle are the means to achieve certain objectives, but it is not easy to separate the two from each other. The overall objective was from the beginning poverty alleviation – and the three main focus areas continued from the second to the beginning of the third phase: Organisational development, liberation of human resources and sustainable livelihoods. However, these goals are of such general nature that the main activities have to include the specific areas of intervention to understand some of the changes in the programme in the last two phases. They will nevertheless be included under “strategies”.

The Strategic plan for the 4th phase 2002-2004 states that the Vision for NAV is that people can live in a “democratic and just society, empowered to achieve their universal right to basic needs and quality of life”. The Mission is to *improve the living conditions of the poor; strengthening marginalised groups to take part in own development and to promote basic rights for poor and marginalised people*. The crosscutting issues include: participation, sustainability, HIV/AIDS, gender, environment and human rights. HIV/AIDS had gained higher priority than before, because NAV is also involved in a larger HIV/AIDS program outside the IRDP.

In the 4th phase, the overall development goals stressed more than earlier qualitative and participatory methods as objectives in themselves:

For the primary target group – marginalised rural population, ethnic groups, women and children and HIV infected and HIV risk groups the objective were:

“Local target communities and partners have gained experience and enhanced competence and capacity on community development. They are able to organise, mobilize resources, initiate, manage and monitor development activities in their own communities and structures, using participatory and democratic methods”

For the Secondary target group – including Departments and Sub-departments and Mass Organisations at Province, District and Commune levels the objectives included:

“The capacity and competence of GOV bodies, related agencies and associations is enhanced so that they are providing support for the development of local people in a just and democratic way. The support system is providing appropriate and timely technical support for local people based on people’s expressed needs.”⁵

4.5 Summary

In the formulations the objectives for the IRDP have changed from the social and economic rights in the 1990s and early 2000s towards more general human rights in the last phase. This is a trend that can be found in the objectives of many organisations today, and is partly due to a general conceptual change in development thinking and policy. It has, however, to be taken into consideration that the director and much of the staffs were changed and it might add to new formats and formulations.

In spite of the changes, the overall goals did not change so much, and poverty alleviation was still the long term objective, based on participatory methods and with a focus to obtain empowerment and better quality of life.

5. Project strategies and adjustment of the project strategies

This chapter looks more detailed at the objectives/strategies of the NAV programme from the very beginning as it creates some imbalances only to focus at the last phase.

5.1 First phase 1994-96

The first phase of the NAV project was based at a Framework Strategic Plan (1994-96) which was yet formulated without too deep knowledge about the area and built much on general policies, visions and intentions of the supporting organisations. The overall objectives was

“Contribute to identify and combat root causes of persistent poverty and unequal access to resources within the community”

The specific focuses – strategies - included:

⁵ *Strategic plan 2003-04*, February 2003.

- Contribute to human resource development, particularly contributing to education and training among vulnerable groups, such as ethnic groups, women and children.
- Form self-help groups at the commune level to ensure the participation of vulnerable groups in the organisation and decision making at the development projects.
- Facilitate viable income-generating activities for vulnerable groups and promote the just distribution of resources within the communities.
- Raise awareness in the Nordic countries about Vietnam and the situation of vulnerable groups through advocacy work and development education.⁶

The objective of poverty reduction through these focus or strategies would be considered quite optimistic to achieve in 1994 when the governance structure in Vietnam was to a large extent build on initiatives taken at higher levels and implemented downwards in the administrative and political structures.

5.2 Second phase 1997-99

In the second phase 1997-99, the strategies were organised differently and more in accordance with the actual activities and some of the recommendation from the Review Report in 1996. The main focus was considered to be the improvement of poor rural people in Hue province. The specific objectives followed by strategies included:

1. *Organisational development*: including capacity building of NAV staffs; capacity building of the NAV partners; training in participatory methods; training in gender equity in partner organisations; and beginning of phase out preparations.
2. *Liberation of Human Resources*: Promote preventive health through awareness raising, training and access to health care; prevent spread of HIV/AIDS; access to clean water; improve pre-school, primary and informal education; participation of both women and men.
3. *Management of Natural Resources and Sustainable Livelihoods*: Improve food security through diversified agriculture and according to nutritional value; increase productivity through credit schemes and micro-enterprise-income generation; promote equal use and control over resources among

⁶ NAV, *Review of the NAV Programme*, January 1996, p. 14. The original document is not available.

women and men; promote self-reliance through environmentally sound methods and appropriate technologies.⁷

The strategy for second phase was a more coherent program followed up by aim, activities and indicators for each activity. The program still had some the character of the first phase pointed out in the Review Report 1996 to be too broadly formulated and too little coherence in its activities: a large number of activities in a widespread wide-spread geographical area. It followed at the same time the recommendations from the 1996 Review to ensure the programme was not a welfare program without self-contribution, but a development programme, based on participation, awareness raising and contribution from the stakeholders, which should lead to sustainability; moreover this phase increased focus on poor and women, particularly gender.

The second strategy plan showed that NAV now had gained considerable experience in the project area and knowledge about the country in general and the possibilities for operation in the province. Cross-cutting issues, called policy directions and methodologies in the plan, did to a large extent constitute the strategies. The target groups were pointed out to be the commune and the individuals/households and techniques were developed to make sure the poorest were reached. Secondly, participatory methods were used, but not uncritically. PRAs had for instance mainly been used for needs assessments. Participatory methods were still recommended to be used for project planning, implementation, monitoring and reporting, however, new methods needed also to be developed besides in order to have “more effective, less time-consuming, more focussed and reliable methods”.⁸

Sustainability was a third strategy which should lead to self-sufficiency and preparation for NAV to phase out in the future. It included the role of BOMs as the main partner. BOM members should no longer receive an allowance as before; secondly, training and awareness raising and capacity building of women and beneficiaries should take place to ensure more active part in the BOMs’ work. Local contribution from the community and stakeholders should be increased to 10-30 percent. Training constituted a fourth strategy, it should continue, but more critically and with review of former training methods and contents. Finally, the role of the NAV staffs is part of the strategies. It is emphasised that the staffs shall not be operational but take the roles as coordinators, advisors, supervisors, monitor, facilitators, etc. It was moreover recommended that advocacy should be included into the work of the staffs.

To sum up, the strategy plan 1997-99 was a document reflecting much experience and knowledge from the concrete work, and recommendations tailor-made for the programme and programme area. It contained self-critical issues and relevant

⁷NAV, *Strategic plan for Nordic Assistance to Vietnam*, Second Phase 1997-1999, November 1996, pp. 22-28.

⁸ Ibid. P. 14.

suggestions for new tasks, like new methodologies of reporting and monitoring, which never fully have been followed up in practice, like development of monitoring and training assessment.

5.3 Third phase 2000-2002

The strategy plan for the third phase 2000-2002 included 8 headings – some crosscutting and some sector specific:

- Sustainability: a. participation and b. self-management
- Gender
- Ethnic minorities
- Health
- HIV/AIDS
- Education
- Credit and micro-enterprises
- Food security

In each of the 8 areas a strategy was outlined based on rationale of the area, the focus of activities, and the sub-strategy which at each point included 4-10 recommendations. New issues included increased training for BOMs, SHGs and IG (interest groups), including financial management; scaling down of the BOM's role as project implementers and strengthen the role of beneficiaries in the BOMs.

In respect of *gender*, it was realised that it was not a hot issue at village level. But some achievements had been seen for instance with now a higher percentage of women being members in BOM's, from 30 to 50 percent, and an increased number of activities designed and managed by women. The approaches in NAV had changed from WID, eg women focussed activities and emphasis on equality and support to ease the task of women (credit, kindergarden/nursery schools) to GAD, gender and development in the second phase. This was followed up in the third phase with increased weight on both women and men in all activities (GAD). The strategy included influence on all NAV partners to include gender issues, and at the same time to develop a gender network in NAV and training and development of gender issues in NAV's staffs. A gender checklist was elaborated and a Gender plan was planned to be developed in 2000, as well as a gender database.

Ethnic minorities were for the first time included as a specific area of concern and not only as a target group. A culture study has been carried out in 1999 by the ethnographer Nguyen Van Chinh together with the NAV staffs.⁹ It was a breakthrough in a better understanding of ethnic people among the NAV staffs, which all consists of Kinh people.

⁹ The study resulted in a field report by Nguyen Van Chinh. NAV; Field Research in Ethnic Groups of Ta-Oi, Pacoh and Ka-Tu: Some Implications for Practical Activities, Hanoi July 1999

For the first time ethnic issues were directly noticed in a NAV strategy report, and that there was a difference in the approach to ethnic groups between the NAV concept and the government approach to the development of ethnic minorities. Generally speaking, the government – and the general perception in Vietnam - is that ethnic groups to some extent are backwards and lack education, and the “development” of their livelihoods should take place through taking over of the Kinh type of economic organisation of agricultures and lifestyles; settle down with permanent cultivation (sedentarisation), and modernise agricultural production. NAV had worked participatory with the ethnic minorities, which had found accept by the authorities after some years, but no-one had tried to approach the ethnic groups based on cultural understanding. In this respect the staffs was also constraint by being Kinh themselves.

The new ethnic focus included a more culturally sensitive approach to the sedentarisation of the three main minority groups, include both formal and informal structures of the local communities in the projects. NAV should support cultural traditions facilitating the development process, but retaining a neutral view to issues where NAV has no expertise. Support use of indigenous language in schools and base teaching at a bilingual model. NAV should deliver more efforts to support ethnic groups to restore pride and identity. Land ownership should remain a key factor in the sedentisation policy; NAV should influence partners to a more sensitive approach to ethnic groups and also train staffs in language.

In the *health* area, the strategy included small-scale health research in relation to ethnic cultures; awareness raising and preventive care; improve capacity of local health staffs, especially mid-wives in the highlands and equal gender representation in every step of project cycle.

The *HIV/AIDS* strategy focussed at training courses for target groups, pilot projects for youth and in general to integrate the topic in all activities.

The *education* strategy included reduction of support to government standard teaching and to prioritise more innovative teaching methods; to promote new topics like environmental education and inclusive education; and continue cooperation with Department of Education in the highlands about bilingual teaching model and bottom up approaches.

In respect of the *credit schemes* the activities from earlier phase should be expanded and strengthened, and it aimed at capacity building and training in respect of management of credits. The repayment rate should be increased, quality of the groups enhanced, and gender concerns should be considered. Micro-enterprises should be promoted, first of all by increasing the capacity of the NAV staffs; secondly to encourage traditional handicraft occupations; help with development plans and marketing of products.

Food security was one of the old core area of operation for the project, and in this phase the strategy aimed at improved knowledge to make interventions; promotion of water and soil conservation especially in upland areas, and reduced utilisation of chemical fertilisers/pesticides. Support participatory land use planning; stimulate participatory and gender-sensitive methods by farmers; enhance capacity building of extension workers, group members and government extension workers.

In the *Annual Plans* 2000 and 2001, 8 areas were identified within sectoral issue including:

- Food security
- Health
- Education
- Credit
- Micro-enterprises
- Environmental protection
- Emergency preparedness
- Organisational development
- HIV/AIDs was added in 2001

It was obvious that NAV followed the activities in each of the three major geographical project areas closely, and the plans were outlined for each of the regions individually – A Luoi, Nam Dong, and the third region was the specific few target communes in the three districts Phong Dien, Quang Dien and Huong Thuy, the so-called PHQ area. ‘Emergency preparedness’ was included after the serious flood in the province in 1999, and HIV/AIDs began to be an increasing problem in districts like A Luoi when the Ho Chi Minh highway was constructed, which made the HIV/AIDs information activities more urgent.

5.4 Fourth phase 2002-04

As mentioned above in Chapter 4 the main objectives for this period included *improve the living conditions of the poor; strengthening marginalised groups to take part in own development and to promote basic rights for poor and marginalised people.*

The focus areas were again limited, now to 2 focuses, yet still a number of sub-issues were included:

- HIV/AIDs
- IDRP – divided into sub-themes including: water and sanitation; food security; education; emergency preparedness; capacity building

Some of the former issues were cut off the main activities like health, micro-enterprises, and to some extent credit.

In the fourth phase a new important dimension had to be included – the phasing out of the activities in the IRDP target areas. The strategy includes as a first step increased emphasis on capacity building and scaling down of material support; second step to terminate material support; and a final step to stop support of activities, but still maintenance of a NAV fund which can fund local initiatives.

The *strategic plan 2003-04* outlined detailed objectives and results for Primary Target Groups in the five sub-objectives: water and sanitation; food security; education; emergency preparedness; and capacity building. This is followed by the targets for the Secondary Target Groups. These are the leading themes for this evaluation mission.

Objective and results for Primary Target Group (PTG)

Objective 1, **Water and sanitation**: Target communities have increased access to clean water, water for food production and sanitation facilities, and their awareness and practice on hygiene and sanitation is improved.

Result 1.1: The number of people having access to fresh water in the target communities has increased.

Result 1.2: Target communities are using latrines and applying hygienic practices in their daily life.

Result 1.3: The frequency of water born diseases and other health related illnesses have decreased.

Result 1.4: Some farmers have increased food production due to improved access to water for agricultural use.

Objective 2, **Food Security**: Target communities have increased their income sources and are less vulnerable to natural disasters and price fluctuations due to a more diversified production, improved cultivation techniques and enhanced knowledge on markets.

Result 2.1: Villagers are applying advanced farming techniques, improved breeds and seeds.

Result 2.2: Villagers have basic knowledge on marketing mechanisms and plan and initiate marketing of own products accordingly.

Result 2.3: Alternative income sources are established and running in some communes.

Result 2.4: Local institutions and village groups are strengthened and running the credit scheme in a sustainable way.

Objective 3, **Education**: Marginalized groups, like ethnic minorities, women, disabled and poor children have improved their living standard and quality of life due to increased access to education through diversified and improved education methods and improved facilities.

Result 3.1: Action education is actively used as a method providing marginalized groups with useful knowledge and life skills.

Result 3.2: Bilingual teaching material is finalized and used up to grade 3.

Result 3.3: Disabled have access to kindergartens and schools in target communities.

Result 3.4: The knowledge and skills of kindergarten teachers is improved in some communes.

Result 3.5: Poor children in target areas have access to education.

Objective 4, **Emergency Preparedness**: Target communities are better prepared and less vulnerable to natural disasters.

Result 4.1: Target communities are coping better when natural disasters strike.

Objective 5, **Capacity building**: Target communities are empowered and self-reliant and are initiating, organizing and managing development projects in their own villages after NAV has phased out.

Result 5.1: Villagers are independently conducting every step of the project cycle.

Result 5.2: Villagers are actively approaching potential donors and/or authorities to get support for community development works.

Result 5.3: Women and men are equally participating in community development activities.

Objective and results for Secondary Target Group (STG)

Objective 1: Local governments and related agencies in target areas are gender sensitive and practicing grassroots participation as an efficient and useful method in development work and good governance.

Result 1.1: Local authorities are continuing organizing meetings with the communities, and to a greater extent listening and including local people's ideas and perspectives into plans and documents.

Result 1.2: Women are participating on equal terms with men.

Objective 2: NAV partners and local support services have developed and enhanced competence and capacity on rural development and organisational development and are better equipped to efficiently support development of local communities.

Result 2.1: The existing support services are providing efficient and timely technical support to local communities.

Result 2.2: Development activities in target communities are more based on people's expressed needs and ideas.

Summery

The project strategies shows a tendency first to be outlined and consolidated, then the activities were consolidated in and since 2000 some activities were more concrete and related to the problems in the target areas like, gender, ethnic groups and HIV/AIDS (2001), and at the same time first steps were initiated to phasing out of activities by reducing the number of activities. The phasing out limitation was more of formulation and only smaller limitation of issues.

In the strategies the targets are at times very optimistic about the results that can be obtained, and perhaps too optimistic. They are in general led by optimism and enthusiasm. They are moreover formulated in qualitative terms which makes it possible to assess in general, but also in a qualitative way.

5.5 The program management structure at local level: The role of Board of Management (BOM)

One of the achievements of the NAV program was the establishment of the Board of Management (BOM) which was a new institution appearing in Vietnam in the mid-1990s. The BOM was established in the first phase of the project and consisted ideally of representatives from the beneficiaries, the district, commune People's Committee and mass organization, mainly Women Union.¹⁰ But in reality the BOM was in the beginning operating at *district level*, and the district planning department was the main partner of NAV together with the mass organisations at district level.¹¹ The origin of the BOM is not fully clear: The review from January 1996 sees it as an invention specifically in relation to the NAV project, whereas the strategic plan later the same year tells that it is an “interesting experience in the partnership between NGOs in Vietnam – including NAV”. Interviews by the team come to differing results that the various levels like the district and the commune today both find that they invented the BOM structure, but it is also mentioned that NAV asked about it to be organized at commune level, which might be the initiative to “move it down”. The district PC seems to be the one which at least took the concrete decision to establish the BOM at commune level, but that might be only the formal decision.

Already in the first NAV plan it was recommended to establish BOMs as support structures.¹² During 1997, BOMs were in reality set up at commune level in most of the communes, but a few were set up as early as 1994-96 according to the BOM evaluation. In 1998-99, the activities were beginning to be transferred to the newly established self-help groups (SHG) at community level.¹³ In fact it must be said to be a core achievement by NAV and its partners. It was a new institutional creation, which could both satisfy the INGOs and the government. Of course the BOM is not a “civil society”, as some INGOs may wish, but it is neither a fully governmental organisation as the direct stakeholders have their representatives in the BOM. It is a hybrid very much according to the possibilities available within the Vietnamese political system, which in many respects opened up during the 1990s. The Grassroots Democracy Decree (decree 29) was passed in 1998 which gave more possibilities for the community to be informed, and give their voice in some decisions related to their community. It is said in the accompanying slogan

¹⁰ NAV, Strategic plan for Nordic Assistance to Vietnam, Second Phase, p. 7.

¹¹ Interviews during the present mission.

¹² NAV, Report on NAV Review, February 1999, p. 9

¹³ Annual Report 1997 and 1998.

originating from Ho Chi Minh “People know, people decide, people discuss, people control”.¹⁴

In 1999 20 BOMs were set up in 20 communes, and a few were phased out for various reasons. In some cases they seemed not to be cooperative. Each BOM consisted in average of 5-10 members of whom 2-5 were beneficiaries the rest government officials or mass organization representatives. The number of beneficiaries increased over time, but they consisted mainly of village leaders and leaders of SHGs. No BOM was headed by a woman, but women consisted of 3-5 representatives. The review mission in 1999 was impressed with the role of BOM and SHG and very concerned about their role and possible future role. It was hoped that the BOM could provide seeds for development of groups at grassroots level which would secure better participation. The BOM was solely set up to implement NAV activities, according to the 1999 review report, and it was not expected that the BOM structure would survive when NAV phased out, because of the double role of being part of a top down administrative system and the other role as implementer of a grassroots oriented participatory project. Moreover, it was considered more important that the capacity to create sustainable initiatives prevailed than the BOM itself.¹⁵

The BOM was also reviewed by mid-term review in 2002. It was noticed that the BOM to some extent differed in structure in the three geographical areas. In A Luoi, the BOM consisted of the Chair or Vice-chair of the People’s Committee in the commune (CPC) and the village head of each village. In Nam Dong, the BOM comprised both the CPC, mass organisations together with head of village heads and a representative from village groups. In PHQ districts, the BOM was a smaller group of CPC, SHG representatives, member of the mass organisations and the health or school head.¹⁶

It was assessed in 2002 that the capacity of the BOM was uniformly improved in terms of management and planning skill. Particularly the ethnic BOMs were very proud of the progress in local management and the participation of the villagers. The increased level of devolution of responsibility and financial management from the BOM to the village level had taken place and had a positive impact on local empowerment and reduced workload of the BOM. It was also noticed that NAV had intensified the efforts to understand the culture and livelihood patterns better of the ethnic groups. One of the concrete results was the NAV support to the traditional communal houses, *Nha Rong*. No doubt this support for the *Nha Rong* is much appreciated and a place where people often meet. Otherwise, the traditional structures of the village seem not to be included in the structures, according to the observations of the team.

¹⁴ Søren Davidsen, “Demokrati fra neden (Democracy from the grassroots)”, in Thorkild Høyer (ed), Vietnam fra kommandostyre mod retssamfund, Mellemløkeligt Samvirke, Copenhagen 2003, p. 13.

¹⁵ NAV Review 1999, p. 9-12.

¹⁶ NAV Report on Mid-term Review, IDRP, Thua Thien-Hue Province, January 2002, p. 16.

The BOMs assessment by the NAV staffs in 2004 shows that 17 BOMs still exist in 17 communes.

PHQ area: 1 BOM consists of 4 members, 1 of 5, 1 of 6 and 2 of 8 members.

Nam Dong: all BOMs consists of 5 members

A Luoi: the BOM consists in 1 commune of 4 members, 2 of 5, 1 of 6 and 2 of 7 members.

The size and structure of the BOM is only a check point to compare with earlier information about the fairly big variety of the BOM structure, is not itself illuminating the role of the BOM. However, the structure is still different in the various areas. There are more village members in PHQ and A Luoi than in Nam Dong, but the reason is different functions. In PHQ, the credit groups are still operating (IG) and the SHG are quite strong, whereas in A Luoi, the credit groups are not working and the power was never delegated to SHG, because they were never established in A Luoi. Some of the village leaders are on the other hand members in the BOM, but not all as it was mentioned in the 2002 review report. In Nam Dong there are both some credit groups working, and also some SHG were established. But the division goes between the ethnic communities and the Kinh communities. The credit groups are working in Kinh communities, but not in ethnic ones, where the repayment has been so low that the credit activities had to be suspended.

In the ethnic communities, the villages/hamlets decided from the beginning when BOM were established at commune level, that all households were poor and should be beneficiaries. Accordingly, there could not be established SHG and the village/hamlet had to be the representative in the BOM. That would usually be the village head. This structure is in principle less participatory than the one with SHG representatives in the BOM, and it is also more difficult to focus at the poorest groups.

The number of women constitutes today 29 out of 95 BOM members, 30.5 percent, but still no woman is found heading a BOM, and the number has not changed for several years. The BOM structure seems much more established now than in 1999, but the situation has not changed considerably from 2002. The BOMs are still in function and most of them are clearly empowered although often with the chairperson or the accountant as the most vital spokesman, and women, usually representative from women's union, less outspoken in the BOM meeting.

With the process of NAV phasing out, the question is of course the future of the BOMs. There is reason to believe that some will survive after NAV is phasing out, if there is still some funds available, like revolving funds from the credit program or other possible funds from NAV, or if the BOM is transferred to

handle other projects. (Further discussion of this issue later in Chapter 7 on impact).

5.7 Self Help Groups and Interest Groups

Self Help Groups were the other special invention by the NAV programme in the target areas. They were set up from 1997 and onwards and consisted of two types:

1. General groups which are planning, handling and implementation project activities (SHG).
2. Specialised groups linked to one specific activity like credit or agriculture (for instance SALT models of sloping agriculture, cow raising, Zeng-weaving), Interest Groups (IG).

To some extent it was surprising that the BOM fairly easily delegated their authority to the SHG to implement projects at village/hamlet level. The process differed according to geographical area, however the transfer in Nam Dong was facilitated by the change from PRA as the tools to identify poor households to encouragement of the formation of interest groups to define the direct wishes and needs of the group. Another facilitating fact was that the BOM members, eg commune and mass organisation leaders were increasingly busy with increasing load of both the NAV projects and other projects from government and other INGOs, and found it an advantage that the SHG took over the activities. The groups were still dependent on the BOM both because of the official registration at the BOM (legal authority) and for transfer of funding through the BOM. That was also a way for the BOM still to approve the projects decided at village level. The SHG/IGs have no legal status in themselves according to the Vietnamese law, even if it is an issue under discussion.

One important different structure between the ethnic and the Kinh communes is that the SHG are set up among the poorest households who became beneficiaries in the Kinh communities, at first selected by PRA methods and later decided by village meetings. In A Luoi and partly Nam Dong, the decision was as mentioned that all villagers were poor and accordingly the whole village should be beneficiaries and no SHGs were established. This is, however, an obstacle for focussing the projects on the poorest households. A number of IGs were on the other hand established in the ethnic areas, even if some can also be found in PHQ areas, mainly as credit groups.

The SHG consists today of up to 20 members selected by the villagers to be the poorest. The group is headed by a leader, often the village head, and an accountant. The group has the jobs to prepare annual plans, designs activities, develop criteria for selection of beneficiaries, mobilises community contributions and monitors activities. In principle the households who get out of poverty should no longer be member of the SHG, but the team met several groups where this had not happened. The team assessment of the SHG and IG conclude that in PHQ the

SHG and credit groups have functioned well. Credit groups have in many cases taken over the fund in self management. In other cases the credit scheme was managed by Women's Union. There seems to be close cooperation between the SHG and IG. In A Luoi and some communities in Nam Dong, the credit schemes have been suspended and the IGs not working. The same is the case as for SALT groups because the model is no longer promoted. Recent attempts to make gardens in the ethnic areas have not been successful either, because the selected types of vegetables and fruits have not been suitable to the local conditions. Other IGs like the weaving groups in A Dot commune in A Luoi is still working, but needs further support and capacity building, which seems to be in process. The 2002 review found the IGs a more sustainable structure than SHG, but in reality it might not be so. At present the SHG seems to function quite well and the most important is after all the experiences and capacity that have been developed. Some of the weaker points are probably monitoring and to some extent maintenance. Monitoring consists mainly in checking by BOM that activities are carried out.

Capacity building for SHG and BOMs, and even organisations at district level, has increased in the recent years and is a special focus in the final year 2004 (see Annex 2 for the training plans in 2003-04). It is not mentioned clearly in the strategies that capacity building will constitute the core activities, but the practice shows a very clear concentration in this type of activity. This illustrates of course a difficulty to make objectives, strategies and activities function together, and that realities on the ground might change the strategies along the way.

Box 1. The participatory approach introduced in Nam Dong

Mr. Ho Sy Toi, 29 years old, is a group leader in Thuong Nhat commune, La Van hamlet, in Nam Dong. He belongs to Co Tu ethnic group. He explains about the time when NAV came to the commune. When NAV project came to the hamlet, the management board published and analysed the approach suggested. Before the participatory approach was carried out, the members of the group will be invited to the meeting. Everyone proposes their ideas and make plans together. Women's ideas are preferred. The minority yields to the majority, but everyone's ideas are respected. If everybody agrees on the same idea, this idea will be chosen. All respond to the project plan of the group. The group has the regulation to fulfil the plans on time, and minor punishment is mainly used to educate, warn and remind everyone about their obligations. For example, Mr Ho Phuong Don was assigned to build a well, but because his wife was sick, people in the hamlet hold a meeting to discuss the matter, and they decided to mobilise other people to help him build his well. After the group meeting, the group makes regulations on maintenance and repair of project work. At the same time, the group plans to ask people to contribute to the fund for maintenance and repair of the project works. In case any household damage a certain work of the community they have to take responsibility for

repairing it. In the hamlet, the local people still share wells, bathrooms, and the rice plucking machine. Mr. Toi told that since 1994 up to now, the management ability of the group has been better and better, and he added that the group will maintain this approach to implement plans of the community after NAV's project ended.

Source: NAV interview in Nam Dong district

5.8. Budget allocated

Table 2. Total expenses for NAV 1994-2004

Year	Total expenditures USD	Total expenditures NOK	Total expenditures 1000 VND	IDRP and related expenses 1000 VND	Administrati on and office expenses in % of total
1994	392,257			2,533,000*	
1995	838,759			5,391,000*	30 %
1996	749,698			4,507,000*	35 %
1997	592,522				44 %
1998			8,821,975		36 %
1999		4,500,000	8,132,262	4,759,000	37-41 %
2000		3,486,862	6,285,719	1,980,000	46 %
2001		3,775,373	5,829,072	3,080,000	42 %
2002		3,500,000	6,724,236	2,309,000	
2003		5,430,000*		2,693,000	
2004		5,430,000*		3,812,000	

* Budget figures

Sources: Reports from NAV 1997-2004, Financial Statements 1995-2002.¹⁷

As the exchange rate is differing from year to year the accounts are maintained in the currency stated in the sources.

The financial accounts should be taken with some caution, as the variations in accounting principles vary over time; however, some trends can be seen and will provide the reader an impression of the size of the program. The expenses for offices and staffs in Hanoi and Hue made up for expenses in the range of 35-45 percent of the total budget for NAV provided by the three Nordic NGOs and funded by the Nordic development agencies. Moreover, some years received extra budget like in 1998-99 where emergency relief was channelled through NAV after the big floods. In 2001 HIV/AIDS project is included in the NAV accounting of a size around 700 million VND in 2001.

The finance for the IDRP activities and support to capacity building at higher levels has been in the range of 2.5 to 5 billion VND (in 2004 exchange rate it consists of 160,000-320,000 USD).

¹⁷ The information from year to year is not consistent enough for a deeper analysis. Particularly the years 1997-99 are difficult to divide into various activities as the expenses were only divided into the three main categories of the objectives: Organisational development; liberation of human resources; and sustainable livelihoods. Some major *trends* can, however, be identified from the available sources.

Some of the special programmes can be followed like the *credit* program, which constituted about 20 percent of the activities 1994-96, but only 5-6 percent in 2000-01, falling to 2 percent in 2002.

Infrastructure includes small infrastructure (roads, bridges); water management (irrigation, dams and gravity water systems), and probably also nursery schools. It started at 8 percent of the activities in 1994, increased to 23 percent in 1995 and constituted 13 percent in 1996. Later on it is no longer included as a specific budget item, and the level is probably much lower and almost nil since 2002.

IRDP figures in the first phase, 1994-96, as one of the largest budget items, but it is not clear how it is related to the other budget items and what it covers. IRDP takes 38 percent in 1994 budget, 25 percent in 1995 and 28 percent in 1996.

Health constituted 5-8 percent in the first phase, but increased 2000-2003 to 17-19 percent. From 2003 it does no longer figure separately.

Education increased from 2 to 8 percent in the first phase. From 2000-02 it constituted 17 percent, falling to 13 percent in 2002.

Agriculture took 10-14 percent in the first phase (besides the IRDP). From 2000-03 *food security* constituted 16-23 percent, from 2003-04 it increased to 38 and 48 percent as it is given priority as one of the two main focuses before phasing out.

Capacity building is one of the important areas, but probably covered under the IRDP activities 1994-96. From 1997-99 it was part of the heading 'organisational development' which also included the capacity building of NAV staffs and partners at all levels. The share constituted 25-28 percent of the activities in 1997-99. From 2000 to 2002 the item is still called 'organisational development' but the rest of the accounting is more itemised and can be separated. Capacity building constituted 28, 38 and 36 percent the three respective years. Since 2003, the budget is concentrated on the two major activities 'food security' and 'organisational development' and the latter took a share of 43 percent covering all levels of capacity building.

Income generating activities and *emergency preparedness* received only little shares on the budget, a few percents, and they disappeared from the accounting in 2002.

6. Project activities and achievements

The evaluation report so far has followed the development of the NAV programme based on its policy, objectives and strategies combined with some of the changes taking place in society and in the administrative structures of the

programme. This section will focus more at the activities implemented by the project with the main focus at the core activities and cross-cutting issues (according to point 4 in the TOR): Food security, water and sanitation, credit, education, health and HIV/AIDS, emergency preparedness, and the cross-cutting issues of capacity building, gender and ethnic minorities. Ethnic minorities are part of the main target groups and in this chapter they are considered to be part of the primary beneficiaries and will not be dealt with separately.

6.1 Financial trends

Based on the trends of financial input (see Chapter 5) the main investment in the 1st phase (1994-96) went to agriculture, infrastructure, credits and IRDP. Food security, health and education make for more than 50 percent of the budget 2000-01, and in the last phase from 2003, food security is again taking the main importance, health is phasing out whereas education is still important, but declining 2003-4. Capacity building increased in importance in the second phase (1997-99), and became increasingly important in the third phase from 2000, and particular in 2004 it takes almost half of the budget. These trends go well hand in hand with the strategies of the NAV programme, even if the capacity building effort probably became more important than envisioned. Obviously, when stakeholders at various levels are talking about the activities they are not separating clearly the various periods, which also makes it difficult for the review team only to look at the recent years.

6.2 BOM evaluation results

The tables below summarises what the BOMs point out as the main activities in their respective areas, followed by what they consider positive achievements and areas with some problems. The activities the BOMs find are carried out for men and women respectively are summarised in Table 6. The three major project targets areas are kept separate to compare similarities and differences. The BOM evaluation is based on 17 BOMs eg the total number of commune level organisations in the project area.

Table 3. Activities carried out in the commune and by whom.

Main responsible Institution for activities	Nam Dong	PHQ	A Luoi - BOM is the only responsible in A Luoi
BOM	Capacity building: training, workshop, study tour	Training	Training, study tour, workshop,
	Education		Nursery school house, yard, fellowship for poor pupils, anti-illiteracy, facilities
	Infrastructure: dam, bridge, road, nursery school	Dam	

	Water and sanitation: wells, latrines	Wells, latrines, bath room	Wells, running water system, water tank, latrines
SHG/IG	Agricultural production (crops, animal husbandry, SALT)	Pig stable, drying yard, seeds, breeds	Wet rice, crops, small irrigation system, pig raising, SALT, cattle, fishery, goat, poultry, fruit trees, bamboo, production materials,
	Health		Health care for women and children, gynecology treatment, malnutrition prevention, medicine for the poor, deworming for children, medicinal herb garden.
	Credit programme	Credit	
	PRA		
	Planning of activities		
Primary school		Community house	Community house, <i>Nha Rong</i>
		Health in school, teaching facilities	

The BOM evaluation points to most of the major activities carried out by the programme – even if an activity like credit is not even mentioned in A Luoi, although it was important some years back in time. In Nam Dong they emphasises more the training and capacity building, than in the other two areas. Women are also mentioned to have gained capacity in Nam Dong. The activities shows some differences in Nam Dong and A Luoi, the ethnic populated areas, due to different topography and crops – like SALT model (agriculture on sliding land), and cultural activities like communal house, *Nha Rong*, and Zeng-weaving.

Table 4. Examples of positive achievements.

	Nam Dong	PHQ	A Luoi
All communes	Decentralised to SHG and IG		Decentralized to commune, villages
	Developed participatory approach		Developed participatory approach
Education:	95 - 100% children who are in school age participated in the nursery school	Nursery school	Nursery school, scholarship for poor pupils, training, study-tours
Food security:	Hunger reduced from 6 months to 2-3 months of lack of rice		Productive equipment, poverty rate reduced, no hunger household, wet rice intensification, pig raising, fish production
Clean water:	Water was enough for family consumption and watering (minus 1 commune)	Wells, latrines	Running water system (minus A Roang), latrines, improved hygienic condition,
Health:	Improved sanitation,		reduced the malnutrition

	health care services, reduced the malnutrition percentage in children		percentage in children, reduced gynaecological disease
Capacity building:	Capacity building for BOMs and groups	Training	Training, study tour, workshop, health care for women and children, etc
Culture:			Community houses
Only some communes	Increased income (Huong Loc, Thuong Nhat, Thuong Quang)	Dam for irrigation (Phong Xuan, Quang Loi, Quang Thanh)	Dam, drain (Hong Thuy, Hong Trung, A Roang, Hong Thuong), SALT (A Roang)
	Groups managed the expenditure for project activities (Huong Loc)	Drain (Phong Xuan, Quang Loi, Quang Thanh)	Workshops (Hong Thuong)
	More confidence for people and women (Huong Hoa, Huong Huu)	Agricultural production (Phong Thu, Quang Thanh, Duong Hoa)	Sow raising (A Roang, Hong Thuy, Hong Trung) chicken (Hong Thuy, cattle (Nham) Vegetables (Hong Thuy), Maize (Hong Trung)
		Health care (Quang Loi, Quang Thanh)	Wet rice yield increased from 3ton/ha to 4.2 ton/ha (A Roang)
		Cage Fish production (Quang Loi)	Buffaloes (A Roang)
		Electricity pump station (Phong Thu)	Poverty rate reduced from 100% to 59% (Nham), 62% to 36% (A Dot)

According to the BOM assessment, it can be concluded that many activities were funded by NAV, they activities both have similarities, but they are also different, which indicates the combination of suggested activities (from above) and participatory activities decided more from the bottom. Many of the activities were successful in some respects or in some places. The most successful things were interventions related to water supply (wells, running water system); nursery schools, sanitation (latrines), and food security (productive facilities and equipment, irrigation dam, drains, wet rice, animal husbandry, fish raising).

Table 5. Main obstacles for the projects.

Issue	Nam Dong	PHQ	A LUOI
Farmers	Poor farmers did not have enough money to contribute to some activities like nursery school construction, and well construction, with the result of low quality of school building and wells (Huong Loc, Huong Hoa, Thuong Nhat, Thuong Quang).	Poor farmers did not have enough money to contribute to some activities (Quang Thanh, Duong Hoa).	Support unequally shared between beneficiaries (Hong Trung).

BOM	No allowance for BOM with the result that some members of BOM were not interested in doing the project activities (Huong Loc).	Time limited because BOM members are not full time working for project (Phong Thu, Quang Loi).	No allowance for BOM (Hong Thuong, Hong Trung, Nham, A Dot, A Roang). No transportation means for BOM (Hong Thuong). No project office (Hong Thuong). Low grants (Hong Thuong). BOM changed 3 times (Nham).
Credit	Beneficiaries did not want to repay debt from credit programme initiated by NAV because they thought that NAV money is support, not loans (Huong Hoa, Huong Giang).	Credit: beneficiaries could not repay debt because of failure in pig raising (diseases) (Phong Xuan, Phong Thu, Quang Loi, Quang Thanh)	Did not pay back the loan (Hong Trung).
Lack of education and awareness	Beneficiaries have low education, low adoption of new technologies compared with ethnic groups' traditional cultivation (Thuong Quang, Huong Hoa, Thuong Nhat).	Low adoption of new technology transfer (Quang Loi, Quang Thanh). Low education (Duong Hoa, Quang Loi, Quang Thanh).	Low education and low awareness (Hong Trung, A Dot, Nham).
	Failed in some activities like credit, pig raising (Huong Giang, Huong Hoa).	Topography complicated and no road to commune available (Duong Hoa).	No connected road (Hong Thuy).
	Still rely on outsider support (Huong Giang, Thuong Quang, Thuong Nhat).		Lack of money to buy fertilizer for crops (A Dot).
	Groups leader were not able enough to manage and execute the project (Thuong Nhat).		

Nam Dong and A Luoi are the two areas, where the credit schemes were not working well, and it is mentioned that the funds were not repaid. The credit problems in PHQ were related directly to illness in pigs in a pig raising program, whereas the credit programme in general has been successful with high rate of repayment. The problem with cost sharing is mentioned in Nam Dong and PHQ, and in A Luoi the issue was more concerning the unequal distribution of funds. This difference may well be due to the structure of the project as no SHG were established. The BOM is obviously more concerned of the BOM problems and demands here than in the other areas where the SHG are established and have a stronger voice.

The problems pointed to in Nam Dong indicate on the other hand that the SHG leaders are not always able to handle the plans. And it is a general problem that people are not able to contribute much to the project activities, which is one of the principles NAV has raised strongly in order to make the projects sustainable and avoid “welfarism”, eg passive reciprocity of donations. A general problem mentioned in all the three regions is that there is no allowance for the BOM members. This allowance was abolished in 1997 and NAV concluded that it did not affect the activities at that time. It is one of the principles that NAV want a higher level of sustainability and self-reliance through the voluntary participation of BOM members. When it now fairly strongly comes up as a problem again, it might be due to the increased use of payment of allowances through both government and donor projects. NAV is today much more in competition with other projects than when it started, and it is a issue that has to be discussed and investigated whether to the present policy can be maintained or has to be changed.

Table 6. Activities benefiting men and women.

	All target areas
Women	Trained on malnutrition prevention
	Treatment of gynaecological diseases
	Make wells
	Trained on reproductive health
	Make bathroom & latrines
	Trained in Handicraft production (Zeng-weaving) (not in PHQ)
Men	Training in mason
	Provided production facilities (cart, plough, plucking machine, buffaloes)
	Irrigation systems (dam)
	No changes (Nam Dong only)

As for the gender perspectives, the activities seem to be fairly much divided into activities for men and for women. NAV have given priority to women, and later on also to general gender issues, which is not strongly reflected in the BOM assessment. However, it is mentioned in Nam Dong as one of the positive achievements that confidence of women has increased.

Box 2. A poor household came out of poverty

Ms. Thai Thi Tho, 47 year old, Kinh, who is a member of SHG named Tan Lap I, Phong Xuan commune, Phong Dien district. She said that her household was very poor before. She was interested to participate in NAV’s project as member

of a SHG in order to improve her family living standard and get a more comfortable life for herself and her family. Her family was selected as beneficiary for NAV's project and she became member of a SHG since 2000. Her family has received support from NAV project such as training (pig raising, wet rice production, fruit trees, gender, family action education), well construction (500,000 VND from NAV and household contributed labour), latrine (500,000 VND from NAV and household contributed 1 mill. plus labour), credit (800,000 from NAV to make fish pond), fruit trees (mango, sapodilla, and orange). In 1995, the family was very poor because it had just resettled; the couple had 6 children, lacked capital and technical knowledge. The house was made of bamboo and roofed by imperata materials. Land was available, but it provided very low yield of wet rice because of lack of water, so in 6 months per year the household had not enough rice. In 1999 when irrigation dam named Hoa My was finished the farmers had enough water for crops, besides her household received support from NAV, especially on training on agricultural production so the yield of wet rice and groundnut increased, her household have got some capital to raise pig and fish. The household's living standard had improved from the various new activities; they produced enough rice for consumption (wet rice yield gained from 3 tons per ha in 1998 to 5-6 tons per ha in 2004) and the family saved some money for buying some furniture and payment of school fees for the children. Now, they have a good house, TV, a motorbike, productive equipment, 0.5 ha of wet rice, 1 ha of home garden where they plant fruit trees, bamboo shoot and cassava, 0.5 ha of groundnut, 5 sows which give birth to 20 piglets per sow in a year, and a fish pond. Every year they gain 4000 kg of rice, 1000 kg of groundnut, 80 piglets. That made her family come out of poverty and become a better off family. NAV and SHG have helped strongly her family to improve her family's living standard.

Interview by team, September 2004

Box 3. A poor female headed household who has not escaped poverty

Ms. Huong is 55 years old and lives with her son and daughter in law. She belongs to Ta Oi ethnic group, living in Kavil hamlet in A Dot commune in A Luoi.

Her family lives mainly on wet rice and dry rice (upland field), and her son is main labourer in her family. Ms. Huong has no home garden, and her resident land area includes house and very little land around the house, which is just enough space for a water tap and a very small yard in front of the house. Total land of wet rice is 1000 m² and they plant rice in 2 crops. Ms. Huong estimated that for each crop they can harvest about 3 – 4 back basket of paddy (1 back basket is about 40 kg), this yield is very low because they have no fertilizer, is her explanation. Total land for upland rice is about 1000 m², which has been cleared near (Ktong khe) Ktong spring slit about 5 – 6 km away from her house. Ms. Huong said that they mainly applied swidden agriculture in this land, a mix

of rice and cassava. The yield of dry rice is also not high because of exhausted soil and no fertilizer, as she explains. However, she cannot estimate how much the upland rice yield, due to her son being responsible for cultivating that.

According to Ms. Huong's information, every year her family has merely enough rice to about 3 months and they eat cassava as main food the rest of the year. Every year her household is allocated about 2 – 3 kg of rice from the local authorities. Now she has a very old and weak cow, and no pig or fish raising. In 1998 she borrowed 1.5 million VND from the Bank for the Poor in order to make a roof on her house, but she could not pay back the money and her sibling had to help her to repay this sum to the bank in 2003. She said that she does not want to borrow money any more because it is impossible for her to repay.

Ms. Huong participated in a weaving group last year but her income from weaving is irregular because it depends on Craftlink's orders (Company to help distribute ethnic products which NAV has contacted). She earned only 120.000 VND from weaving last year. Ms. Huong has attended a training course about weaving, where they were trained to make clothes of special designs and size. She could not remember that she had attended other training courses.

She is using a running water system (supported by NAV), but she said that the quantity of water is not enough in the dry season; the water is not available, sometimes for a week. Her family will be moved to new resettled area where they will have much more resident and cultivation land, funded by the government's 134 programme (New housing and land to ethnic groups).

Interview by team, September 2004

6.3 Team identification of activities

The team visited 8 BOMs at commune level and 9 villages/hamlets with SHG and IG during the mission. Moreover the team split up to carry out household interviews with poor farmers, better off farmers and non-beneficiaries. During this time it was possible to discuss with BOMs, SHGs, and visit a number of activities of the direct beneficiaries. Meetings at district and province levels have been organised, and the team has consulted the NAV staffs and reports available at the NAV office.

The chapter looks at the activities of the IRDP at commune and hamlet level. Some of these activities were not decided at this level solely, but together with the district administration and mass organisation. Some NAV activities were moreover carried out to build capacity at district and to some extent also at province level, like publication of information or teaching materials, participation in meeting or organisation of meetings. The majority of activities were nevertheless implemented at commune and village level, and accordingly identified through focus at these levels.

6.3.1 Food security

The main purpose of food security is to ensure enough food for people and improve their living standard. The main strategy is to increase production and productivity.

To that end, NAV has conducted different and comprehensive activities such as production diversification, farming techniques innovation, training courses for people to learn new farming techniques, construction of small sized irrigation system. Diversifying production methods and putting the new farming production techniques into operation are among the main objectives of food security. Support in breeding, especially the pig and sow breeding, gains the highest priority so as to raise the income and living standard of the poor belonging to Kinh group as well as other ethnic groups in PHQ, Nam Dong and A Luoi. In addition to pig breeding, the poor have received supports in caged-fish breeding in Quang Loi (Quang Dien district), pond digging for fish breeding in Thuong Quang and Thuong Nhat (Nam Dong district) and A Roang (A Luoi district) on the basis of ecological conditions and desires of local people.

The new production techniques was put into operation through the new farming methods such like SALT and VAC (garden, pond, pig) models, bamboo shoot cultivation and pepper cultivation in mountainous communes of Nam Dong and A Luoi districts; the duck-fish and fish-rice models in Quang Thanh and Quang Loi communes; and goat breeding of Van Kieu people in Quang Dien. Fruit tree lines supports and nutritional vegetable gardens were generated in Nam Dong and A Luoi communes. NVA has also provided poor farmers with rice cleaning, winnowing and husking machines, and carts with the purpose to reducing the heavy work load. Additionally, many small-sized irrigation works such like irrigation dams and channels have been built and upgraded.

The training courses in terms of pig breeding, caged-fish and goats breeding, wet rice farming practice, gardening to provide people with new techniques in rice farming practices have been comprehensively implemented with the integration of new seed plants and animals. NAV, especially, has provided training courses and training materials of veterinarians in the project areas of Nam Dong and A Luoi communes so as to help farmers prevent and deal with disease of poultries and other livestock.

Remarkably, a network of farming-extension villager has been established in order to give more supports in dissemination of new technologies in farming production generally.

In addition to the support in agriculture production, NAV has also paid attention to the off-farm income increasing with view to rising income for ethnic minority households in the project areas such like Zeng-weaving group in A Dot commune (A Luoi district) with the participation of 38 women. Vocational training courses

of mason, hairdresser for young people, production of bamboo weaving in Quang Loi commune (Quang Dien district).¹⁸

6.3.2. Water and sanitation

Clean water and sanitation is provided with the purpose to improve the local people's health as one of the most important objectives of water and sanitation projects.

NAV, based on the demands of different local people, has provided water works for cleaning such as wells and filtering tanks in PHQ or well and self-running water systems in Nam Dong and A Luoi districts. This has played an important role in not only providing people with clean water, but also to prevent water-borne related diseases; it is saving time for women to carry water, as they would have the responsibility for fetching water.

The training programs in terms of maintenance and repair of the self-running water system have been conducted by NAV in order to maintain the self-running public water system. Maintenance and repairing teams have been established in villages of Nam Dong and A Luoi districts. Additionally, NAV has supported local people with projects to eliminate negative influences of human's waste by constructing latrines in PHQ, Nam Dong and A Luoi.

The training programs for enhancing the awareness of local people and children on hygiene practice have been implemented in project villages.

6.3.3 Credit

This is one of important supporting activities of NAV from the first years (1993-1995) in the project areas. NAV supported credit programmes were implemented with the participation of two main partners of the district's Women's Union and BOM at commune level. The poor households, especially the poor females at villages are the key people who can access this program.

The credit program aims at creating favourable conditions for poor households in terms of loans for constructing the essential sanitation works such as toilets, wells, bathrooms, and moreover for the family economic development by breeding cows, sows, pigs, caged-fishes or by constructing cowsheds, pigsties and fish-ponds. The term of loans is only 18 months with the interest rate of 1% per month due to the budget limitation, which ensure the accessibility to the program by poor households. Later on up to 5 million VND was set as upper limit depending on activity.

The procedures for getting the loans can be facilitated without mortgages in order to ensuring the efficiency of the program targeting the poor. This means that the borrowers should have registration certificate, prepare the application forms with the approval of group heads, and then they can receive the loans through group

¹⁸ NAV annual report in 2003.

head or the communal women's group (a network of district Women's Union). The credit scheme reached about 2,600 households and aimed at poorest of the poor and ethnic minorities.

5.3.4 Education

Education is one of the support activities of NAV, highly appreciated by the authorities of all levels and the local people, especially poor communes, ethnic minority groups, and disabled children who are the beneficiaries of this programme. NAV supports in all the project-benefited villages, the construction of nursery schools for children aged 3-5 years as well as the essential teaching equipment for these nursery schools. There are several nursery schools in each project commune. This creates advantageous conditions for children at poor communes or children of ethnic minority groups, who can play with toys and appropriate games in line with their ages. Additionally, they are provided with fundamental background for the primary education. By taking their children to the nursery school, the women can reduce the time for taking care of their children at home and they can spend more time for productive and social activities. It facilitates moreover the entrance into primary school for poor and ethnic children.

Children from poor households in Nam Dong, A Luoi and PHQ received NAV-funded scholarships to continue their studies. Additionally, there were many pupils in A Luoi and Nam Dong who also received bicycles from NAV as transport means for travelling to school. NAV, especially, constructed several classrooms, provided 1000 textbooks for the disabled poor children in Quang Dien district so that they have access to education and integrate into community. About 147 disabled children in Quang Dien can go to school.¹⁹

In the project-beneficiary communes, several illiteracy eradication classes for adults (almost of them are poor) funded by NAV were organized with a view to helping them read and write, increasing their understanding and application of advanced techniques into production.

NAV has also taken into consideration the methodology for training programs so that the poor can easily access new knowledge. NAV has cooperated with the district's Non-formal Education Centres, the district Women's Unions and BOMs in applying the Action-based Education in training courses of nutrition, healthcare, and equipment innovation for the poor, teachers of primary and secondary levels in remote and isolated areas. This helps local people to understand the contents of training courses and they are applying more interactive methodologies than most traditional courses are doing.

It is notable, that NAV takes into account the languages preservation of ethnic minority groups of Co Tu, Ta Oi, Pa Co, so NAV has help reprint, print and distribute around 400 bilingual books (Kinh and ethnic languages) for teachers of primary level (1st and 2nd grade) in Nam Dong and A Luoi districts. The pilot

¹⁹ NAV annual report in 2003.

bilingual training courses have been conducted for 3 and 6 classes of ethnic students in 2002 and in 2003 respectively (NAV annual report in 2003). NAV has moreover supported administrators and classes of teachers in A Luoi to study ethnic languages in order to facilitate the new pupils who do not understand Kinh in the first classes.²⁰

6.3.5 Health

NAV has cooperated with the communal health clinic with the purpose to improving health for the poor, especially the poor females, children and ethnic minority groups. Health care and gynecological checks for women were conducted twice a year. Additionally, NAV has helped improved the health condition of 40 malnourished children in the project-beneficiary communes in A Luoi and Nam Dong.

Following the health examination, NAV has conducted several training courses on community healthcare, malnutrition prevention for children, reproductive healthcare, food safety, HIV/AIDS prevention for women in PHQ, Nam Dong and AI Luoi districts. Village health care staffs have also received the training courses on communication and Action-based education skills so that they can train other local people in terms of water and sanitation, and HIV prevention.

The support of NAV to healthcare of the poor people, and the supply of water and sanitation have improved the health conditions of the local people, especially the poor women, children and ethnic minority people benefiting from the program.

6.3.6. Capacity building

The capacity building for the local communities has been highly appreciated by the province, district and commune's authorities. This aims at building capacity for project management units at commune level and the project's beneficiaries so that they can initiate, planning and organizing development projects. This activity accounts for about 36% of NAV's budget in 2003, and it is also one of the activities given highest priority of NAV for the last two years before phasing out.

NAV has conducted several training courses in terms of facilitation and communication skills, leadership skills, project management, gender and development, training of trainers (TOT), and household economic planning with a view to enhancing capacity for members of communal BOMs, and heads of SHG. Additionally, NAV has organized study - tours for the BOMs to other provinces for exchanging views and experiences in terms of project management. Those training courses have enabled beneficiary groups to make annual proposals on their desires and demands, in which PRA tool is mainly used for assessing group members' needs. The BOMs can supervise and evaluate the NAV's supported activities at village level and they are also used as trainers for beneficiary groups.

²⁰ Sub-Dept. of Education and Training in A Luoi.

Remarkably, it is required to have participation of both male and female participants in the NAV's funded training courses (female participants must account for 30 percent of the total participant – but in many cases men and women take up 50 percent), which will facilitate women especially the poor and ethnic minority people to access information and new techniques in production as well as social activities, helping increase their knowledge and confidence.

6.4 Team identification of problem areas

It is acknowledged that NAV has yielded good results in the main support activities of food security, clean water and sanitation, education, capacity building, etc. However, there have also been unsuccessful ones, encountered by evaluation team during the meetings and interviews with BOMs and other groups. The unsuccessful activities do not have a serious influence on the achievements of NAV for the past years, but might bring about experiences for new project implementation.

6.4.1. Food security

The SALT model was mainly applied in Nam Dong and A Luoi districts with a view to introduce the advanced farming techniques in upland areas to improve the infertile land, and for diversifying the crops. However, the SALT model application requires labour, money and time, to be successfully applied. On the contrary to that, the ethnic minority people of Co Tu in Nam Dong and Ta Oi in A Luoi could not meet those requirements. That is why the model has almost disappeared and the evaluation team only found the contour lines (duong dong muc) of the model during our field visits to Nam Dong and A Luoi districts. It appears that NAV supported the SALT model up to the beginning of the 2000s (for instance it is included in the 2002 annual plan) which appears surprising in the light of the knowledge today of its fate. SALT is in principle a fine model for sloping land to prevent erosion and maintain soil nutrition, if the capital and labour is available. It is not a programme which works well for poor farmers, because they do not have the capital, the manpower or perhaps even the organisational skill to exploit this technology.

There has been also failure in supporting pigs breeding for ethnic households of Co Tu in Thuong Nhat commune due to the fact that they cannot afford fodder for pigs so they grow well. Meanwhile those households do not have enough rice during the transitional period between two farming seasons and cassava accounts for the main part of their daily stables. The Co Tu cannot employ all the new techniques of pig breeding and apply into their practical context, which also contributes to that failure.

Additionally, the NAV funded ponds-digging-for-fish breeding model also failed in some project-benefited villages in Phong Xuan commune (Phong Dien district) due to the fact that the alum content in the ponds is high, resulting in the death of fishes. Some activities like pig raising, fish raising, fruit trees were not successful

in some households in some communes (Thuong Nhat, Huong Giang, Hong Trung) because of diseases.

In relation to off-farm activities, the evaluation team did not encounter many activities, and it has not been given high priority in the IRD programme. One of the positive examples is the Zeng-weaving, which obviously have a potential for development and is rendering important incomes in the ethnic communities where income generating activities are limited. At present NAV is particularly supporting a group of weavers in A Lot, but it has faced a number of difficulties to link to the market through Craftlink. However, the NAV staffs seem to be aware of the problems and supports to empower the group before moving ahead with the project.

6.4.2 Water & sanitation

Based on the presentations from two SHGs in Ha Cong village, Quang Loi commune (Quang Dien district), where the local people mainly live on fishing in lagoons, NAV have supported households in constructing simply-designed latrines. However, these are a major source of pollution in Ha Cong village due to the floods in September every year. That is the main reason why the local people no longer use this type of latrines.

Around 30 NAV funded wells cannot be used in Thuong Nhat commune (Nam Dong district) due to the low quality of water, and many alum-infected wells in A Dot commune (A Luoi district) have been out of operation.

The above-mentioned unsuccessful activities shows that NAV has not paid sufficient attention to the survey and analysis of technical and socio-cultural factors before putting into operation the production models as well as construction works, which resulted in money waste and inefficiency of some of the projects.

6.4.3 Credit

Credit aims not only at improving the economic status of households, but also helping ethnic minority people in household's expenses management.

It can be seen that the NAV-funded credit program was more successfully implemented in PHQ, where Kinh people account for the main part of population, whereas it failed in ethnic inhabited areas in Nam Dong and A Luoi districts. Almost all of the households who received the loans from NAV have not been able to pay back the funds. NAV has already come to the conclusion to stop and suspend the credit program in these two districts. The credit scheme is reviewed by separate consultants, but the evaluation team would like to point to the following reasons to be taken into consideration for explaining the difficulties:

- Failure in pigs and fishes breeding due to illness in animals;
- Long and serious sickness of a family member;
- Inability in paying loans due to underlying poverty;

- Inability in adapting the credit program due to traditional socio-cultural factors, including that particularly ethnic people would help each other without consider repayment;
- Farmers think NAV fund belongs to them – a special problem that might be due to the fact that NAV both is a donor and a lending institution. It proves to be counterproductive;
- Some farmers in the villages has received considerable funds for well making, latrine, pig stable, bathroom, etc. without repaying; others find it strange they have to repay the small fund given;
- Lack of monitoring and not sufficient training of NAV staffs.

6.4.4 Gender

The field assessment shows that it varies much how many men and women are actually taking part in training courses. There is a tendency that men and women are divided according to tasks – pig raising have only women participants, whereas book-keeping, PRA and extension courses include 90 percent male.²¹

In many of the visited communes, men constitute 50 percent in gender courses, but in A Luoi and Nam Dong it seems to be lower. Information from WU in Nam Dong stated, however, that the overall number of male participants in gender courses constitutes only 10 percent.

6.4.5 Recommendations

The mission has seen and learned about a great number of activities with both positive and negative impacts, mainly positive. A special issue that the team often encountered was related to the credit program, which in two of the district practically has come to a halt. It is investigated more thoroughly elsewhere (Coppola).

Nevertheless, the team will mention the points experienced from the field visits. NAV might not be the most suitable organisation for supplying credits. However, the credit scheme was probably important in the early phase, where access to credit was extremely limited. Today there are many other schemes running fully at commercial terms and they are much tougher in the terms to get the funds repaid than NAV. Some of the NAV schemes, in Kinh communities, are still running well based on revolving funds, and could continue to do so. Women's Union, Farmer's Association and Bank for the Poor are more suited to run the credit schemes than an organisation like NAV which is handling multiple activities, including also non-repayable funds. In spite of this conclusion, there is in many communities a wish to continue the NAV supported credit schemes, because the regulations to access credits are less bureaucratic.

The team met quite many reactions that the interest rate of 1 percent is fairly high compare to the other credit institutions, which could provide credit to 0.5 or

²¹ Information from Farmer's Union in Phong Dien.

0.8 percent monthly for the poor. NAV had originally 2 reasons for the higher rate: the accumulated funds could be employed for community development, and secondly, the interest rate was higher earlier than it is today and has possible not been adjusted. This issue was discussed with stakeholders, according to NAV staffs.

The idea with revolving funds is nevertheless positive, and could be pursued outside the context of a credit program.

In relation to gender, it should be assessed who are taking part in gender courses and the curriculum of the courses. If the BOMs or Women's Union are not well acquainted with gender knowledge it is difficult to conduct the courses.

7. Impact of the IRDP

This chapter on impact is one of the core tasks of the review mission, and it is at the same time the most difficult part of the assessment to provide satisfactory conclusions. One reason for this is that there is no uniform definition of impact: It might be the broader societal impact, or it may be the reduction of poverty in the hamlet; it might be very strict quantitative criteria and indicators developed, which can be followed year after year to indicate how different the definition can be. However, the NAV programme does not have this type of quantitative indicators, and the report has to work with more qualitative methods. So far a historical dimension of change of the NAV programme, its objectives and strategies, and to some extent some of the societal changes have been outlined. Secondly, it is attempted to document a considerable number of activities carried out by the project, of which most have resulted in changes one way or the other. Some activities were also a failure, but might nevertheless have brought some learning about what is working and not working.

The “impact” is in this report defined as the “empowerment” and issues related to poverty reduction - especially for the poorest. Capacity building, increased gender awareness, the employment of participatory methods and the inclusiveness of ethnic minorities in the programme are core issues for the programme, perhaps more than the concrete activities themselves. However, the report will also look at the impact on the broader social, economic and political setting in Vietnam, particularly how the NAV programme interacts with the authorities at various levels, as this is found to be one of the important impacts of the project, perhaps more than that it was envisioned from the start of the project.

The chapter is divided into several sections based on information from various sources. First of all the results from the Stakeholder Assessment will be presented to give a voice to the grassroots organisations. Secondly, the BOM evaluation gives some indication of the opinion from the commune level. Thirdly, the team

will give an assessment from the visits in the project area, including points of view also from province and district level.

7.1 Primary Stakeholder assessment

The primary stakeholders of the IRDP consist of 3738 beneficiary households distributed in 73 villages/hamlets in 17 communes. The communes are situated in the five districts: 5 in the PHQ area, 6 in Nam Dong and 6 in A Luoi. Almost all of the households in PHQ – except a small group of 8 households of Van Kieu ethnic people – are Kinh. In Nam Dong the primary stakeholders consist of about 850 Kinh households and 505 ethnic households, mainly Co Tu. In A Luoi, the stakeholders consist of 2068 households, almost all belonging to ethnic groups: Ta Oi, Pa Co, some Co Tu, and a few others.²²

7.1.1 Methodology for the Primary Stakeholder Assessment

The *Assessment of the Primary Stakeholders* was carried out by the NAV staffs in 17 villages in the 17 communes included in the project area (The full Assessment is included in Annex 4). The investigation raised a number of core issues related to the objectives of the NAV programme – presented in Chapter 5 - and how the stakeholders assess the results and impact. Through discussions in the stakeholder groups, the NAV convenor would register the results of the discussion at one level out of five possible. The Stakeholder Assessment was carried out at the suggestion by NAV in order to ensure a broader participation of the stakeholders than possible for an evaluation team by itself. This type of method is used to give a qualitative assessment, used for instance in areas where no base line studies are available. It should moreover benefit the process of creating awareness and common understanding among the stakeholders of what the programmes has achieved in the 11 years of operation. The stakeholders were moreover divided into male and female discussion groups in order to identify differences in responses from women and men – one of the core interest areas of the evaluation. This was suggested by the team to be a more valid method than to ask directly about gender relations. Finally, it was the intention also to include non-beneficiary groups with the purpose to compare discussions and answers in the two types of groups. The last aspect did not work out in total satisfaction as non-beneficiaries were only included in about half of the communities, however, they can to some extent be used as a low indicator on differences between beneficiaries and non-beneficiaries.

37 stakeholder groups took part in the assessment, of which women constituted 16 groups, men 14 groups, 6 groups were non-beneficiaries, and one group was a mixed group of men and women beneficiaries. The beneficiary groups consist in total of 31 out of the 37 possible. As there are in principle no non-beneficiaries in the two ethnic districts communities, it is not possible to make a balance with the beneficiaries.

²² Based on NAV information. The might be from around year 2000 and might have changed a little by 2004.

7.1.2 Capacity building

Almost all of the groups said they were participating in decision and management of projects, and it was one of the most positive responses in the assessment. Even if the share of groups who said they were able to write applications only constituted about half of the total, it is a very positive impacts coming out of the NAV project and it shows that the capacity has been increased considerable. The non-beneficiaries did respond less positive. On problem is obviously that it is difficult to find agencies where to apply for more funding beside of NAV.

Gender responses show a high rate of women find they are participating in decisions, yet a little lower rate than male. The pattern is similar in respect of writing proposals. This is one of the positive findings in respect of gender.

7.1.3 Food security

The food situation has overall improved much, is the general response from the discussions, and the beneficiaries give a higher response than the non-beneficiaries. The living standard seems not to have improved quite as much as food security, especially the male groups in the assessment point to lower impact than in food security. The response to whether the people are less vulnerable to price fluctuation is at medium level, and women seem to respond more negatively to this question than men.

Gender responses show that one women group find the situation has improved very much and one find it has only improved a little, so women are more diversified in the answers than male.

7.1.4 Water, sanitation and health

The NAV approach attempts to combine water, sanitation and health issues under one heading. The first question asks: If NAV's support to water construction has improved farming cultivation. The response is in the higher end, however, 6 groups responded negatively and 5 did not answer. NAV does not have water construction in all communes, so the answer seems plausible. Men and women have very similar reactions.

Whether people's awareness of hygiene and sanitation has increased received a very uniformly positive response, even among non-beneficiaries! The *practices* of sanitation seem to have improved even more. All groups found that the health situation had improved much. To these questions women responded a little more positive than male. In the light of the numerous activities in these fields and specifically to improve the health of women, it is a little surprising that it is not reflected more clearly in the women discussion groups.

HIV/AIDS information has been included in the programmes since early 1990s, and most groups said they know more about the causes and prevention of

HIV/AIDS. The gender division seems not to make a difference, which indicates that both men and women have been informed.

It was realised during the team visit, that non-beneficiaries, are often living near the beneficiaries' quarters and are often fairly well informed about the activities. That explains the sometime surprisingly informed answers to some of the questions, but it could of course also be due to general changes caused by other factors than the NAV programme. In this case is probably due to NAV supported activities as it is one of the main informants.

7.1.5 Education

The goal in the field of education was to assess whether marginalised groups' living standard had improved through improved education methods and facilities. However, the questions related to specific areas. To the question if poor and disabled children have increased access to school, the response was very positive, with one of the highest scores at the highest level, 1/3 states that almost all access education. Also at this issue, gender differences were very low. The second question was more generally asking if marginalised groups had improved life skill through improved education, and the response was somewhat less positive, but still 2/3 responds positively or very positively. There are no gender differences in the responses.

7.1.6 Emergency preparedness

Thua Thien-Hue is a province with regular natural catastrophes, especially floods are often occurring. After the great flood in 1999, NAV started activities to prepare communities against disasters; however, these activities have been reduced in recent years. The question concerned if people had better skills, awareness and coping mechanisms in case of natural disasters. The response was in general positive, but a number of groups did not answer, and some has low scores. This is a reasonable result as not all the communities are prone to disasters. Men seem to be more concerned than women. The question "if the communities are making plans for disaster preparedness" had an even lower response, but still nearly 25 percent responds very positively. Male groups were more in agreement with the statement than women.

7.1.7 The role of BOM

The groups were asked if the BOMs had facilitated the villagers in a skilful way? The responses were in general very positive, however, some groups did not answer and a few gave lower or medium scores. This is an indication that the cooperation between SHG and BOM was not always working smoothly. To the question whether BOM would continue when NAV phases out of the project areas, the answer is interestingly that almost a third thought they will continue, the majority said it would probably continue, and a minority said it would not continue. Difference between male and female is again very small.

As the BOM in principle was established to handle NAV's projects it is interesting that so many groups see it as a more permanent institution. NAV is not itself expecting the BOM to continue after phasing out, but some might take hand of other projects and they are already to some extent doing it through some of the BOM members' engagement in other projects. Perhaps the positive reflection on the continuation of the BOM indicates that there is a broad acceptance of the type of institution, or perhaps a wish for it to continue.

7.1.8 Participatory methods

The last issue was based on a question asking if the groups found that "participatory methods make a difference for the projects", and the response is overwhelmingly positive. But a few of the groups did not answer, and the non-beneficiaries scored – fair enough - low on this issue. No gender differences are observed, but there is a reasonable difference between beneficiaries and non-beneficiaries.

The final question concerned whether participatory methods would continue after NAV phased out, and again a very positive response, although a little lower than the previous question; and some groups did not answer. No significant gender differences.

7.1.9 Conclusions

The overall impression of the Stakeholder Assessment is that NAV's programme has had a high impact in all the fields of interest and activities: Poverty reduction, capacity building, education, health related areas and participation. Emergency preparedness is one of the less positive areas. One reason is that not all areas are equally exposed to emergencies, and obvious this issue has received lower priority in recent years with little funding since 2003. Most of all the stakeholder groups are very supportive of the participatory methods and want to continue with this type of approach also after NAV has left. The assessment comes out in general with a *very* positive result. Probably too positive to be fully reliable, it could be suspected. It was after all carried out as an assessment for NAV, and people might respond positively to please the donors. The diversified reaction to the role of the BOM shows nevertheless that the assessment is not only paying uncritical lip-service in the responses.

In relations to the gender analysis based on the Stakeholder Assessment, there is surprisingly little to say, because the answers are uniformly similar. A little difference could be found in health issues, market aspects assessment, and emergency preparedness. One conclusion could be that both men and women are well informed and participate in the various activities, and in that case the gender strategy could be considered successful in respect equal participation and awareness of activities. A more negative interpretation might find that the method is not valid for analysing gender differences. Other methods were accordingly simultaneously applied to assess gender differences by the team.

7.2 The BOMs and higher levels – capacity building for institutional change

7.2.1 BOM, SHG and IG

The BOM evaluation is not directly asking about impact, as it might have resulted in very general statements; but it is concerned about the structure and function of BOM and the activities carried out and whether they are considered successful or not (The summary BOM evaluation is attached as Annex 3). Nevertheless, the BOM evaluation is in itself documenting well that the BOM is capable of accumulating and presenting their knowledge. The answers presented in the BOM evaluation are moreover fairly comprehensive showing a viable and solid organisation, which have build up capacity to initiate, and manage projects at commune and village level, and even manage the decentralisation of activities to the SHG and IG in some communes. The evaluation team's interviews with 8 BOMs confirmed the impression, even if the strength of the BOM is differing from place to place, and some of the ethnic communes and BOMs have achieved less capacity than others. The members of the board were well prepared in all communes, visited by the team, which was partly due to the BOM evaluation recently carried out. The level of information and presentation was clearly much higher than in an average commune in many other parts of the country where the team has carried out evaluations or research.

It is one of the major and really important impacts of the NAV programme to be able to support the set up a viable institutional frame for the programme like the BOMs. The second important institutional achievement of the NAV programme is the success to establish Self-help groups and Interest Groups at village level. The capacity building has achieved that most of the SHG and IG are able to handle their own activities. However, this achievement is not only due to NAV's own policy, but also due to the interest from the government side, which gave the permission to establish BOMs and later SHGs/IGs. Similar groups might exist in other regions in Vietnam, but they do not exist in areas without a project with support from outside, and even of there are support from outside sources, it does not automatically lead to the establishment of local groups.

7.2.2 Assessment by province and district authorities

NAV is well-known in the provincial departments in Hue, and the cooperation with provincial leaders point to the impact of the programme and the significant changes that have taken place:

“NAV have made significant contributions to the province, eg. in agriculture, clean water, husbandry and fruit tree cultivation, education, health care, clean water small irrigation schemes, and small roads in A Luoi. All were very effective. A Luoi was the first area to receive assistance by NAV, and NAV was one of the first organisations going to the highland. They did the hard and more difficult work. The situation for the new projects is much more convenient; the situation has changed considerably in the last five years. In the beginning it was good to spread funds broadly, so more people became aware about the

possibilities. NAV was brave to organise the project in a large scale.” (Mr. Dinh Pruish, Chairman for Cema, Vice-chair in Dard & former People’s Committee Chairman in A Luoi)

“Before the NAV project started the capacity in the province was very low in the mountain districts. They even did not speak Kinh language. After the programme the experience raised much. Now the government programme 135 is also based on experiences like the NGO activities. The implementation is based on the People’s Committees, and people have also formed assessment boards. It includes 5 activities: 1. Development of production, 2. Reallocation of people, 3. Support to infrastructure, 4. Support to minority groups in difficult situations, and 5. Build capacity to people in the village. Besides central government funds, the province also supports the remote districts. Programme 135 is one of the most successful programmes in the remote areas. In Nam Dong the poverty rate was 65% in 1993 and it fell to 46% in 2003. In A Luoi the rate fell from 61% to 36.5%.” (Le Van Minh, Deputy Head of Cema)

“I find the NAV procedure reasonable, particularly the capacity building and the integrated approach. The project started with 1-2 communes, then it expanded to 10 communes, and out of these they selected to work in 6 in A Luoi. NAV has had good cooperation with the provincial networks, Department of Agriculture and Department of Planning and Investment. At the district level a steering committee was established including education and health. At commune level a Board of Management was founded by NAV, so the organisational system was uniform. Gender balance was also introduced. From 1994 to now, some changes have taken place. The investments from NAV have been decreased step by step, but the objectives were maintained. I find the project has good sustainability and cooperation and awareness rising for the community.” (Mr. Vu, former Vice-chairman of People’s Committee in A Luoi and at present Vice-Chairman of Cema, TT-Hue)

CEMA (Committee for Ethnic Minorities Areas) is the government organisation handling the programmes in the most disadvantages communes like programme 135. It is not one of NAV direct partners, but the staffs know the programme from previous administrative positions in A Luoi. The issues rose by Cema and other provincial and district organisations point to the considerable institutional change and capacity building at all levels that has taken place and NAV’s role in that respect:

- NAV was the first organisation which worked in the ethnic areas
- Funding was spread thinly but broadly from the beginning
- It worked with all levels of administration
- It supported and encouraged the establishment of BOM at commune level
- It introduced participatory methods to identify the poor
- Self-help groups and interest groups were established

- It had contacts to other areas inside and outside the province and used the knowledge transfer from one area to another
- Extension net were established at all levels
- Training of trainer methods (TOT) were introduced, and BOM and the district mass organisations were used as trainers at village level
- Credit program were decentralised from Farmers and Women's Union at district level to Interest Groups
- New methods introduced in training, training of trainers and action methods

An important point is that the methods applied by NAV was to some extent taken over by the government, both in the 135 programme to the poorest ethnic communes, and in other government programmes supported the World Bank and an upcoming programme by Asian Development Bank (see Annex 8). But there are nonetheless some differences in methodologies, because NAV focussed on the poor within the community, whereas the participatory or community approach applied today is mainly using the commune level, a BOM similar to NAV's BOMs, as the lowest local partner. That is supplied with some village assessments as for specific issues of interest for the various programmes.

When all the positive achievements are mentioned, it is also necessary to point to the fact that the situation has changed considerable in recent years in the TT-Hue and the project areas. It is contrary to the situation when NAV started in 1994 as one of the very few (INGO) organisations, and few government funded programmes. Today many organisations are working in the province, and new large-scale government programmes have started and among other things improved the infrastructure. This is a challenge to NAV as an organisation and also to some of the methods employed.

The provincial and district authorities emphasised an interest in closer cooperation with NAV which over the years have developed the relations to the mass organisations, particular Women's and Farmers' Union at district level, and some of the district departments in health and education rather than the planning authorities at district level. Donor coordination is increasingly coming at the agenda, and the government is beginning to show interest to prevent overlap of the various programmes. There are many ideas, not always in accordance with each other – but it shows the increasing intention and to some extent the capacity to strengthen planning.

It was suggested that it is no longer appropriate to spread the funding as thinly as NAV's programme has done until now; some want clearer models that can be repeated, others were more concerned why the models did not work in reality and found that the specific conditions at each area had to be taken into consideration. Cema was interested in continued support to the ethnic areas, whereas DPI suggested that in the light of many government programmes directed to the ethnic areas, it would more important to focus more at the cities like Hue, where the economic, social and environmental problems are increasing and even spreading

back into the countryside. It was furthermore mentioned that the provincial authorities have recently organised a meeting to assess the activities of the INGOs working in TT-Hue province.

7.3 Poverty reduction and targeting of the poor

7.3.1 Data from the communes and villages

It has been mentioned earlier that the general economic development has increased in TT-Hue and the poverty level decreased. In the district poverty has also decreased according to the district authorities.²³

In Nam Dong the poverty rate was 65 percent in 1993 and fell to 46 percent in 2003. In A Luoi the rate fell from 61 percent to 36.5 percent, according to Cema. These figures are probably derived from the GSO (General Statistical Office), now applying the internationally adjusted standard, which is calculated as an adjusted rate of consumption comparable to 1 USD per day. In the districts and commune, the figures are lower, and usually based on MoLISA's income poverty rate of 80,000 dong per person/month in remote areas.

Obviously, NAV is not the only source for the improvement of living standards and poverty reduction, which has taken place. However, it has probably contributed its share, particularly in the early phase, where the communities received little support from outside. Most important is however not the general reduction of poverty, but the focussed reduction on people and households with most difficulties.

In the PHQ area there are clear indications on reduced poverty among the target groups (Table 7).

Table 7. Poverty reduction in Quang Thanh commune, Quang Dien District

Village	Number of target households	Number of mal-nourished households in 1999	Number of mal-nourished households in 2004
Quan Doi	30	15	5
Kim Doi 1	30	20	2
Kim Doi 2	32	25	15 (new participants)

NAV staffs interviews

In Quang Loi commune, also Quang Dien District, 39 percent were poor in 2001, and it is reduced to 29 percent in 2004. However, a new poverty line is now increased to an income of 150,000 dong, it was informed by the BOM. The government is discussing the issue to increase the poverty line in general, but that has not been decided yet. The higher line in Quang Loi might be due to an increased level in general in the commune and it is moving into a category not

²³ As mentioned earlier there is some confusion of the definition of the poverty lines. In the report figures are quoted from various authorities, well knowing that they sometimes are contradictory. It reflects nevertheless the self-perception of the situation by the authority providing the information.

belonging to the most remote areas. The NAV beneficiary villages are here poor fishing villages in Ha Cong, which are still in difficulties.

Table 8. Poverty reduction in Phong Xuan commune, Phong Dien District

Village	Number of target households	Number of mal-nourished households in 1999	Number of mal-nourished households in 2004
Tan Lap group 1	25	22	3
Tan Lap group 2	25	18	4

NAV staffs interviews

In Phong Dien district the poverty level was 19 percent in general in 2004. In Phong Xuan commune there were 248 poor households in 1995, when NAV started its activities. Today the number is reduced to 113, according to the BOM. 2 villages out of 15 belong to the NAV project area. Every year they carry out PRA to identify the poor, when people become too rich they have to leave the groups. Visiting a number of poor households, the team saw beneficiaries had installed water and sanitation in the house, and gardens and yards were decently managed.

In the more remote Nam Dong district, the authorities informed the poverty figures, based on the 80,000 dong line had been reduced from 56 percent in 1995 to 35 percent in 2001. In Thuong Nhat commune (Co Tu ethnic group), the BOM was set up in 1997. It identified 121 poor household in the commune based on the criteria of 80,000 dong income per month. The criteria for being a “hungry” household was established as an income of 50,000 dong/head per month, and 55 households were identified in 1997. Today there are no longer hungry households. But the poor households still constitute 35 percent in 2003.

In the village La Van (Co Tu ethnic), 32 poor households were selected after an assessment in 1997 and organised in 2 groups. The groups had started to make plans and carry out projects with help from the BOM and NAV. Every year 1-2 families had got out of poverty and left the group, and today 20 households are still members of the 2 groups together.

In A Luoi district, the district authorities informed that the poverty level was 61 percent of households in 2001, but it was by June 2004 reduced to 34 percent.

20 percent of poor females have reached a “better off” level and 70 percent of them escaped the hunger status from 1996 to 2001 due to the credit support and other activities of NAV such like food security, water and sanitation, job creation for the poor in terms of Zeng-weaving and basket making, according to the Women’s Union.²⁴ This figure appears rather high, but the information is nevertheless interesting, because it indicates that the credit program which now is

²⁴ “The 5-year evaluation report 1996-2001” on the NAV credit program in coordination with A Luoi’s Women Union.

denounced as a failure, might have had a positive impact at the living conditions as development investments. Interviews sustain this idea as well.

Nham commune (Ta Oi ethnic) is one of the areas where the BOM has changed leadership several times, and the BOM has experienced a number of problems. The new Chairman appointed in 2003 seems to be more capable. The BOM was originally established by the commune and party to manage the activities, based on the ideas from the communities, the Chairman informed. Before 2001 all of the 350 households in the community were considered poor according to a poverty line of 55-80,000 dong per head/month. Under 55,000 dong/head, the household was considered hungry. In 2004 the number was reduced considerably to 199 households still being poor, and level of malnutrition was also reduced. 2 traditional communal houses were among the highly appreciated activities carried out with support from NAV, in total 13 activities were described. A special problem in the commune was the establishment of a state-owned coffee plantation. It has resulted in loss of land for farmers and some had to take up swidden agriculture in fairly distant places in order to make a living. The impact of the plantation was that a number of households lost land for food production, but some people were employed in the plantation, and the wage income, albeit low, contributed to a money income for the household.

The credit scheme for cow raising and fish cultivation had run in 4 villages for 20 households with the total capital of about 93 million dong. The programme was not a success for BOM because only 2.6 mill dong were repaid to give to other people; but it was a success for the borrowers, the Chairman stated, the people got cow and fish which they sold later on. Various groups (IG) were set up for the credit program beside of Zeng-weaving, cow raising and fish cultivation. Gender training was carried out in 1999, and villagers had participated in the training, not the BOM members. Trainers came from the district WU, Farmers Union and the Informal-education Centre.

In A Dot commune (Co Tu, Ta Oi ethnic groups) in A Luoi, the BOM was established in 1996. The poverty rate was higher than 62 percent before 2000, but now it was reduced to 36 percent. The number of poor households is accounted to 153, and hungry households still constitute 24 percent of the households. Many of NAV's activities in the commune predated year 2000, and came before the government programme of 135. Today the Chairman of BOM finds that the 135 programme is the main factor for the many changes taking place in recent years, but the capacity training was provided by NAV before and contributed much, he also stated. The village level people are not very eager to work today, even if they have the capacity. People at village level would do more if they have an allowance, according to the Chairman. People still work in groups, like SALT groups and Zeng-weaving groups (IG). However, the SALT contours were mainly used for cultivating cassava today, not for the possible fruit trees and other crops of higher value it was intended for. The credit scheme was introduced in 1997 with a fund of 48 million dong. However, the funds were not repaid, because

people were poor, some people thought the money were given for free, and in other cases people were ill or have too many difficulties to repay. The situation seems contrary for loans borrowed in a bank, where the borrowed money today will be returned, and the Chairman did not find that the abortive repayment scheme of NAV was mainly due to lack of money. The procedures are very complicated in order to obtain the bank loan, and the commune will push hard for everyone to repay the funds.

7.3.2 Conclusions

There is no doubt that the living standards have increased and poverty has declined in all the beneficiary communes of the NAV IRD programme, even if the figures are not always consistent. NAV's programme was among the first in communes which makes it plausible to say that NAV has contributed to poverty reduction, particularly in the first phases. Later on it is more difficult to separate the impact of the NAV programme from other programmes, but the integrated approaches seems to have been important contribution, as lack of capacity and health are important factors contributing to difficulty escaping lack of food security and poverty.

The programme has moreover consistently focussed on poor beneficiaries in many respects. Compare to some other programmes the poverty focus is more consistent and targeted. However, there are also activities which are targeting the whole community and are less directly focussing on the poor, like water supply, water management, roads, nursery schools and some of the training courses. Women have also been among the targeted beneficiaries, particularly health programmes and credit schemes, and there are a number of programmes also targeting handicapped children. Ethnic minorities are also clearly targeted. However, the institutional set up where the BOMs organises the activities rather than SHG is providing a less poverty oriented frame for targeting, usually the case in A Luoi and in Nam Dong. The participatory approach is accordingly less employed in some cases like in Nham commune, pointed out by the women's group in the Stakeholder Assessment, whereas it seems to work better in A Dot. Although, some problems were also pointed at here: One of the non-successful activities in A Dot is the bathroom construction, because they, according to the BOM, were built without people had asked for them, and they were hence not utilised. Interest Groups were one of the alternatives to SHG, but they are apparently weaker and fewer in number today than earlier, when more tangible activities took place.

NAV's objective of poverty reduction appears to be very successful and the targeting of beneficiaries - the poor and vulnerable groups seem to have worked out in practice. NAV is first of all targeting poor through selection of poor regions, poor communes, poor villages and poor/vulnerable groups. The project is also targeting at poor/vulnerable individuals.

In spite of this conclusion, it should be noted that many of the agricultural activities demands at least a little capital if they should be successful, and accordingly it might be difficult for the poorest households to take part successfully in this type of activities. Credit is a possible way to get access to capital, but the poor ethnic people are often less inclined to borrow money.

7.4 Gender issues –impact of activities

The Reviews of NAV in 1996 and 1999 reveal that gender issues, especially women, have received much attention in Thua Thien-Hue province from the beginning of the project. NAV's approach in terms of gender issues was divided into two phases as follows:

The 1st phase (1994-1996): Women in development (WID) was the main approach, aiming at encouraging women to further participate in development activities. The credit program, construction and upgrading nursery schools, and gynecological examinations were among women-directed supporting activities of NAV. The Women's Union at all levels (province, district, and commune) are the main partners for the implementation of the above-mentioned activities.

The 2nd phase (1997-1999 and up to 2004): NAV changed to the approach of Gender and Development (GAD). NAV has taken into consideration the roles, responsibilities of men and women in different fields; has encouraged both sexes to take part in activities. Both of them have equality in attending the training courses as well as in enjoying the fruits. However, this mainly aims at improving the role and position of women in the production field and other social activities in general. The training courses for enhancing awareness of gender and gender and development for NAV program officers, NAV beneficiaries in the project-benefited areas are two outstanding activities of this phase.

It can be seen that, in the two above-mentioned approaches, NAV activities have seriously taken into account women, especially poor women, and have positively influenced the living conditions, health, income and capacity building with a view to enhancing the role and position of women.

The enhancement in living conditions and health of women was in terms of supporting activities in the construction of wells, water self-running system, bathrooms, latrines, and nursery schools; in periodical healthcare checks for women and children; in providing training courses for better understanding of reproductive healthcare and sanitation practices. These activities have helped the local people in general and poor women in particular spend more time for production, social activities, and healthcare for themselves and their children. The enhancement in income of poor households, ethnic minority people and women is one of NAV's distinguishing supporting activities. Despite of the fact that there is no statistics, the credit program facilitating poor women in livestock

breeding has played an important role in rising income of poor women in PHQ and some villages in the project communes of Nam Dong and A Luoi. The establishment of some Zeng-weaving groups in A Luoi, vocational training courses of hair dressing aims at rising income for poor women, especially the ethnic minority people.

The enhancement of capacity building of women and men by training courses with different objectives such as communication & facilitation skills, leadership skills, project management, strengthen community health workers, household economic planning, gender training, action-based education, village extension worker network, self – reliance, training of trainers, etc.²⁵ Despite the unavailability of exact statistics, the Annual report (2003) reveals that the number of women participating in project’s activities and in project-benefited areas and heads of SHGs keeps increasing over time.

The training courses in terms of gender at village level have brought about positive impacts in reducing family violence, increasing the share of men in house works especially for newly-married couples, and increasing women’s participation in villages’ meetings. These are the opinions of local people, collected by evaluation team during our visits to the NAV’s project-benefited areas. The number of gender training courses for beneficiaries organised and supported by NAV (Table 9).

Table 9. The number of gender training courses in PHQ, Nam Dong, and A Luoi, 2000 – 2004.

Year	Number of gender training course			Notes
	PHQ	Nam Dong	A Luoi	
2000	7	0	0	
2001	1	2	0	
2002	6	25	1	Nam Dong : 20 courses of Gender & Development
2003	10	11	3	Nam Dong focused on Gender & HIV issues.
2004	3	3	2	
Total	27	41	6	

Source: Annual budget lists (2000 – 2004), NAV program officers.

The above table shows that in comparison with PHQ and Nam Dong, there were only 6 gender training courses organized in A Luoi in total. NAV’s program officer in charge of A Luoi explained that almost gender trainings there were entrusted to BOMs and WUs as organisers, so the number of training was not showed in the list of annual budget in A Luoi. Some training courses were moreover carried out before 2000. The NAV staffs also informs that the district level organisations conducted gender and HIV training.

²⁵ NAV annual report 2003.

In the 1st phase (1994-1996), the Women in Development approach (WID) was understood and defined clearly through a series of women-oriented activities. Although, it is known that NAV has prepared a *Report on gender main-streaming* in 1998 and some steps of gender analysis have been intergraded in PRA training courses for partners, BOMs and beneficiary groups, yet, in phase 2, the GAD approach and gender mainstreaming in activities were not clearly defined in planning, implementation, supervision and annual evaluation of the project as well as POs.

The collected information from activities of NAV from 2000 up to now shows that NAV's GAD approach seems to focus on providing gender training courses and ensuring the appropriate ratio of men and women in participating in the courses as well as other project's activities. Meanwhile, gender disaggregated data such as population, poverty ratio, education, gender-based labour division (in agriculture, live stock, fishes catching), access and control over resources, are essential to know in the project areas to understand the situation, it has not been properly taken into consideration. The definition of gender barriers and gender sensitive issues, originating from socio-cultural factors following the differences from ethnic group to ethnic group and from area to area has not been sufficiently taken into account.

Those constraints may be due to the following reasons:

1. The lack of knowledge on gender as well as gender analysis of POs due to the fact that they received only one-day training course on gender, and a female program officer responsible of gender issues has never attended the training course on gender.
2. The plan of gender mainstreaming into project annual activities has been not implemented by NAV office yet.

Recommendations

- *POs need to be supplied more gender training in a course of 5 days at least, in which should focus mainly on equip gender analysis skills so that the POs are able to be confident enough for mainstreaming gender issues into their annual activities plan.*
- *All staffs should participate in gender training.*
- *Gender disaggregated data related to project areas needs to be collected by POs.*
- *Program officers in charge of gender must attend gender training courses and workshops on gender and development on order to improve their knowledge and skills on gender mainstreaming.*
- *Gender issues in ethnic groups should be paid much more attention to in learning and surveys. Efforts should be carried out to define what gender constraints prevent them for participating in NAV supported activities.*

Conclusions

The impact of the many different types of activities to increase the capacity of women has clearly shown that women are increasingly more active and participating in the activities supported by NAV. The gender activities might have less impact in the first place, but there are evidences that it has some impact on the family life and women are recognised more as equal partners in the household. Maybe it is difficult to talk about “success” about the gender activities, but rather that they have opened a window through which much fresh aid can penetrate step by step when the situation matures.

In the visited communes where gender training had taken place with the participation of men, it seems to have an impact on men’s consciousness and perception of women is changing to recognise that women are working very hard and husbands have to help in the house. But gender training has been less successful to attract men in Nam Dong and A Luoi.

Cultural changes take time to institutionalise, and the impact seems to be higher in the Kinh dominated areas than in the ethnic areas, where paternalism is very strong among the ethnic groups in TT-Hue. Moreover, the number of women taking part in the BOMs seems not to increase, which indicates that it is still difficult to work on equal foot with make in the administrative system.

7.5 Ethnic issues – impact of activities

Ethnic minority groups were considered target groups of NAV since the beginning of the project (1994-1996), due to the fact that they accounted for the majority of the poor and poorest households, and moreover they resided in the remote and isolated areas in Thua Thien-Hue province. They could not access the public services and lived isolated from the outside societies. That is the reason why Nam Dong and A Luoi districts were selected for development activities, as the ethnic groups of Co Tu, Pa Co, Ta Oi accounted for 60 percent of the population, and the rest consisted of 40 percent Kinh group.²⁶

Ethnic households consist of about 70 percent of the total number of households in the IRDP, or 2582 households, the rest are Kinh in the lowlands or migrants who settled down in Nam Dong, according to the basic project data.²⁷ The estimated population of A Luoi district was in 2003 38,300 of whom ethnic people accounts for 80 percent. They include Ta Oi, Pa Co, Co Tu and Pa Hy ethnic groups. In Nam Dong district ethnic people constitute 47 percent of the total population, Co Tu people accounts for the majority plus small portion of Pa Tu people coming from A Luoi.²⁸

The NAV POs documents that around 1,814 households of Ta Oi and Pa Co people in A Luoi had by 2003 benefited from the project: Accounting for 90% of

²⁶ Report on NAV review, 1999.

²⁷ See note no 17.

²⁸ Data collected by POs in those two districts.

total number of households in 6 target communes. In Nam Dong almost of the ethnic households in Huong Huu, Thuong Nhat and Thuong Quang are benefiting from NAV's project.²⁹

In addition to the supporting activities of food security, water and sanitation, credit, health care, capacity building, NAV has taken the ethnic identity for ethnic groups seriously into consideration, particularly after the ethnic study in 1999. This was shown through the supporting activities in Nam Dong and A Luoi such as the bilingual textbooks edition for ethnic children of 1st and 2nd grades, ethnic languages teaching courses for communal officers and teachers of primary schools in 2001; construction of traditional communal houses, Nha Rong, in 2002; 2 training courses on new motifs for Zeng-weaving group in A Dot commune, and supporting for 17 Zeng-weaving women in Nam Dong in 2003.

Despite of the above-mentioned positive impacts, some NAV's activities have not come up to expectation such like the credit program, the breeding model, SALT model and even Zeng-weaving groups which face many difficulties in output market. These are some of the great challenges that NAV is facing and solutions can only be found when traditional socio-cultural features and the impacts on living style of beneficiaries are seriously surveyed. As the government now in principle is more committed to bilingual education, according to the CPRGS, there is a large increasing space for bilingual education.

The language barrier is also one of crucial causes for some of the unsuccessful activities of NAV vis-à-vis ethnic beneficiaries (see also chapter 6). The collected data during the field visits of the evaluation team shows that Kinh language is the main language for the training courses for Ta Oi and Co Tu beneficiaries. Most beneficiaries at village level are not so fluent in this language, and they cannot comprehend all the information even when the action-based education method is used.

Recommendations

- *Ethnic languages should be used in training courses for ethnic people*
- *To define what socio – cultural factors that influence (negative and positive) the activities implemented as well as results of the project.*
- *Participatory approach should be realized about advantage and disadvantage of this approach so that to be able to applied it with the best effectiveness.*

Conclusion

The general conclusion is that the NAV supported activities have consciously targeted the ethnic areas and ethnic groups. However, they are more successful in the Kinh dominated areas than in the ethnic area in spite of the efforts to focus on ethnic groups. It is not so surprising as it is well known that it is more difficult to

²⁹ The data format among NAV POs in the various district are not compatible, so it is difficult to compare their data.

work in ethnic areas than in Kinh dominated areas. Learning is that methodologies have to be accommodated specifically to ethnic areas and groups, and the objectives might not in all cases be the same. It has at least to be identified before it can be taken for granted. However, it is possible that the impact of the NAV supported activities relatively speaking has been higher compared to other types of programmes, because NAV have attempted not only to listen to people, but also have accepted some of the cultural wishes to be equally important.

The long wars in Vietnam since the time of the August revolution in 1945 to the end of the American war in 1975 were followed by thorough social transformations. None of the communities visited in Nam Dong and A Luoi, and most of the communities in PHQ have settled at the present location since the 1970s. The ethnic groups moved because of their swidden agriculture, the was forced many communities to move, and since end of 1970s and even up to the mid 1995s many communities have moved from the lowland to the hilly and mountainous areas. This history of a uprooted society has to be taken into consideration in the cultural analyses of the province, where interaction between various ethnic groups have been fairly active.

A short outline of traditional socio-cultural features of ethnic minority groups of Ta Oi, Co Tu, Bru- Van Kieu in Quang Tri Province-Thua Thien Hue

Based on the research by the ethnologist, Dr. Nguyen Xuan Hong: “*Marriage-Family-Funeral rituals of ethnic people of Ta Oi, Co Tu, Bru-Van Kieu in Quang Tri, Thua Thien Hue provinces*” (1998), Co Tu people accounted for 98% of the total population of Nam Dong commune and mainly resides in communes of Huong Huu, Thuong Long, Thuong Nhat, Thuong Quang, Thuong Lo and Huong Son. Meanwhile, Ta Oi people mainly resided in A Dot, A Roang, and Nham communes of A Luoi district.

Traditionally, swidden agriculture was the main farming method of the two above-mentioned groups. Each family had their own farm land and had the right to choose a suitable area in the forest for cultivation. So, land was the asset of families but the ownership of land belonged nominally to their villages, therefore they had to inform the head of village before clearing new land in the forest for cultivation. Breeding, knitting, weaving and hunting played only the second-ranking role of family economies.

In the past, the village was the fundamental social unit, guided by customary law. The head of the village had the highest position, which was either transferred from father to his son or he was elected. The old-aged council (Hoi dong Gia lang) including old-aged people in the village with long life experiences in production and well understanding the customary law of the village, played the role of advisors to the village head.

The village included different family lineages. There was a male head of each family lineage due to the fact that Co Tu and Ta Oi people followed the patriarchal system. He understood the customs of the village with high interpersonal skills and deep understanding of the importance of their ancestors' graves, because each family line has their own cemetery.

Due to the fact that Co Tu and Ta Oi ethnic groups followed the patriarchal system, the head of the family played the decisive role in important matters such as production, marriage, religion, and funeral rituals. He also managed the assets of the family like land, animals, gong and jars, and so forth. These assets were only transferred to the son, particularly the eldest one. He was also the representative of the family to take part in all common activities of the village. On the contrary, Ta Oi and Co Tu women did not have much power in their family as well as in their community and their status depended on men in the family before and after marriage. They do not have right to inherit their parents' assets. Dr. Nguyen Xuan Hong's research showed that Ta Oi and Co Tu women only obtained real value when they got married because then their family received bride price from the husband's families. Hence, they have to work hard, obey their parents in law and not be involved in the social affairs and religious rituals of the village.

8. Sustainability of NAV supported activities

Sustainability of the IRD programme activities are mainly seen in the light of NAV is phasing out of the activities at present, and the question is if the activities - and impact - are long-lasting in shorter or longer terms.

8.1 Primary stakeholders

According to the primary stakeholder assessment, it seems as if many activities will continue because they are now integrated as internalised knowledge and practices. One of the most successful areas is probably the capacity building carried out in combination with the various other activities. The beneficiaries stated clearly that they take part in decision and management of projects, and they are able to formulate and apply for new projects. Ability like that would not be present in similar communities in other poor and remote parts of the country. This is supported by the general impression of the communities visited by the evaluation team. They appear more organised in production activities, gardens, and sanitation than it could be expected, even if there are some households still facing many problems.

It is not so clear if the SHG and IG will survive after NAV support is phasing out. The picture differs from place to place, but the Stakeholder Assessment gives the impression that participatory methods were making a difference to the projects

and that these methods would be continued in the future. That is more important than the groups in itself will continue. Some of the SHG and IG met by the evaluation team seem to be vigorous and working joyfully together, most of them clearly dominated by women.

One type of groups like water maintenance teams is a type of group that will continue, because they have got a special task to maintain the water system and to collect funds for maintenance from the beneficiary households. The evaluation team only met with one water management group. However, it is the impression that this three person team might be sustainable, but it did not have other functions than to carry out the mentioned task (important enough as they are). The task seems however to some extent to be 'placed' at the shoulders of the three person group, and it cannot be seen as a spontaneous grassroots activity. The maintenance team received a small allowance of 12,000 dong a month paid out of the funds collected from each household of 2,000 dong per month.

The team assessment is less convinced that many of the groups will continue in the present form than the Stakeholder Assessment, because they seem to be dependent on a project and funding to continue to work. But quite some of the activities are taken into the daily life like water and sanitation, capacity building, literacy and will continue. The nursery schools teachers are supported by the commune and district authorities and will also continue. Income generating activities, on and off-farm, will in the future depend on each locality and the individual household and cannot be generalised, however, some will continue. Machine provided for the community for threshing, plucking and milling rice should also continue as they are reducing the labour considerably.

8.2 BOM assessment of sustainability

According to BOM assessment, sustainability of activities and impact are quite clear in the areas where NAV have been working, eg agricultural activities will be kept going in the future without NAV support; the activities related to social aspect like well, sanitation, nursery school, health care, etc will be used for a long time; environment will to some extent be protected by the increased awareness of people; hygienic condition will be improved according to the better knowledge. Strategies have been developed for phasing out and consolidation of the BOMs with increased weight on training courses in the year 2004 (Annex 2); grants were reduced gradually and self-contribution increased, and BOMs, mass organisations, and groups were encouraged to outline project proposals by themselves.

However, regarding the question whether the BOM will continue as an organisation or not, there are different trends depending on the reality of each commune, according to the BOM evaluation:

- i) Will continue to exist (Nam Dong: Huong Hoa, Huong Loc), (A Luoi: A Roang, Hong Thuy, Hong Thuong), (all BOMs investigated in PHQ)

- ii) Not be able to exist because of insufficiency of fund (A Luoi: A Dot, Hong Trung), (Nam Dong: Thuong Quang, Thuong Nhat, Huong Giang, Huong Huu)
- iii) Do not know if it will continue (A Luoi: Nham)

The team's assessment is less convinced that the BOM will continue in the present form, particularly if there is no continued funding; however, there is reason to believe that they will continue if other projects with foreign funding and participatory approaches are implemented in the locality. This seems to be the case in many of the localities, particularly because of the large-scale projects carried out with funding from the World Bank and the up-coming project by ADB, or new NGO supported projects are started (see Annex 8). Some of the BOM members are already involved in this type of activity, particularly the Chairmen of the People's Committees.

Some BOM will continue to maintain a number of the existing projects or credit funds, particularly in PHQ areas.

Conclusion

Many of the activities will continue and should be considered sustainable, but the structures might change. It seems that the capacity building might be more sustainable than the tangible activities, even if it is not possible to measure in quantitative terms.

8.3 Team assessment – sustainability of participatory approaches, integrated approaches, SHG/IG, and bottom up-approaches

8.3.1 Participatory approach method

This method is widely used in development projects in Viet Nam today, which is based on the self-assessment and self-analysis of participators with a view to collect certain information about a specific set of issues, so participators can show their own opinions and needs. NAV has applied this method from the commencement of supporting activities (1994-1996), so the achievements of NAV's supporting activities were due to the fact that they have relied on the opinions and evaluation of local people including women, men and the poor. This is one of the important factors to ensure the high sustainability of NAV's supported activities.

NAV has in principle not donated full support to the community projects, but mobilized the contribution of the local people in activities such as the construction of dams, irrigation system, wells, bathrooms, latrines, nursery schools and community house so as to reach high sustainability for its activities. The local people can make the contribution out of money, labour, materials, which promote them to show their high responsibility in using and maintaining these construction works. From 1997, this principle was firmly introduced, after the first years of more lax support without demands for cost-sharing, and the NAV reporting is

accounting the local contributions in most of the activities. The aim has been to increase the local contribution step by step. However, it is constantly a contested area, where the poorest are less able to contribute with anything but labour.

This principle – help to self-help - has not fully been endorsed by the local communities, who hope for more support from NAV, not less, now they increasingly felt they were able to spend the funds productively. Supposedly, much of the local contribution has taken place as labour and materials, and it is raised as a question if the communities have fully understood the NAV principle. The lack of repayment of the credit funds demonstrates a lack of understanding of this principle, even if it might be explained by the fact that other funds were donated without the need for repayment, and the understanding of NAV's role was confused by the different ways of operating.

Though the participatory approach is fashionable and widely used in development projects, it has also constraints. This method constitute a self-assessment and self-analysis method of local people to define their needs, but participators are not always able to assess the feasibility and suitability of their own proposed needs, especially the technical issues of construction works or production models. This is one constraints of the participatory approach, which should be taken into consideration before being applied, and it might be one of the causes for NAV's unsuccessful activities mentioned in Chapter 6.

8.3.2 Integrated approaches

The team assessment of the integrated approaches is in general very positive, but it is also a conclusion that fairly difficult to substantiate. This conclusion is partly based on the fact that it is difficult to assess which of the activities are the most important for the high impact of the project, because they seem to supplement each other: production improvement, combined with better health and improved knowledge, and training combined with practice. Many projects which focus more on one type of activities will often lack success because the other factors are not developed accordingly. The capacity building moreover supports the commune and village level activities and other activities at district and province level, and the integrated approach is working both horizontally at village level and vertically between the various administrative levels.

Two aspects should be taken into consideration. First of all the activities themselves support each other at community level. They have already been reviewed above. Secondly, the institutional – vertical - connection between the programme and the government administration at all levels seems to be important in the Vietnamese context. The NAV programme started its activities through the BOMs at district level with little stakeholder involvement, which was the common approach in Vietnam at the time. The BOM then moved to commune level, but must still be considered a government institution even if there is an element of “civil society” through village leaders and SHG/IG representation. Most of the supported activities from NAV fit well into the government strategies

and plans, which particularly in the early phase were under-funded from government side. However, it has to be realised that the programme probably worked out because it was interconnected with the government programmes, and this way caught attention, interest and support. It seems also that the government at various levels is willing to support quite some of the activities with current expenses and repair in the future. Payment for teachers in the nursery schools, maintenance of water management, roads, extension services etc. need maintenance or allowances. The cooperation with government is crucial for this sustainability. The integrated approach has probably contributed to make NAV more well-known in the government administration and also well-accepted which improves the sustainability of the activities. There are nevertheless also weaknesses in this coordination and there are not always funds for maintenance and repair, it was identified by the team in some of the villages.

8.3.3 SH, IG and bottom-up approaches

The set up of SHG and IG is to some extent a spectacular development in the Vietnamese context, where bottom-up approaches are less familiar. The decree 29 on Grassroots Democracy has pushed in the direction of more transparency and participation, but still mainly in activities decided at higher levels, usually approved by the district.

There seems to be quite wide scope of practices in different provinces for the possibility of grassroots organisation to operate, and TT-Hue is among the more open ones' in this respect.³⁰ There should, however, not be doubt that the organisations are still firmly led by people who are respected in society for their positions either in the mass organisations, the public administration or as village leaders. The groups are not spontaneously set up by community initiatives, as might have happened in some other countries. The groups do not appear to be networks used for many other purposes than the exact purpose they are set up for. It is not part of the political culture in Vietnam, and it is impressive how much the system in spite of that has been innovated in the last decade. NAV has been part of this process and has in TT-Hue play an extraordinary catalyser role from what the evaluation team is able to assess.

8.3.4 Recommendation

It would be interesting to investigate the relation between the grassroots democracy decree no 29 and the new version from 2003 no 79, and the NAV activities. Moreover, there seems to be increased legislative initiatives to define the role of NGOs and local organisations which would be important to follow up.

8.4. Gender issues

NAV's activities have played a positive role in improving the living conditions and income of project beneficiaries including Kinh and ethnic women.

³⁰ Adam Fforde and Associates, *Decentralisation in Vietnam*, Report for AusAid, n.d. ca. 2002.

NAV has genuinely encouraged the participation of men and women in all activities as food security, water and sanitation, healthcare and capacity building. Based on the information of POs, women can bring forward their opinions in planning, designing construction works, which was considered the jobs of men. The participation of both genders is one important cause for ensuring the sustainability of activities because they all benefit from these activities.

Awareness enhancement and capacity building for the communities including women and beneficiary groups in general through training courses and comprehensive activities, is considered as some of the most sustainable activities of NAV, which has been highly appreciated by Women Union in Nam Dong and A Luoi, BOMs, and provincial agencies such as CAE, CEMA and DPI.

The newer gender approaches (GAD) which advocate equality and acceptance of the importance of the role of both genders are still new in Vietnam, and the understanding fairly limited. The gap from a patriarchal society to the increasing acceptance of women as an important and – almost – equal factor is still only underway. To some extent, gender approaches should be easier to understand than more clear-cut women’s programmes, and less ‘threatening’ to those who fear that women activist leaders just want to reverse the situation between men and women; but the frame of understanding ‘gender’ might still be too sophisticated to be easily understood. Gender awareness courses and gender awareness in relation to other courses and activities have probably opened the door to a different way of thinking, but there is still a long way to go. These activities are not really sustainable but have to be repeated continuously before they might reach a certain level of sustainability.

Recommendation

Gender activities and approaches have to be repeated many times and in many different contexts. The NAV staffs also have to improve their gender understanding in order to transmit a better understanding in mass organizations and in the localities.

8.4 Possibilities of scaling-up

The evaluation team has reflected about possibilities of scaling up effect of the positive learning from NAV’s activities.

- Many farmers in NAV target areas were involved in technological development activities, and accordingly a number of farmers became key persons for transferring technologies to others (farmer to farmer approach).
- Extension workers were trained according to the ideas of provincial and district organisations. They can bring their experiences gained from NAV’s supported activities to the other extension workers in other commune/villages which are not NAV target areas yet (extension to extension approach).

- Through support from NAV, mass organisations like FU, and WU at all levels had increased their capacity, they have especially got opportunity to reach the poor. This is considered to be a positive way for scaling-up.

- Methodologies that NAV applied were highly acknowledged by the policy makers. Possibility of scaling-up will be easier if they receive support (policies or regulations) from the policy makers.

Some difficulties for possibilities of scaling-up:

- Lack of capital and means to disseminate the results
- Low education, especially among the ethnic groups.

8.5 Project organisation of NAV – some comments

8.5.1 NAV staffs

One of NAV's strengths and reason for high sustainability effects of the programme activities has been the project organisation itself with 6-8 project officers, some support staffs plus one expatriate project director, now called Residential Representative. It has been an objective from the beginning to make the staffs as self-organised as possible and considerable training and capacity building has taken place. The staffs have changed in recent years, which have demanded renewed efforts of management of the NAV programme, and also a need for discussing the objective of the organisation. One of NAV strengths is the high level of enthusiasm and commitment of the staff to the vision of NAV. Along the development of professionalism this type of enthusiasm is not always possible to maintain, if the organisation is not renewing itself. Moreover, the main activities from the earlier phases are coming to an end and new activities have to be identified as well as other possible changes for the status of NAV.

One of the positive characteristics for NAV as an organisation is a high level of engagement and well skilled and engaged staffs. This evaluation team does not have the mandate to evaluate the capacity and organisation of the staffs, but it is the general impression by the team that the commitment and engagement of the staffs is a major factor for the successful achievements of the project. The close follow up of the activities and good relations between the staffs and the stakeholders is most important. NAV has also avoided the trap of becoming directly involved in the implementation of the activities, which would have limited the capacity of the organisation severely.

It is also evident that the decision to concentrate activities in the project office in Hue was right at that time, and has provided NAV with a special status in Hue. If NAV in the future will coordinate more with other organisations, there will nevertheless be more need for contacts to other organisations with head-quarters in Hanoi or Ho Chi Minh City.

The evaluation team noticed during the mission's work in Hue nevertheless also some shortcomings, which the team would like to transmit to NAV for consideration.

8.5.2 Recommendations

The staffs need to continue to be trained and capacity built up in accordance with the needs of the organisation and the changing focus. Some areas can pointed at:

- *gender training for all staffs and particular a lead person*
- *training course in understanding of ethnic cultures and organisation*
- *teambuilding courses for PO staffs in order to work in a less fragmented way with main focus on their own geographical area*
- *more focus on the mission and goal of the organisation and the general changes in society*

In the period of phasing out NAV should focus more at analyses, learning, and dissemination/visibility; and the time consuming jobs of manage and monitor the projects should be reduced. This should be possible along with the reduced number of activities, which to some extent is overloading the staffs.

In earlier periods NAV was more active in cooperating with other organisations, networks and the government at various levels than it present. This would be a feasible strategy in the coming time to strengthen this part of NAV's activities.

8.5.3 Reporting

On the problem side the reporting of NAV has to be mentioned, as it has an impact on the work of this evaluation team as well. The basic project document was never outlined and the objectives and strategies developed to some extent along the line. The history of NAV shows that at the time the organisation was established, it had no legal status for 2 years, it was not granted until 1996. No doubt the reasons for weak outline and reporting in the early years are related to the somewhat unsure situation of the NAV status, and the new experiences of INGOs working in Vietnam. However, it is probably also a fact that many INGOs are working out of engagement and are less professional in baseline studies before a programme is started. The NAV programmes have developed step by step from its beginning. There is fairly good reporting and assessments to inform about the IRD programme from 1996, but the reports are varying over the time and hard to compare.

It was one of the demands in the first Review Mission from 1996 that NAV should conform more to Logical Framework planning (LFA). This has to some extent been followed, and the reports are informative in each their way, but it has not been followed up in a consistent way. Through discussions with the staffs it came out that they are trained in LFA methodology, but one of the problems originates in the character of the activities carried out of the NAV: They are so

plentiful and diversified that it is difficult to contain in a usual LFA planning. This is accepted by the team as a problem for NAV and in general the new types of Integrated Rural Development Programmes starting in the 1990s with the approach to work in a holistic manner - contrary to many development efforts which are more partial and fragmented. Integrated rural development has to include a range of different, but interrelated activities, and the reporting is accordingly more complicated.

Since 1997 Annual Reports were outlined, and from 2000 strategies for 2 years were also prepared, supplied with an Annual Plan and concluded by an Annual Report. This principle of reporting seems feasible, but not very transparent and accessible carried out and with quite a number of variations in terminology often with use of the modern development jargon and ideas which are difficult to define. The actual activities are reviewed in the Annual Report, but as the reports are spilt up in the three main project areas for a number of years, it is not easy to have a total view of activities. By request, the NAV staffs was able to provide more detailed information, and it was revealed that a monitoring system seems to be accounted as for activities implemented, cost and sharing with the local partners. However, it is not easy to obtain a complete picture of the activities carried out – and accordingly it is also difficult to monitor and evaluate, both the activities and the programme.

Regular review missions have focussed on overarching issues of NAV's engagements (1996, 1999, 2002, 2003), and they consist of interesting analyses and recommendations which have been useful for NAV both in improving planning and changing a number of procedures. The main focus of the reports has concerned the management of NAV and review of the activities with special emphasis on the strategic goals and role of BOM and village level groups.

Moreover NAV has requested a number of specific studies in special fields where problems were encountered, including ethnic issues and credit, which have proved very useful for NAV.

The accounting system is not sufficient for analyses of activities, because of too much disaggregating of expenses and accordingly too little general information of spending in activity and area. The final annual financial statements are on the other hand so brief that it is hard to use for annual comparisons.

8.5.4 Monitoring

The monitoring of activities is taking place at project level mainly by annual BOM self-evaluations. However, there might still be a lack of monitoring as for the activities implemented in general and for the quality of the activities. The knowledge seems to be internalised, which makes the programme less transparent than necessary. The first review report 1996 pointed at this problem, which is not easy to solve in a programme as the IRDP, as it might lose its effectiveness by mainstreaming the work into a few and larger activities. But it is recommended

that the NAV office should introduce monitoring systems that can also be aggregated at more general levels. It seems as if many of the programmes now and for quite many years back are separated into the three project areas. This is fine for detailed planning, but not for general accumulated knowledge. Budget analyses might be helpful for understanding which activities and which geographical areas have achieved funding in the various years. However, the categorization of the activities is not sufficient for such analyses.

Some examples of lack of monitoring:

- No monitoring of the SALT programmes.
- No any evaluation/monitoring of results of off-farm activities like mason, haircutting, tailor, electrician.
- Weak in storage of data and information before and after implementing NAV projects and evidences for change on living standard of the farmers in NAV target areas.
- Wells in Thuong Nhat failed because of too high demand for contribution by the poor, no attempt to solve the situation.

The nature of NAV's programme, the reporting and monitoring has led this evaluation team to use more qualitative methods, supplied with information from the reports, as mentioned earlier. There are no overall fixed indicators to follow in the overall management, and – it has to be admitted - they would probably have difficulties to be representative. On the other hand, the qualitative indicators have weaknesses as they in the last resort have to be based on personal assessments from partners and from the team.

8.5.5 Recommendations

The reporting system in NAV needs to be reviewed and improved, simplified and made coherent concerning activities, monitoring, and accounting.

9. Reflections and learning

This chapter attempts not to repeat what has been said earlier but add a few extra reflections generated by the reporting.

9.1 Gender and gender sensitivity

One of the perspectives in gender approaches is that the role of each sex is culturally determined, and accordingly it also changes from one culture to another. In most societies there are various forms of discrimination against women, but the solution is not uniformly to determine what is right and what is wrong. The gender approach does moreover not only focus on women like the “women and development” approach advocates, but rather on both the roles of men and women in the social context.

The different roles of women and men in productive, reproductive, and public activities not only show the gender roles but also their various experiences in the above-mentioned activities as well as their different interests and needs toward the project activities. By identifying these differences and taking them into gender mainstreaming plan, then both genders can benefit equally from NAV supporting activities. To outline useful gender plans might first demand some analyses of the various cultures.

In other cases it might be useful to focus solely on women, if they need to increase self-confidence and self-reliance. In the early phase of the NAV project in TT Hue, women have obviously benefited much from the supportive activities focussing women only. And combinations of gender approaches and women-only focus might in many cases prove advantageous, because women who are not used to be part of the public life will often retreat when men are present.

9.2 Ethnic groups, poverty and different culture and understanding

The team is aware that NAV is engaged in following the principles - to listen to people - in general, but when projects are not successful, it is useful to find out the reasons for the lack of success. Some times the causes are easy to detect like illnesses in either people or husbandry, but often there are more complicated rationales behind. In some cases the understanding of what is important in life between various groups of people may differ more fundamentally.

The SALT system (sloping agriculture techniques) might be an illustrative example. The principles of SALT consist of building contour lines on the sliding lands like a type of terraces, and planting of special plants which prevents land erosion. The system seems basically to be sustainable, increase production and prevent erosion of land, one of the greatest dangers in the increasingly intensively cultivated land. However, if the target group cannot or will not manage the technology it is a waste of time and money, but it takes often considerable time to find out that it does not work. Why did NAV for instance continue to support the SALT model quite long time after it was very difficult to gain support to this type of agriculture? And why was it never discussed why it was given up? One answer might be that learning takes time, and somebody did not want to give up the model before it was fairly obvious that it did not work. It is also a question is if it was NAV or the government which promoted the model?

The government is more eager than NAV today to achieve sedentisation of the swidden using farmers, and to introduce new technologies. In the 1990s, the understanding in the government – and the same was also true for NAV - of ethnic issues was considerably lower and less concerned than today, but the approach to life values between the official development thinking and that of many ethnic groups are different (just as there are also difference between ethnic groups as well). The government - and in general Kinh people - is usually following policies where “models” of new technology is invented and followed

up by spreading the ideas to other places. It might have been the government who wanted to pursue the SALT model, but it could also be within NAV that this model was hard to give up after spending much efforts and funds on the promotion, and of course a belief that this should be an improved and more sustainable method. Today, the government, even up to provincial level, recognises that the SALT was not successful. NAV supported the model at least up to 2002 with suggestions for new establishments, but today that support seems to have vanished. The team can however only conclude that there is not much interest in the SALT model, and further investigation had to be carried out to find out why it did not work, and what measures eventually would be needed to make it successful. The more firm conclusion is that the poor farmers have no possibility to employing it, because it need more labour and investments than the possess.

Another programme, promoted by the government, is the sedentisation programme, which has influenced the life and agricultural methods of the ethnic groups fundamentally. It appears almost completed in the project areas, even if there are cases of swidden agriculture still to be heard of by the team. One of the most pressing problems is the lack of land for a population that increased quickly, and migration took place from the 1970s from the lowlands which increased the land pressure.

Whether it is the government or NAV who wanted to continue the SALT for quite many years is not clear. However, it points to the more general issue which to some extent poses a dilemma for NAV. How much shall NAV give input in general government programmes? How much should it support initiatives which supplement the government initiatives? To what extent should NAV support activities of non-governmental character? It seems as if NAV often supports or subvents government programmes that would not otherwise be carried out (nursery schools is an example). Other activities besides the government decided programmes might include introduction of new methodologies and ideas like the bi-lingual programmes, and to some extent the gender training; or target groups that are not easily reached by the government like the poorest, handicapped, children, ethnic groups. It appears that NAV has employed all these approaches, but how the balance between the various types of activities is weighted is not known. Secondly, it is important to consider which balance between support of government activities and more supplementary activities will have the greatest impact!

One learning is that it is difficult to start up new activities in production for most ethnic people, because they do not have the capital, they are not very familiar and comfortable by borrowing money, and know it might be difficult to repay. Money is something that, in case of need, can be borrowed from relatives and be repaid when convenient – without interest. For people who are living near subsistence level and have different cultural traditions, it is not always enough to have the ideas, knowledge and funding to start activities. Both understanding for

culture and technical knowledge might be essential, and it needs to be combined with the other of NAV's methodologies. In some cases it is not enough to apply participatory methods, as there might be technical, social or other conditions preventing the use of local initiatives, even if they are determined in participatory ways. In other cases, it might be important to listen to people to find out what is possible to do within the existing production system and try to renew it step by step. Disease is one of the other factors, which from time to time bring considerable problems to new production activities, both for chicken, pigs and cattle. The high-breeding varieties might be more difficult to raise than traditional varieties or some cross-breeds, and it might destroy a weak household economy if the livestock dies.

There is also a question of balance between securing local contribution (particularly in money terms) and targeting the poorest and most marginalised household and people. It is common knowledge that it is easier to start up learning and new activities among people who have some capacity, knowledge and capital, and most new initiatives demand this. Many new rice varieties cannot be employed successfully without addition of fertiliser and access to the new seeds, eg that needs some capital. The poorest groups might not have the needed capital which often leads to failure of otherwise reasonable modernisation programmes. All figures and information point to the fact that new technologies are employed in rice cultivation in the project areas, but the evaluation mission is not able to assess how much the poorest farmers are employing the new methods. There are a number of evidences and case-stories pointing in the direction that it is *not* always the case.

More controversial is the fact that there are also people, particularly ethnic groups, who are not interested in taking up modern lifestyles. It might be a question if they should not have the possibility to continue a more traditional life if they want to, and they are not harming the nature.

Recommendations

- *To vulnerable areas (remote areas, ethnic groups, fragile areas in respect of natural resource utilisation...), diversification of farming production by planting several kind of crops, fruit trees, vegetables, beans, and raising several kind of animal will be very important to get enough food for family consumption and some cash for improving living standard.*
- *Materials supported (seeds, breeds, productive equipment, fertiliser, etc) should go together with relevant technical training courses in order to help farmers improving their knowledge and skills to deal with poverty situation. The local knowledge should at the same time be taken into consideration.*
- *Make opportunities for the poor to access natural resources (land, forest) as much as possible.*
- *Should go directly to the poor, start with what is available, and not with what they are lacking.*

- *When introducing new interventions to the farmers, attention should be paid to its environmental effects (like water pollution problem in cagefish raising in Ha Cong village, Quang Loi commune) and to its sustainability (like simple running water system might not be suitable in area with very heavy rain and steep conditions; and cross-breed ducks were not suitable in A Luoi).*
- *Interventions should be both focus on on-farm and off-farm activities, and moreover it should use or combine indigenous and new technical knowledge.*

10. Some recommendations in a forward looking perspective

NAV should focus on areas that will not otherwise be financed, either specific issues like maintaining the identity of ethnic groups in spite of the integration into the larger socio-economic environment. Language teaching in both ethnic and Kinh languages is an important area, which is included as one of the goals in the CPRGS, but not promoted much in the districts.

HIV/AIDs activities seems to an important area to continue; It can be promoted both as awareness raising in all geographical areas, and it can be developed as special programmes for areas with considerable HIV/AIDS problems.

Resettlement is an area of importance, where NAV has much experience.

Activities in Hue City among migrants.

Gender policies and strategies have to be renewed and improved.

Handicapped children because of Agent Orange or other reasons.

Make sure that new teaching methods are practiced.

Some of the government activities are not carried out in practice because of lack of funds – but this type of issues should be discussed with province and district, and other organisations as well.

Knowledge of activities of other organisations and government programmes important in order not to overlap, and to bring synergy to various activities. Many organisations work on poverty reduction, public administration – the question is to identify where NAV can contribute something special.

Income generation. The Finish Ministry for Foreign Affairs and other programmes also support this issue. NAV has to see what is the comparative advantage of NAV compared to the other organisations and government programmes. The weaving activity is an example. That is empowerment combined with income generation.

Agriculture is usually still the main source of income generation. Access to markets and knowledge on business is important for farmers. But first farmers should be able to increase the production to ensure food security.

**Evaluation
of
Nordic Assistance to Vietnam (NAV)
Integrated Rural Development Programme
Terms of Reference**

27.08.2004

1. Background

Nordic Assistance to Vietnam (NAV) was established in 1993 in response to a request from the Government of Vietnam and as follow up to Nordic Assistance to Repatriated Vietnamese. A Consortium of Scandinavian non-governmental organisations; Dan Church Aid (DCA), Diakonia of Sweden and Norwegian Church Aid (NCA) agreed to work together in support of long-term development assistance to Vietnam, nominating NCA as the lead agency. DCA pulled out in 1999 and Diakonia will pull out of Vietnam by end of 2004.

The NAV project started in January 1994, focusing on support to community based development initiatives in selected districts and communes of Thua Thien-Hue (TT-Hue) province. In 1996 HIV/AIDS was included and has become a major focus supported by NCA. The Sculpture Project was included in 2002, NAVs role mainly having the administrative and financial responsibility. At the same time an agreement was signed with the Norwegian Football Association cooperating on a project: Football for All in Vietnam. The two last projects being part of a concept using culture as a method in development issues.

NAV in TT-Hue Province is in the second year of phase IV. Due to Diakonia pulling out by end of 2004 a strategy for phasing out the Integrated Rural Development Programme (IRD) is designed for the two last years covering 2003-2004.

NCA will remain in Vietnam continuing the HIV/AIDS, Sculpture and Football for All projects. The evaluation is important for NCA/NAV regarding future support and work on IRD projects.

2. Objectives

The objective of the evaluation is to document results of NAVs long-term commitment in TT-Hue province, and to the extent possible draw some major lessons learned. The main overall focus should be directed to results and impact in the project area with integrated rural development programme activities.

The overall objectives of the project includes poverty reduction by targeting the poorest segments of society carried by the basic idea that people's participation is the most efficient way to increase food security and in general reduce poverty. In all identified objectives of the programme, specific focus should be given to the impact it has had on capacity building particularly at community level, and at women and men respectively. Moreover lessons should be drawn on the appropriateness to utilise the participatory methods in both areas with Kinh majority and areas with ethnic minorities as the majority.

The evaluation will focus on the impact of NAV activities before phasing out. Reports should be considered as background and context of the present project. Moreover, the assessment should include assessments of the target areas and the partners involved in the programme.

The evaluation mission should

- Assess to what extent the programme has contributed to reach the intended beneficiaries.
- Assess the strategies applied by the programme vis-à-vis the main partners like the BOMs, Self-Help Groups and Interest Groups.
- Assess the effectiveness of the programme methods applied in the communities: Participatory approaches, integrated approaches, self-help groups, bottom-up approaches
- Assess the impact of the programme in relation to the main activities: Food security, health, HIV/AIDS, water and sanitation, education, credit, emergency preparedness, and the cross-cutting issues of capacity building, gender and ethnic minorities. The assessment should be based on the survey carried out by the NAV staff, sustained by the evaluation teams' impressions.
- Assess the sustainability of the programme in the project areas.
- Identify opportunities and constraints in achieving successful impact of the IRD programme in TT-Hue.
- Create opportunities for reflection and learning.

3. Programme

3.1 Target areas

NAV has been working in the poorest villages in 17 communes in two mountainous districts and three lowland districts in Thua Tien-Hue Province.

A Luoi District:

A Roang, A Dot, Hong Thuong, Hong Trung, Nham and Hong Thuy communes.

Nam Dong District:

Thuong Nhat, Thuong Quang, Huong Huu, Huong Giang, Huong Hoa and Huong Loc communes.

Phong Dien District:

Phong Thu and Phong Xuan communes.

Hong Thuy District:

Duong Hoa commune

Quang Dien District:

Quang Thanh and Quang Loi communes.

3.2 Target groups and focus areas

NAV has had a specific focus on ethnic minorities and women in the poorest villages in the 17 communes in TT Hue-Province. NAV has supported integrated rural development focusing on food security, water and sanitation, health, HIV/AIDS, micro-finance, education and capacity building.

3.3 Project strategies and methodologies

Partnership/implementation

NAV has been working with and through partners within the government structure and government related agencies as well as support services at province, district and commune level. At commune level Board of Managements (BOMs) have been organised consisting of representatives for people's committee, mass organisations, schools and village heads as one of the core partners. At the village or community level people have organised groups pursuing specific goals based on self-management:

Village level	Self-Help, Interest and Management Groups
Commune level	Board of Managements (BOMs)
District and Province level	Mass organisations Departments, Sub-Departments Support Services

Approach: Planning, reporting and evaluation system

NAV has used a participatory approach focusing very strongly on people's own contribution and participation in identification, planning, implementation, monitoring and evaluation.

The programme has used the Participatory Rural Appraisal methodology (PRA) in identifying activities. The central planning and reporting system has differed throughout the various phases and is fairly inhomogeneous. The projects started at a time where official statistical data were still weak, and no baseline study was carried out. This limits the scope of the evaluation and has furthermore implications for the methodologies applied.

Organisation and management

NAV has had an expatriate Resident Representative, generally posted for a period of 3 years, 6 project officers and a small support staff. The Project Officers are organised as a team with one Project Coordinator as head. The staffs work in pairs, allocated separate geographical areas of responsibility. In 2003 the Project Officers were furthermore given specific thematic responsibilities.

4. Methodology of the evaluation

The evaluation will be conducted in several stages as described in part I, II and III.

Part I

Participatory evaluation carried out under supervision of the NAV staffs.

1. Objectives and indicators

The objective is to assess the impact of the programme through the opinions of the primary stakeholders in respect of the main fields of interventions:

- Capacity building
- Food security
- Health
- Education
- Emergency preparedness
- The role of BOM
- Participatory methods

2. Methodology

The team leader will together with NAV staff prepare the issues for the participatory evaluation which will be facilitated by the NAV staff in 17 villages. A qualitative based questionnaire

will be prepared in cooperation of the evaluation team and the NAV staffs and presented in meetings with the villagers. The villagers will be divided in women and men groups in all areas. In addition there will be meetings with non-beneficiaries in the three lowland districts. The staff will assess the responses at the meetings with primary target groups, and note stories which illustrate strong and weak points generated by the projects. The staffs are responsible for translation of the reports into English. One pilot study should be conducted in each area to test the questionnaire prepared and adjust it.

3. Timeframe

The pilot to be conducted as soon as the questions are finalized in April-May.

The participatory evaluation to be conducted in June-July. The reports to be finalised to be shared with the evaluation team by August.

4. Expected outcome

Data according to questionnaire in Vietnamese and English and illustrating stories from project area.

Part II

BOM evaluation: Self-evaluation facilitated by NAV staffs

1. Objectives and indicator

Guidelines to be developed

2. Time frame

Should be completed before mid-August.

3. Expected output

Reports from 17 villages

Part III

Team evaluation: Evaluation of case studies in the project area at different levels and different partners

1. Team composition

The team consisting of three persons: One team leader, one socio-economist and one locally based resource person. The team will be supported by NAV staff and one interpreter.

2. Objectives

To assess the project according to the objectives in #2. Based on the NAV assessments and field visits in the project area.

3. Time frame

Mid-August to mid-September according to time plan. The work in Hue is planned to take place 27 August to 11 September. 1st draft of report prepared in 10 days. After comments from NAV, the final report should be ready in 1-2 weeks.

Training programme 2003-04
Summary on Education and Capacity Building Activities NAV 2003

Activity	Quantity	Beneficiaries	NAV Budget (VND)
	2003	2003	2,003
1. Training on			
Production	20	291	92,870,000
Project management	75	3507	168,120,000
Sanitation/HIV/Health	51	1590	67,390,000
Education	51	1088	134,830,980
Credit	3	85	9,754,000
Gender/other (empowerment..)	56	5642	139,890,000
2. Workshop on			
Production	5	110	16,000,000
Project management	6	2590	33,077,000
Sanitation/HIV/Health	17	1129	71,750,000
Education	9	624	18,008,390
Credit			
Gender/other (empowerment..)	6	355	23,600,000
3. Study trip on			
Production models	7	194	69,500,000
Project management	5	114	115,000,000
Sanitation/HIV/Health			
Education	2	22	35,000,000
Credit			
Gender/other (empowerment..)	3	90	11,290,000
4. Material input:			
Working facility for partner	71	2584	84,390,000
Learning facilities	127	374	39,350,000
Other material inputs	15	375	85,700,000
Scholarship	204	204	24,300,000
Book	2	400	11,000,000

Notes**Total****1,250,822,373**

- * Production: Pepper, wet rice, fruit tree planting, pig, fish raising, VAC, etc.
- * Project management: Project cycle management, group management & relevant skills, etc.
- * Sanitation/ HIV/Health: HIV awareness, water usage, hygiene, malnutrition prevention, etc.
- * Education: Bilingual, action, inclusive education, teaching skills, TOT, vocational training, etc.
- * Credit: Book keeping, credit and saving
- * Gender/others: Gender issues, empowerment, family economy, planning, etc.
- * Working facility for partner: Computer, printer, desk, chair, filing cabinet, bicycles, etc.
- * Learning facility: Glasses, hearing-aid, equipment for kindergarten, etc.
- * Other material inputs: Building kindergarten, playground, wells for schools..
- * Quantity: Number of activities, items supported, etc.

TRAINING ACTION PLAN 2004 - A LUOI							
No.	TRAINING EVENT	Ten. Time of Implementation (month)	Training Target Group	No. of participant	Training Center/Institutions (Trainers)	Venue (district, Hue, X commune..)	Cost Estimation (VND)
I	MANAGEMENT TRAINING ON						
1	Project management	April	Villagers Thuy, Thuong, Trung	107	NAV POs	Commune	2,385,000
2	Household planning	March	Villagers Aro	120	Provincial extention worker	Commune	2,760,000
3	Book keeping	May, Apr, Jun	Villagers Thuong, Nham, Trung, Adot	97	NAV POs	Commune	2,330,000
4	Book keeping for farmers		Villagers	147	NAV POs	District	4,834,000
II	TECHNICAL TRAINING ON						
1	Vet	April	Hamlet vet	44	Provincial Vet Office	Aluoi District	39,670,000
2	Vet (follow up)	November	Hamlet vet	44	NAV Pos and AL Vet station	Aluoi District	12,860,000
3	Preservation of forest and wild animals	June	Villagers	80	AL Forest Office	commune	1,840,000
4	IPM on vegetable	April	Villagers	30	AL Plant Protection office	District	8,392,000
5	Cattle raising	May, Apr., Mar.	Villagers Thuy, Thuong, Aro, Trung, Nham, Adot	382	Provincial extention worker	Commune	11,660,000
6	Planting and care taking of fruit tree (longan, litchi, persimmon)	Jul, Aug, April	Villagers Thuy, Nham, Aro, Trung, Adot	523	Provincial extention worker	Commune	10,520,000
7	Layering and grafting fruit trees	Aug., June	Villagers Thuy, Thuong	20	Center for Fruit tree Propagation and research	Commune	10,000,000
8	Layering & caretaking of bamboo plant	May, Mar.	Villagers Nham, Trung	94	Provincial extention worker	Commune	2,370,000
9	Rice intensive farming	Mar., May	Villagers Thuy, Thuong, Trung	497	Provincial extention worker	Commune	11,295,000

10	Care & improvement of black pepper garden	Mar.	Villagers Thuy	120	Provincial extention worker	Commune	2,760,000
11	Artificial insemination for pig		Villagers	1	AL Vet station	Commune	1,640,000
12	Rice intensive farming	April	Villagers Thuy, Aro, Adot	455	Provincial extention worker	Commune	10,365,000
13	How to take care of piglet after delivery	Feb	Villagers Thuy	76	Provincial extention worker	Commune	1,010,000
14	Pig production	March	Villagers Thuong, Nham, Trung, Adot	459	Provincial extention worker	Commune	10,725,000
15	Fish keeping	March, April	Villagers Thuy, Thuong, Aro, Nham	548	Provincial extention worker	Commune	15,280,000
16	Basket knitting	October	Villagers Nham, Adot	57	Village Elderly people	Commune	4,760,000
17	Producing knife and hoe	September	Villagers Thuy	8	Mason in Hong Thuy commune	Commune	1,860,000
18	Goat raising	May, April	Villagers Thuy, Aro, Nham, Trung	224	Provincial extention worker	Commune	5,590,000
19	Disease prevention and care for cattle	April	Villagers Thuong	160	AL VET station	Commune	3,680,000
20	Zeng weaving	All year round	villagers Adot	66	Craft Link	Adot commune, Aroang	22,960,000
21	Using pesticide	March	Villagers Thuy, Thuong, Aro	160	AL Plant Protection office	Commune	4,350,000
22	Chicken raising	March	Villagers Thuy, Adot	252	Provincial extention worker	Commune	5,970,000
23	Vegetable production	August	Villagers Trung	50	Provincial extention worker	commune	1,070,000
24	Food hygiene	June	Villagers Adot	60	AL Health Center	commune	1,780,000
25	Integrated Pest management	March	Villagers Adot	30	AL Plant Protection office	commune	10,640,000
26	HIV awareness raising		Villagers FA	148	Village Health Volunteers	District	2,416,000
27	Mother and child healthcare	July, March	Villagers Thuy, Adot	237	Commune Health station	Commune	4,780,000
28	Prevention & care of malnutrition children	March	Villagers Aro, Trung	200	Commune Health station	Commune	4,450,000

29	HIV awareness raising	August, May	Villagers Thuy, Thuong, Trung, Adot	464	Village Health Volunteers	Commune	8,160,000
30	Water resource management	March	Villagers Aro	13	AL water and electricity group	Commune	515,000
31	Using water resource	May	Villagers Aro	102	AL water and electricity group	Commune	2,490,000
32	Professional training for village HW	March	Villagers Aro	9	AL Health Center	Commune	350,000
33	How to cook good dishes for daily meal	March	Villagers Adot	80	AL Women Union	commune	1,840,000
34	Reproductive healthcare	July	Villagers SDET	80	Commune Health station	commune	1,840,000
35	Promotion skills and knowledge for primary teachers	August	Students	40	SDET	District	4,000,000
36	Promotion skills and knowledge for kindergarten teachers	October	Students	50	SDET	District	4,000,000
37	Study trip on clean & safe veg. models	June	staff of SARD	10	SARD	District	15,200,000
38	Study trip on small farm management	Apr, Jul, Aug.	BOMs	112	SARD	Commune	109,550,000
39	Study trip on health station arrangement in Nam Dong	May	village health staff	12	Aroang commune health station	Commune	5,900,000
40	Vet workshop	March	Hamlet vet	44	NAV POs and AL Vet station	Aluoi District	4,460,000
41	Workshop on sanitation and hygiene	June	Villagers	40	Commune Health station	Commune	590,000
42	Workshop for village health volunteers		Villagers	44	AL Health center and NAV	District	4,462,000
III	OTHER TRAINING						
1	Project proposal writing	Feb, March	Villagers Thuy, Aro, Trung	45	NAV POs	Commune	1,280,000
2	Gender issue	March	Villagers Adot	80	AL Women Union	commune	1,840,000
3	Prevention of accident and injury for children	April	Students	40	AL Traffic policeman	District	2,480,000
4	TOT for village health volunteers		Villagers	44	AL Health Center	District	8,716,000

5	Communication skill to prevent prostitution & drug addiction for 7 far communes (Training)	March	Villagers	28	ALWU and ALHC	District	6,260,000
6	Communication skill to prevent prostitution & drug addiction for 14 near communes (Training)	April	Villagers	28	ALWU and ALHC	District	2,900,000
7	Communication skill on community education for health workers in 6 NAV communes (Training)		Villagers	44	AL HC	District	6,776,000
8	Communication skill	March	Villagers Thuong	88	NEC	Commune	1,960,000
9	Action education in village	March	Villagers Adot	80	Village health volunteers	commune	1,840,000
10	Traffic security	July	Villagers Adot	100	AL traffic Police station	commune	2,140,000
11	How to approach the procedure of accessing loan from the bank (Training)	March	Villagers Trung	15	Bank of Agriculture and Rural development	commune	470,000
12	Contest on communication work & prevention of prostitution & drug addiction	June	Villagers	63	ALWU	District	10,222,000
13	Riddles for student learning	July	Students	600	SDET	District	8,000,000
14	Contest on reproductive healthcare for teenagers	October	Students	100	ALHC	District	6,500,000
15	Workshop on care and protection of children	June	Students	35	CPFC	District	1,575,000
16	Workshop on action based education (learning process)		Villagers	44	ALHC	District	3,660,000
17	Study trip on action based education models	June	Staff of NFE	10	NEC	Thai Binh & Nam Dinh provinces	13,050,000
IV	OTHER ACTIVITIES						
1	Review workshop	November	BOMs	38	NAV Pos	commune	5,000,000

2	Survey new commune	Oct	BOMs	?	NAV Pos and district partners	commune	5,000,000
3	Contest on child right	March	Students	35	CPFC	District	1,590,000
4	Forum on child right	June	Students	75	CPFC	District	2,415,000
5	Contest on active farmers		Villagers	200	FA	District	12,865,000
6	Establishment of community learning center in Adot com.	April	Villagers	320	NEC	District	7,560,000
7	Establishment of community learning center in Aroang com.	April	Villagers	320	NEC	District	7,560,000
8	Evaluation workshop	Novemb er	Villagers	15	Commune BOM	Commune	340,000
	Total						494,589,000
Note	Abbreviation: Thuy (Hong Thuy), Trung (Hong Trung), Thuong (Hong Thuong), Aro (Aroang), Vill. (village), Pro. (Provincial), HW (Health worker) Villagers Trung..= Villagers of Hong Trung,						
	TRAINING ACTION PLAN 2004 - PHQ						
I	MANAGEMENT TRAINING ON						
1	Management of Club and group skills	Apr.	members of SDET, schools and Green clubs	30	QDDET	QD district	1,980,000
2	Project management	Mar-Jul.	local FA staff of 11 communes	155	PDFA	QD district	8,040,000
3	3 courses on Basic Management Skills (Reporting, planning, Time management..)	May	Staff of Commune BOMs, Groups' heads & Relevant Staff of district partners	75	DPI	Hue	40,500,000
4	Project management	May - Jun.	Villagers Ha Cong 2	30	BOM	Quang Loi	740,000
5	Project management	Jun. Sep.	30 members of village, WU, FA leadership of 9 villages	30	NAV/BOM	Quang Thanh	1,060,000
6	Management of women/farmers club	Jul. Aug.	9 women clubs & 6 farmers clubs	60	FA	Quang Thanh	1,180,000

7	2 Workshops on Project Management (after Phase out)	Jun-Jul	BOMs & Gorups	50	NAV/Out side advisor	Hue	11,000,000
8	Various workshops on project implementation	Mar.-Dec.	District & commune Partners	100	NAV	Hue	18,300,000
9	2 Seminars on Group mangement & Group Activities	Apr.	BOMs' & Groups' heads	50	NAV	Hue	11,000,000
10	Workshop on club management	Apr.	Dis. & Commune FA staff, 8 FA clubs from 7 communes	42	QDFA	PD district	2,250,000
II	TECHNICAL TRAINING ON						
1	Aqua and agriculture techniques	Mar-Oct	Local FA staff 11 communes	240	Dis. Agriculture agency	QD district	11,960,000
2	Advanced pig raising	Apr - May	Local FA staff 11 communes	150	HTFA	HT district	7,350,000
3	Poultry raising	Apr - May	Villagers of Pbai town, T. Phuong, T. Phu	90	HTFA	HT district	4,410,000
4	Dien Truc bamboo shoot	Apr - May	Villagers T Bang, T Phuong, T Duong	60	HTFA	HT district	2,940,000
5	Duck-rice-fish Raising model	Apr - May	Villagers T Bang, T. Phuong, TChau, T Phu, T Tan, T Luong	120	HTFA	HT district	5,300,000
6	Food sanitation for local communicators	Apr. - Sep.	Local communicato rs and villagers 12 communes	365	QDWU	QD district	13,950,000
7	Agriculture Sustainable Development + Site visit	Jul.	BOMs' & Groups' members	25	DPI	Hue	20,700,000
8	Mushroom planting	Apr.- May	Villagers Sandy farms	30	SARD	Quang Loi	1,000,000
9	Pig raising	Apr. Jun	Villagers of Ha Cong 1, 2	120	SARD	Quang Loi	3,320,000
10	HIV interventions	Apr.- Oct	Local communicato rs and villagers 4 communes	540	QDWU+Dis. Health Care Center (HCC)	QD district	20,000,000

11	HIV interventions	Apr.- Nov	communicato rs and villagers 4 communes	540	PDWU+Dis. HCC	PD district	20,000,000
12	HIV interventions	Apr.- Nov	communicato rs and villagers 4 communes	540	PDWU+Dis. HCC	HT district	20,000,000
13	Shrimp raising	Jul.- Sep.	Villagers Ngu My Thanh	90	SARD	Quang Loi	4,350,000
14	Caged fish raising	Apr. May	Villagers Ha Cong	90	SARD	Quang Loi	4,350,000
15	Rice-Fish raising	Apr. May	Villagers Ha Lac	60	FA	Quang Loi	1,660,000
16	Community health care	Jun. Sep.	Villagers Ha Cong 2	120	BOM+Dis. HCC	Quang Loi	2,960,000
17	Mother child care	Jun. Sep.	Villagers Ha cong 1, 2	60	BOM+Dis. HCC	Quang Loi	1,480,000
18	Mango planting	Jun. Sep.	Villagers Ho, Ha, B Tam, Thanh Van 1, Khe Song	100	SARD	Duong Hoa	2,960,000
19	Bamboo shoot planting and visit model in Phong Xuan	Apr.	Villagers Ho, Ha, B Tam, Thanh Van 1, Khe Song	125	Dis. Agriculture Extension Station	Duong Hoa	4,825,000
20	Grass planting and sheltered cow raising and visit model	Apr. Jun.	Villagers Song village	25	Dis. Agriculture Extension Station	Duong Hoa	2,165,000
21	Sow raising and visit model in Quang Thanh	Apr. Jun.	Single mothers	25	BOM/SARD	Duong Hoa	2,165,000
22	Tre Lai fish raising and visit model	Apr. Jun.	Villagers Ha, Buong Tam, Khe Song	25	SARD	Duong Hoa	2,165,000
23	Vet care (+ equipment)	Jun.- Aug.	Village veterinaria ns	10	Pro. Vet Office	Duong Hoa	6,500,000
24	Formal training for kindergarten teachers	Jun. Sep.	Local teachers	6	SET	Duong Hoa	6,000,000
25	Safe-vegetable planting	May - Jul.	villagers 9 villages	120	Pro. Plant Protection Station	Quang Thanh	4,400,000
26	F1 rice -seed producing	Apr.	villagers of 8 villages (except for Hxuan)	120	SARD	Quang Thanh	4,400,000
27	Caged fish raising	Apr. May	Villagers An Thanh, Thanh Ha, Phu Luong, Kim Aoi	60	SARD	Quang Thanh	2,300,000

28	Rice-fish raising	Apr. May	Villagers Phu Ngan, Tay Thanh, Kim Aoi, Hoa Xuan	120	SARD	Quang Thanh	2,720,000
29	Diseases prevention for cattle and poultry	Apr. May	Villagers Kim Thanh, Kim Aoi, Hoa Xuan, Thuy Dien	120	Local Clinic	Quang Thanh	2,360,000
30	Prevention of summer diseases and illnesses	Apr. May	Villagers Tay Thanh, Qhoa, Kâoi, Thuy Dien	90	Local Clinic	Quang Thanh	1,770,000
31	HIV prevention for teenage	Apr. Jun.	Youth Union and youth	120	Pro. Red Cross Ass.	Quang Thanh	2,360,000
32	Sanitation	Apr. May	Primary school No. 2	540	BOM	Quang Thanh	4,320,000
33	Study trip on shrimp raising model	Apr. Jun.	BoM and SHGs	20	BOM	Khanh Hoa province	15,540,000
34	Study trip on shrimp raising model	Jun. Jul	BOM and SHGs	20	BOM	Khanh Hoa province	19,125,000
35	Workshop for sharing experience on community health care communication	Apr. - Sep.	Local communicato rs and VHWS 12 communes	110	QDWU+Dis. Health Care Center	QD district	5,980,000
III	OTHER TRAINING ON						
1	Community development for local communicators	Jun.	local WU staff of district and 16 communes	60	PDWU	PD district	6,500,000
2	Post literacy	Mar.	Villagers Ha Cong, Q. Loi, Q. Hoa, Q. Thanh, Tan Lap, Q. Phuoc	60	QDNEC	Q. Loi, Q. Thanh, Q. Phuoc	20,000,000
3	Project proposal writing	Mar.	Local FA staff of 16 communes	30	QDFA	PD district	4,250,000
4	PRA and community development planning	Aug.- Sep.	Local FA staff 16 communes	145	QDFA	PD district	13,500,000
5	Promoting Local Product (Marketing)	Apr.	District & commune Partners	25	Economic Uni.	Hue	13,500,000
6	Gender	Jul.- Sep.	Villagers Ha Cong, My Thanh	90	WU + BOM	Quang Loi	2,220,000
7	Project proposal writing	Jun.- Aug.	Villagers Ha Cong 1, 2	30	BOM	Quang Loi	1,480,000

8	Environment protection	Apr. Jun.	Villagers Ha Cong 1, 2	120	Dis. HCC	Quang Loi	2,960,000
9	Promoting Local Product (Marketing)	Jun. Aug.	Villagers of Shrimp area, vegetable area, 2 cooperatives, and commune heads	120	BOM	Quang Thanh	3,360,000
10	Self-reliance	Jul. Aug.	Villagers Kim Doi, Hoa Xuan & BoM	60	BOM	Quang Thanh	2,120,000
11	Project proposal writing	Jul. Aug.	Key persons	30	BOM	Quang Thanh	1,060,000
12	Study trip on Participation of women in development project	Jun.- Jul.	Heads of WUs' branches of 12 communes	20	HTWU	Soc Son	13,800,000
13	Study trip on Action Based Education	Sep.	Relevant staff of district partners	16	NAV	Can tho	35,000,000
14	Studytrip on economic model	Jul. Sep.	BoM and groups	20	BOM	Duong Hoa	18,330,000
15	Contest on Environment understanding	Oct. - Nov	Secondary school children	100	QDDET	QD district	5,980,000
16	Workshop for sharing experience on Inclusive education	Nov	Teachers of QDDET, schools and parents of disable children	70	QDDET	QD district	3,500,000
17	Drawing Contest on Environment	Jun	Primary school children	100	QDDET	QD district	6,040,000
18	Action Education Activities	Apr. Sep.	villagers Tan Ba/Thuy Bang commune	30	HTWU	Tan Ba	6,200,000
19	Action Education Activities	Mar. - Sep.	WU key persons and villagers of Ha Long and Sieu Quan / Phong My commune	52	PDWU	PD district and Ha Long, sieu Quan village/Phong My commune	13,500,000
IV	OTHER ACTIVITIES						
1	Building information panels	Jun-Oct	11 communes	communities	QDSET	5 commune clusters	2,500,000
2	Building cultural life	Apr. Jun.	Villagers QHoa, Kim Aoi, Kim Thanh	90	BOM	Quang Thanh	1,770,000

	Total						511,405,000
....							
	TRAINING ACTION PLAN 2004 - NAM DONG						
I	MANAGEMENT TRAINING ON						
1	Project management (Integration HIV/AIDS into project)	April	Villager	30	BOM	Commune	1,400,000
2	Project management (Phase Out period)	May	Groups' heads & Villagers	30	NAV	Hue	700,000
3	Study trip on sustainable project models (Empowerment, Phase Out)	March	BOMs' members Huong Huu	24	BOM	Neighbour province	11,000,000
4	Study trip on sustainable project models (Empowerment, Phase Out)	March	BOMs' members & groups' heads Thuong Quang	6	BOM	Neighbour province	11,000,000
5	Study tour on Project mag. (after donors withdrawal)		BOMs members & Groups' heads	14	NAV		34,000,000
6	Study tour on sustainable project models (Empowerment, Phase Out)	March	BOMs' members & Groups' heads Huong Hoa	6	BOM	Neighbour province	11,000,000
7	Study tour on sustainable project models (Empowerment, Phase Out)	March	BOMs & Group heads Thuong Nhat	6	BOM	Neighbour province	11,000,000
II	TECHNICAL TRAINING ON						
1	Promoting agricultural products (TOT)		BOMs + district partners	20	Hue Economic University	Hue	22,200,000
2	Promoting agricultural products		Grassroots villager	180	BOMs	6 communes	4,200,000
3	Designing Skills of Zeng products	Mar.- Oct	Ethnic women	6	Craftlink	Adot	16,300,000
4	Breeding technique (pig, poultry, cattle)	May	Villager	30	SARD	Commune	1,400,000
5	Fruit tree & bamboo shoot planting	May	Villager	30	Local Fruit tree technicians	Commune	1,400,000

6	Technical transfer (home garden & Fruit tree planting)		Villagers 11 communes	440	FA	District	21,890,000
7	Proper behaviour on delivery (+ gender sensitivity)		Ethnic women 6 communes	240	Dis. Health Center	6 communes	5.280.000
8	Proper behaviour on Malaria prevention & HIV/AIDS prevention		Ethnic women 6 communes	240	Dis. Health Center	6 communes	5.280.000
9	Clean water, sanitation & intergration with community health care	April	Villager	60	Dis. Health Center	Commune	1,400,000
10	Malnutrition prevention	May	Relevant Female villagers	74	Dis. Health Center	Commune	1,638,000
11	IPM & Cultivation fruitree	May	Villager	60	SARD	Commune	1,400,000
12	Rice production & others	May	Ethnic villager	60	SARD	Commune	1,400,000
13	Vocational training on mason	April -	Catu Villager	6	contractor	Commune	4,000,000
14	Action education	April -	Villager	50	BOM	Commune	6,000,000
15	Clean water, sanitation & intergration with community health care	April	Villager	60	Dis. Health Center	Commune	1,400,000
16	Awareness about clean water					Commune	
17	Malnutrition prevention	May	Relevant Ethnic women	150	Dis. Health Center	Commune	4,000,000
18	Farming & husbandry & IPM (Rice, Orange, Areca..)(May	Villager	30	SARD	Commune	4,900,000
19	Vocational training on mason	April -	Catu Villager	6	Contractor	Commune	4,000,000
20	Sanitation & integration with community health care	April	Villager	90	Dis. Health Center	Commune	2,100,000
21	Bamboo shoot farming	April	Villager	30	SARD	Commune	700,000
22	Broom production	June-	Villager	25	Sub dept. of Industry & Commercial	Commune	6,000,000
23	Suitable method in Teaching children from 3 to 5 years of age		Key teachers of Kindergartens in district	40	SDET	District	9,560,000

24	Mason	April -	Catu Villagers	6	Contractor	Commune	4,000,000
25	Proper behaviour on delivery	March-	Ethnic women	40	Dis. Health Center	6 communes	1,000,000
26	Study trip on Teaching & management kindergartens		Key teachers of Kindergartens in district	20	SDET		40,000,000
27	Study trip on developed agricultural models	April	Villagers of Huong Hoa	24	BOMs	Neighbour province	14,640,000
28	Farmers' competetion	April-May	Villager		BOM	District	6,000,000
29	Contest on HIV/AIDS understanding	July	Villager		BOM	Commune	6,000,000
30	Contest on the relation between health & study	May	Children		BOM	Commune	6,000,000
31	Health Workers' competition	July	VHW		BOM	Commune	6,000,000
32	Sharing workshop on gardening		Local farmers	150	FA	Commune	8,730,000
33	Study tour on home & upland garden models		Commune fruitree technicians	15	FA	Inner province	5,050,000
34	Study trip on developed agricultural models	April	Villagers of Thuong Quang	20	BOM	Neighbour province	13,000,000
35	Study trip on developed agricultural models	April-	Villagers of Thuong Quang	20	BOM	TTH	7,000,000
36	Study tour on developed agricultural models	April	Villagers of Huong Huu	20	BOM	Neighbour province	13,000,000
37	Study-tour on IGA	April-	Villagers of Huong Huu	20	BOM	TTH	7,000,000
38	Study tour on developed agricultural models	April	Villagers of Thuong Nhat	20	BOM	Neighbour province	13,000,000
III	OTHER TRAINING ON						
1	Gender sensitivity & HIV/AIDS prevention	April	Villagers of Thuong Quang	30	Dis. Health Center	District	700,000
2	Gender sensitivity & HIV/AIDS prevention	April	Villagers of Huong Huu	30	Dis. Health Center	District	700,000
3	Gender sensitivity & HIV/AIDS prevention	April	Villagers of Thuong Nhat	30	BOM	District	700,000

4	4 courses on Gender sensitivity & sexual issues for teenagers		Pupils of Primary & Secondary schools	160	Committee of Population Family & Children	District	3.520.000
IV	OTHER ACTIVITIES						
1	Strengthening capacity of Para vet network (Training, WS, materials support..)	all year round	para network	11 vet stations		11 communes	23,982,000
2	Training workshop on Establishment & Operation of Community devt. Center.on	May-04	Staff of district & commune CPC	50	Non Formal Edu. Center	District	11,540,000
3	Various workshops on Project Implementation		BOMs Groups' members		NAV/BOMs	Hue/Dis.	10,000,000
4	Study-tour to lowland area (experience sharing on organizing community training & organizing activities for WU)		Heads of Commune WU	15	Dis. Health Center	Lowland area	5.050.000
	Total						383,030,000
	Note						
	The total costs mentioned above didn't include material supports & management fees						

Results of self-evaluation and evaluation of BOMs

The facilitation of the self-evaluation of 17 Boards of Management at commune levels in Thua Thinh – Hue province carried out by NAV staff in August 2004, based on an open-ended guideline. The results were compiled by the review mission in August-September 2004.

1. A longer term perspective of the major activities in each village and the role of BOM to initiate and carry out the activities.

a. When and how was the BOM established?

Nam Dong:

BOM in Huong Huu, Thuong Nhat, Huong Giang, Thuong Quang was established in 1997 and in 1996 at Huong Loc commune, while the Huong Hoa BOM was established in 2000. Before 1997 BOM was established at district level only. Since 1997, in order to empower communes with projects were implemented, NAV stimulated these commune leaders to make request to the District People Committee (DPC) to establish BOM at commune level. Besides, NAV have explained to DPC the advantages of having BOM at commune level and asked for permission for that. Then DPC came to a decision of establishment of BOM in these communes.

PHQ:

BOM in Quang Thanh, Quang Loi (Quang Dien) and Phong Thu (Phong Dien) were established in 1997 while Phong Xuan (Phong Dien) was established in 1993 and Duong Hoa (Huong Thuy) in 1994. The amount of BOM members depended on the number of beneficiaries villages/groups in the commune. Generally, 4 members who will become head of BOM, vice head, accountant, and Women Union representative selected by CPC and other members selected by beneficiaries' villages as target villages/groups representative. DPC made a decision to form BOM in commune.

A Luoi

BOM in Hong Thuy was established in 1995, Hong Trung in 1997, Nham in 1995 and new BOM in 2003, A Dot in 1996, A Roang in 1998, and Hong Thuong in 1997.

b. What activities were carried out and by whom?

Nam Dong

- Agricultural production (crops, animal husbandry, SALT) - by groups
- Capacity building (training, workshop, study tour) - by BOM
- Education - by BOM
- Infrastructure (dam, bridge, road, nursery school) - by BOM ; wells, productive facilities - by groups
- Health - by groups
- Credit programme - by groups
- PRA - by groups
- Planning - by groups
- Water and sanitation (wells, latrines)

PHQ

- Activities carried out by BOM: dam, training, wells, latrines

- Activities were carried out by groups: pig stable, drying yard, bath room, credit, seeds, breeds
- Activities were carried out by primary school: community house, health in school, teaching facilities.

A Luoi

All activities were carried out by BOM

- Food security: wet rice, crops, small irrigation system, pig raising, SALT, cattle, fishery, goat, poultry, fruit trees, bamboo, production materials, etc
- Education: kindergaten house, yard, fellowship for poor pupils, anti-illiteracy, facilities, community house
- Capacity building: Training, study tour, workshop, health care for women and children, etc
- Health care: gynaecology treatment, malnutrition prevention, medicine for the poor, deworming for children, medicinal herb garden
- Water and sanitation: wells, running water system, water tank, latrines

c. Give examples of positive achievements and areas with good results:

Nam Dong

- Project management
 - + Decentralized to SHG and IG (All BOMs investigated)
 - + Developed Participatory approach (All BOMs investigated)
 - + Groups managed the expenditure for project activities (Huong Loc)
- Education: 95 - 100% children who are in school age participated in the nursery school (All BOMs investigated)
- Increased income (Huong Loc, Thuong Nhat, Thuong Quang)
- Food security: reduced from 6 months to 2-3 months of lack of rice
- Clean water: water was enough for family consumption and watering (Huong Loc, Huong Huu, Thuong Nhat, Huong Giang, Thuong Quang)
- Health: improved sanitation, health care services, reduced the malnutrition percentage in children (All BOMs investigated)
- Capacity building for BOMs, groups (All BOMs investigated)
- More confidence for people and women (Huong Hoa, Huong Huu)

PHQ

- Nursery school (Phong Xuan, Phong Thu, Quang Loi, Quang Thanh, Duong Hoa)
- Dam for irrigation (Phong Xuan, Quang Loi, Quang Thanh)
- Electricity pump station (Phong Thu)
- Training (Phong Puan, Phong Thu, Quang Loi, Quang Thanh, Duong Hoa)
- Drain (Phong Xuan, Quang Loi, Quang Thanh)
- Wells, latrines (Phong Xuan, Phong Thu, Quang Loi, Quang Thanh, Duong Hoa)
- Agricultural production (Phong Thu, Quang Thanh, Duong Hoa)
- Cage Fish production (Quang Loi)
- Fishery facilities (Quang Loi)
- Health care (Quang Loi, Quang Thanh)

A Luoi

- Decentralized to commune, villages (all communes investigated)
- Developed Participatory approach (all communes investigated)
- Nursery school, scholarship for poor pupils (all communes investigated)
- Poverty rate reduced, no hunger %, wet rice intensification, pig raising, fish production (all communes investigated)

- Running water system (all communes investigated minus A Roang)
- Latrines, improved hygienic condition (all communes investigated)
- Reduced the malnutrition percentage in children, reduced gynaecological diseases (all communes investigated)
- Productive equipment (all communes investigated)
- Community house (all communes investigated)
- Training, study-tours (all communes investigated)
- Wet rice yield increased from 3ton/ha to 4.2ton/ha (A Roang),
- SALT (A Roang),
- Sow raising (Aroang, Hong Thuy, Hong Trung), chicken (Hong Thuy, cattle (Nham),
- Vegetables (Hong Thuy), Maize (Hong Trung)
- Poverty rate reduced from 100% to 59% (Nham), 62% to 36% (A Dot),
- Dam, drain (Hong Thuy, Hong Trung, A Roang, Hong Thuong)
- Buffaloes (A Roang)
- Workshops (Hong Thuong)

d- Main obstacles

Nam Dong

- Poor farmers did not have enough money to contribute to some activities like nursery school construction, and well construction with the result of low quality of school and wells (Huong Loc, Huong Hoa, Thuong Nhat, Thuong Quang).
 - No allowance for BOM with the result that some members of BOM were not interested in doing the project activities (Huong Loc).
 - Beneficiaries did not want to repay debt from credit programme initiated by NAV because they thought that NAV money is support, not for loan purpose (Huong Hoa, Huong Giang).
 - Beneficiaries have low education and low adoption of new technologies compared with ethnic groups' traditional cultivation (Thuong Quang, Huong Hoa, Thuong Nhat).
 - Failed in some activities like credit, pig raising (Huong Giang, Huong Hoa).
 - Still rely on outsider support (Huong Giang, Thuong Quang, Thuong Nhat).
 - Groups leader was not able enough to manage and execute the project (Thuong Nhat).
- (no any obstacle from Huong Huu)

PHQ

- Credit (Phong Xuan, Phong Thu, Quang Loi, Quang Thanh): beneficiaries could not repay debt because of failue in pig raising (diseases).
- Time limited because BOM members are not full time working for project (Phong Thu, Quang Loi).
- Low adoption of new technology transfer. (Quang Loi, Quang Thanh).
- Poor farmers did not have enough money to contribute to some activities (Quang Thanh, Duong Hoa).
- Topography complicated and no road to commune available (Duong Hoa).
- Low education (Duong Hoa, Quang Loi, Quang Thanh).

A Luoi

- No allowance for BOM (Hong Thuong, Hong Trung, Nham, A Dot, A Roang).
- No transportation means for BOM (Hong Thuong).
- No project office (Hong Thuong).
- Low grants (Hong Thuong).
- No connected road (Hong Thuy).
- Did not pay back the loan (Hong Trung).
- Support unequally shared between beneficiaries (Hong Trung).
- Low education and low awareness (Hong Trung, A Dot, Nham).

- BOM changed 3 times (Nham).
- Lack of money to buy fertilizer for crops (A Dot).

2. How were BOM members selected?

a. Who were BOM members selected, and according to which criteria?

- BOM members consisted of 5 members, including:
 - + Chairman of Commune People Committee (CPC) - head of BOM
 - + Accountant
 - + Representative of Women Union
 - + Representative of beneficiary groups
 - + Vice chairman of CPC or the person who responsible for agricultural production in commune.
- BOM members selected according to criteria proposed by NAV and DPC such as:
 - + Have ability in management and executive
 - + Have educational level enough
 - + Enthusiast
 - + Good relationship with everybody

b. What were the tasks of responsibility?

- Management, executive, monitoring, evaluation, planning
- Help the groups to make annual planning
- Provide information to groups
- Select the beneficiaries
- Do needs assessment
- Report to NAV and DPC monthly

c. Has it changed over time?

Nam Dong:

Before BOM was responsible for implementing all activities funded by NAV but after SHGs were established that duty belonged to groups (Huong Giang).

Basic duties of BOM were not changed but decentralization was strongly transferred to the SHGs (Thuong Nhat).

Since 1999, BOM of district handed over to the BOMs of commune that resulted in changing BOM tasks, from the duties of monitoring only to the duties of management, monitoring, evaluation, implementation, planning independently (Huong Huu).

No changes (Thuong Quang, Huong Hoa, Huong Loc)

PHQ:

- After 2000, SHGs were formed, BOMs had to help the SHGs to make annual plan of SHGs and facilitate implementation of that plan (all communes investigated)

A Luoi:

- No changes (A Roang, Hong Trung, Hong Thuong)
- No changes of the duties but changed head of BOM and some its members (Nham, A Dot, Hong Thuy)

3. Sustainability of the activities of NAV

a. How is the sustainability of the activities in the perspectives of NAV leaving the project in the future?

Nam Dong

- Economic: Agricultural activities will be continued in the future without NAV support.
- Society: Activities related to social aspect like well, sanitation, nursery school, health, etc will be used for a long time.
- Environment: forest protected, sanitation improved.
- Organisation:
 - + BOM and groups will be able to exist (Thuong Quang, Thuong Nhat, Huong Giang, Huong Huu), not be able to exist (Huong Hoa, Huong Loc) because of insufficiency of fund.
 - + Women Union: improved their capacity due to participation in many training courses supported by NAV, so they will be good to intervene in various issues (all BOMs investigated).

PHQ:

- Economical, social, and environmental aspects: the same with Nam Dong.
- Organisation:
 - + BOM: will be able to exist under a new name with some changes of management (all BOMs investigated in PHQ).
 - + Groups will be exist as the credit groups.

b. Are strategies developed for phasing out and consolidation of the BOM?

Nam Dong

- Have paid much attention to capacity building activities
- Reduced grants gradually
- Encouraged BOM, groups make the project proposal

PHQ

- Capacity building for BOMs, groups, community
- Consolidate and improve credit fund
- Maintain the public items funded by NAV
- Make plan for activities after NAV phasing out

A Luoi

- New BOM organised meeting twice per month to monitor and evaluate the results, check what activities have not been done yet and financial status (A Roang).
- The same Nam Dong (A Dot, Nham, Hong Trung, Hong Thuong)
- No idea (Hong Thuy)

c. Will the BOM continue after the project phases out?

Nam Dong

- BOM will not be able to continue after the project phases out, CPC/Women union will take over BOM tasks (Thuong Quang, Thuong Nhat, Huong Giang, Huong Huu).
- BOM will be able to continue because credit fund is still there and production facilities (carts, rice plucking machine, winnowing machine) and infrastructure

(dam, water system, nursery school, etc) belonged to groups need to be monitored and managed (Huong Hoa, Huong Loc).

PHQ. BOMs will continue to exist.

A Luoi: Will continue to exist (A Roang, Hong Thuy, Hong Thuong).
Will not be existing (A Dot, Hong Trung).
Do not know (Nham).

4. The outcome of capacity building activities as for BOM.

a. What kind of plans have the BOM made and how are these plans made? How has the training helped?

- Long term and short term plans (3 years and 1 year).
- BOM and groups have made the plans based on result of needs assessment. (Before 1997, BOM at district level have made the plans together with BOM at commune level)
- Trained on project planning and project proposal writing skill

b. After 2000, what are the women and men's roles in the BOM. Has it changed over time?

- 1-2 members of the BOM are women. Each member was responsible for the area according to her/his ability or profession.
- All members of the BOM were equal in monitoring, implementation, planning, evaluation, etc.
- More tasks and more powerful for BOM member (both men and women members) since decentralisation.
- Will be able to change some members of BOM so the roles of BOM members may change after NAV phasing out.

PHQ & A Luoi: The same

5. The impact of the activities in the village, with consideration to the role and activities of both men and women.

a. Give examples on activities that benefit particularly women and men? Has the activities changed?

Nam Dong

- Women:
 - + Treatment gynaecology disease
 - + Trained on malnutrition prevention
 - + Trained on handicraft production (Zeng-weaving)
 - + Trained on reproduction health
 - + Made bathroom & latrines
 - + Made well
 - + Given birth at clinic station
 - + Carts, plucking machine, winnowing machine
 - + Trained on Gender
- Men:
 - + Trained on mason
 - + Provided production facilities (cart, plough, plucking machine, buffaloes)
 - + Irrigation system (dam)
- No changed

PHQ:

- Women:
 - + Trained on malnutrition prevention
 - + Treatment of gynecological diseases
 - + Made wells, filter tank
 - + Trained on reproduction health
 - + Made bathroom & latrines
 - + Carts
 - + Trained on HIV/AIDs
 - + Pig breed given to women headed hhs
 - + Women headed households Club
- Men: Agricultural production

A Luoi:

- Women:
 - + Treatment gynaecology disease
 - + Trained on malnutrition prevention
 - + Trained on handicraft production (Zeng-weaving)
 - + Trained on reproduction health
 - + Made bathroom & latrines
 - + Made well
 - + Given birth at clinic station
 - + Carts, plucking machine, winnowing machine
 - + Trained on Gender
 - + Pig and fish raising, wet rice production
- Men:
 - + Trained on mason
 - + Provided production facilities (cart, plough, plucking machine, buffaloes)
 - + Irrigation system (dam)

b. Special activities carried out to help ethnic groups**Nam Dong**

Capacity building (training, study tour, workshop), provided cattle, fish; education; health care

PHQ

Duong Hoa: Equipment to maintain water for consumption, reclaiming; education; rice husking machine

A Luoi

Education, fruit trees, irrigation system, wells, sanitation, training, Zeng-weaving, traditional community house (Nha Rong), productive equipment/facilities.

6. BOMs relation with SHG and other organisation.

How do BOM monitor and assist SHG or other groups?

- Help to make annual plans, manage finance
- Monitoring and evaluation
- Provide trainers and organise training courses
- Select the beneficiaries
- Monitoring credit activity
-

A Luoi: no SHG, BOM assisted to the villages/interest groups where are supported by NAV in monitoring, information providing, implementing, planning, etc.

7. Is the BOMs roles changed vis-a-vis the SHG or other organisations?

Has the SHG taken over activities initiated by BOMs in recent years or how does the balance between BOM activities and SHG activities take place?

- Groups have taken over activities initiated by BOM and have implemented them initiatively.
- Depend on activities:
 - + small items that benefit to village/beneficiaries (wells, pig stable making, production facilities, etc) were planned and implemented by groups.
 - + big items that benefit to community (nursery house, road, dam, bridge) were planned and implemented by BOM with agreement of groups.
 - + Training courses were implemented by BOM.

PHQ, A Luoi: The same

8. BOM evaluation of NAV project

a. Which activities and projects have been most successful, and which have not successful?

Communes	Most successful	Not successful
Nam Dong district		
Huong Hoa	Almost activities especially capacity building activities	Credit
Huong Huu		Credit, ground nut
Huong Loc	VAC, nursery school, sanitation, clean water, medicine	Credit
Thuong Nhat	Dam, road, clean water, health care, nursery school, wet rice, cattle, plough buffaloes	Pig raising, wells, credit, SALT
Huong Giang	Nursery school, dam. Clean water, sanitation (bathroom, latrines)	Ground nut, pine-apple, papaya, chicken, caged fish
Thuong Quang	Wet rice, reclaiming, nursery school, clean water, sanitation	Cart, pepper, wells
PHQ districts		
Duong Hoa	Almost activities	Credit
Phong Thu	Almost activities	Mushroom, Women headed club
Phong Xuan	All activities	Credit
Quang Loi	Fishery facilities, cage fish production, wells, water tanks, pig raising, nursery school, drain	Anti-Illiteracy, latrines, fish pond
Quang Thanh	All	
A Luoi district		
Nham	Community house, water system, cattle, husking machine	Credit, poultry diseases, nutritive vegetable garden, fish raising, bamboo shoot
A Roang	Wet rice, fish, pig, SALT, training, nursery house, bicycle, reclaim	Credit, water system, revolving medicine fund
A Dot	Capacity building, food security	Credit, well, SALT

Hong Trung	Irrigation system, nursery school, water, pig raising	Credit, fruit trees, bamboo, biogas
Hong Thuong	Almost activities	
Hong Thuy	Irrigation system, wet rice, water system, sow, training, study tour	

b. Advantages and problems in the cooperation with NAV staff?

- Friendly, closely, unity
- Easy to communicate
- Assist readily
- No any problems in the cooperation with NAV staff

PHQ: - The same

A Luoi:

- Difficult to communicate because of no telephone (Hong Thuy)

c. Comparison with other project

Nam Dong

Advantages:

- Met local requirements
- Very simple in financial procedure
- Have decentralised projects to BOM and groups
- Focused on capacity building activities
- Good methodology applied

-

Disadvantages:

- No allowance for BOM
- No transportation means for BOM and groups
- Support to some villages, not cover all villages in the commune so the people who live in non-beneficial villages have thought that selection of beneficial villages of the BOM was not fair yet.

-

PHQ:

Advantages

- Focused on remote areas
- Planned by farmers
- Integrated rural development project → met the local long term and short term requirements
- Paid attention to gender issues, women, children, and poor people
- Many activities on capacity building
- NAV staff came to villages very often
- Payment directly to beneficiaries

Disadvantages

- Wasted a lot of time for workshop/meeting
- Poor people had many difficulties in contributing money to some activities initiated by NAV programme

A Luoi

Advantages

- More diversification of activities
- Training very carefully
- No corruption
- Transferred money follow the proposed plans in time
- More successful than other project
- More sustainability
- More participation of people, community and stakeholders
- Met people's needs
- No any delay in implementation according to the annual plan

Disadvantages

- Lack of experiences in choosing the place to dig wells
- Low administration fee/no allowance for BOM
- No any support in transportation means to BOM
- Small funds available

9. Issues raised by the BOMs

Nam Dong

- Support 1 person who will be responsible for credit management (Huong Loc)
- More study tour on credit management model (Huong Loc, Huong Hoa)
- NAV should continue funding for all villages in commune (Huong Huu, Huong Hoa)
- No any idea from Thuong Nhat, Huong Giang, Thuong Quang.

PHQ

- NAV should continue funding for all villages in commune (Quang Loi, Quang Thanh, Phong Xuan, Duong Hoa)
- Should support to Khe Song where is the resettlement area for farmers who are effected by Ta Trach reservoir project (Duong Hoa)
- Build 1 semi boarding nursery school before phasing out (Phong Thu)

A Luoi

- Develop cattle raising and goat production (Nham)
- More study tours (A Roang)
- Support to disseminate the results (A Roang, Hong Thuong)
- Should have allowance and transportation means for BOM (Hong Thuong)

10. What kind of training and how many courses have the BOM members participated in during the NAV project?

- Training courses BOMs participated: Project management, PM & E, gender, negotiation skill and conflict resolving, proposal writing, marketing, HIV, project planning, credit, PRA, community development, technical training, self-reliant and self-confidence, etc
- Participated many courses, BOM could not remember how many courses have participated (estimated 3-4 times/year).

PHQ:

- Training courses for BOMs: Project management, gender and development, proposal writing, HIV, project planning, credit management, groups management, community development, technical training, self-reliant and self-confidence, PRA, TOT .
- 3-4 courses/year an average conducted

A Luoi: 13 courses with different contents/year of 2004

11. Which projects and programmes have been carried out in the commune?

Nam Dong

- 135 project: grant 400 mill dong/year, 1999 - 2003, managed by DPC
- Settlement programme (funded by Government): 1994-1997, Activities: reforestation (main activity), clean water, cattle and fish raising, crops.
- Agricultural production development project: 2002-now (VAC, crops, etc)
- CBRIP (Community Based Rural Infrastructure Programme) funded by WB, duration of 2002-2004 for about 1500 the poor communes in 14 provinces in central region (MPI is host organisation of this program).
- ADB: 2004-2009

PHQ:

- CIDCE, Vietnam - Belgium credit, Market credit (Quang Loi)
- 135, CBRIP (WB) (Duong Hoa)
- Bread for the World, Rural Development Program, Investigation of mines and bombs and community development program in Phong Thu
- Rural Development Project, supported by Finland (ODA), Investigation of mines and bombs and community development program in Phong Xuan
- No project in Quang Thanh

A Luoi

- Dioxin program, ADB, WB, 135, 134 (upgrading houses for the poor) (Hong Trung)
- WB, 135, 134, 661 (reforestation); more agricultural land for the poor (reclaim) (Nham)
- ADB, WB, 135, 134, “ Initiative of the community” program, Training project (A Roang)
- 135, WB, ADB, 134 (Hong Thuong, A Dot), Hong Thuy?

12. List of BOMs members

Use the font of VNTimes new roman in Vietware in this case to read Vietnamese name

Communes	Name of BOM members	Sex	Position
Thế Hùng Quảng	1. Hồ Văn Âm	M	Head
	2. Hồ Văn Nhân	M	Book keeper
	3. Nguyễn Thế Thủy	F	Vice head
	4. Kim Thế Huệ	F	Village leader
	5. Nguyễn Kiên	M	Village leader
Hàng Giang	1. Phan Chuyến	M	Head
	2. Mai Thế Thủy	F	Vice head
	3. Nguyễn Minh Luân	M	Book keeper
	4. Lê Hải	M	Agriculture
	5. Văn Thuận	M	Agriculture
	1. Nguyễn Văn Lăng	M	Head

	2. Hãö Vàn Dæång	M	Vice head
	3. Nguyãùn Ngoüc Mäúi	M	Book keeper
	4. Hoàiìng Thë Lãü	F	Agriculture
	5. Ààùng Thë Bay	F	Women Union
Hæång Lãüc	1. Laúi Diãüm	M	Head
	2. Tráön Thæia	M	Vice head
	3. Tãú Vàn Duìng	M	Book keeper
	4. Àãù thë Hãöng Di	F	Women Union
	5. Nguyãùn Tuyãún	M	Member
Hæång Hoài	1. Hoàiìng Phæång Tháo	M	Head
	2. Lã Äæic Læu	M	Vice head
	3. Phaùm Gia Äiãön	M	Book keeper
	4. Nguyãùn Thë Tuyãút	F	Women Union
	5. Nguyãùn thë Linh	F	Member
Hæång Hæiu	1. Phaùm Thanh Ngãn	M	Head
	2. Pìlong Agong	M	Vice head, book keeper
	3. Tráön Thë Xanh	F	Treasurer
	4. Tài Træång Loài	M	Member
	5. Tráön Xuãn Nam	M	Member
Phong Thu	1. Mai Açnh	M	Head
	2. Äoàiì Thë Quy	F	Vice head
	3. Lã Vàn Hoài	M	Book keeper
	4. Äoàiì Bãún	M	Resp. for credit activity
Phong Xuãn	1. Hãö Viãút Äøn	M	Head
	2. Tráön Uít	M	Vice head
	3. Tráön An Tháo	M	Book keeper
	4. Äoàiì Thë Chãöc	F	Treasurer
	5. Lã Huìng Phong	M	Member
	6. Hoàiìng Thë Ly Ly	F	Member
Quáiìng Thàiình	1. Äàiì Lyì	M	Head
	2. Quaììch Nhãn	M	Vice head
	3. Nguyãùn Khoa	M	Book keeper
	4. Quaììch Äãü Minh	M	Member
	5. Nguyãùn Thë Hãöng	F	Member
Dæång Hoài	1. Lã Vàn Táo	M	Head
	2. Nguyãùn Cæiu Thë Thæång	F	Vice head
	3. La Äàiì	M	Book keeper
	4. Nguyãùn Thë Lyì	F	Member
	5. Tráön thë Tçnh	F	Member
	6. Lã Nam	M	Member
	7. Phan Thë Hàiình	F	Member
	8. Phan Bãì Lãü	M	Member
Quáiìng Lãüi	1. Nguyãùn Viãút Quãüc	M	Head
	2. Phaùm thë Hãöng	F	Vice head/Women Union
	3. Nguyãùn Tæàiìng	M	Book keeper

	4. Tráön Tuáún	M	Farmer Association
	5. La Nghéa	M	Ha Cong village leader
	6. Phaûm Chả	M	Ha Cong village leader
	7. Lã Lành	M	Co Thap village leader
	8. Kiãöu Thê Toain	M	Co Thap Women Union
A Äät	1. Lã Vàn Danh	M	Head
	2. Ääüñg Sãn Thi	M	Vice head
	3. Häö Viãút Danh	M	Book keeper
	4. Lã Thê Ngáy	F	Member
	5. Häö sé Máút	M	Member
	6. Aviãút Thê Tám	F	Member
A Roaing	1. Pả lãng Plæång	M	Head
	2. Quyình Minh	M	Vice head
	3. Pi Luüc Tæing	M	Book keeper
	4. A Viãút Crinh	M	Treasurer
	5. Kãn Phêch	F	Member
	6. A Viãút ploai	M	Member
	7. Häö Vàn Thãi	M	Member
Häöng Thæäüñg	1. Nguyãùn Vàn Soit	M	Head
	2. Lã Thê Bêch Laii	F	Vice head/Treasurer
	3. Nguyãùn Xuán Vinh	M	Book keeper
	4. Äinh Thê Myi	F	Clerk
Häöng Trung	1. Quyình Nghäö	M	Head
	2. Nguyãùn Thãi Chàng	M	Book keeper
	3. Kãn Sinh	F	Member
	4. Häö Thê Häöng Thuyí	F	Member
	5. Häö Vàn Caich	M	Farmer Ass.
Nhám	1. Häö Viãn Pæia	M	Head
	2. Nguyãùn Äçnh Hoai	M	Vice head
	3. Nguyãùn Vàn Tiáún	M	Book keeper
	4. Häö Vàn Træi	M	Member
	5. Häö Thê Äinh	F	Women U.
	6. Häö Thê Nga	F	Women U.
	7. Hoaiñg Viãút	M	Member
Häöng Thuyí	1. Häö Bai Bçnh	M	Head
	2. Trênh Thê Chanh	F	Book keeper
	3. Cu Xait	M	Member - Agriculture
	4. Kãn Chi	F	Treasurer
	5. Häö Thê Liãn	F	Member - Education, health

Selected results from participatory evaluation of primary stakeholders

NAV evaluation summer 2004, facilitated by NAV staff

Based on sample of 37 primary stakeholder groups

Presented at debriefing meeting 10.9.2004

Objectives and statements for primary stakeholders

Objective 1. Capacity building. The village/community people are able to initiate, organise and manage development projects.

Activities: training, workshop, study tours, etc.

Statement 1.1. Target people participate in the decision and management of projects

No, not at all (1)	To some extent (2)	Good number (3)	High level (4)	All (5)
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Statement/Answer	No A	A 1	A 2	A 3	A 4	A 5	Total
Female				5	5	6	16
Male				1	9	4	14
Female & male						1	1
Non-beneficiaries		1	1	2	2		6
total		1	1	8	16	11	37

Statement 1.2. Target people are able to write applications for projects

No, not at all (1)	Now and then (2)	Often (3)
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Statement/Answer	No A	A1	A2	A3	Total
Female		7	5	4	16
Male		2	7	5	14
Female & male			1		1
Non-beneficiaries	2	2	2		6
Total	2	11	15	9	37

Statement 1.3. Target people are able to find agencies to support their applications (beside of NAV)

No, not at all (1)	Rarely (2)	Fairly often (3)	Often (4)	Very easily (5)
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Statement	No A	A 1	A 2	A 3	A 4	A 5	Total
Female		15	1				16
Male	1	12	1				14
Female & male		1					2
Non-beneficiaries	3	3					6
Total	4	31	2				37

Objective 2. Food security. Food security secured for target people. Living standard increased

Activities: diversified production, improved cultivation techniques, increased off-farm activities, increased knowledge about markets.

Statement 2.1. The number of target people lacking food has been reduced

Not at all 1	A little 2	Good deal 3	Much 4	Fully 5
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Statement	No A	A 1	A 2	A 3	A 4	A 5	Total
Female			1	5	9	1	16
Male				5	9		14
Female & male				3	3		6
Non-beneficiaries				1			1
Total			1	14	21	1	37

Statement 2.2. The living standard has increased for the target people

Not at all 1	A little 2	Good deal 3	Much 4	Very much 5
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Statement	No A	A 1	A 2	A 3	A 4	A 5	Total
Female	1		1	5	8	1	16
Male				8	6		14
Female & male				3	3		6
Non-beneficiaries				1			1
Total	1		1	17	17	1	37

Statement 2.3. Is vulnerability to price fluctuation is reduced?

Not at all 1	A little 2	Good deal 3	Much 4	Very much 5
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Statement	No A	A 1	A 2	A 3	A 4	A 5	Total
Female	1	1	8	2	4		16
Male			2	7	4	1	14
Female & male				1			1
Non-beneficiaries	2		2		2		6
Total	3	1	12	10	10	1	37

Objective 3. Water, sanitation and health. The farming cultivation has been improved

through NAV support of water constructions. Community health has improved through access to clean water and sanitation facilities.

Activities: irrigation, dams, water pipes, construction of wells, gravity water, water tanks, training, information, latrines, bathrooms.

Statement 3.1. Farming cultivation has improved through NAV support of water constructions.

	Not at all 1	A little 2	Reasonably 3	Much 4	Very much 5		
Statement	No A	A 1	A 2	A 3	A 4	A 5	Total
Female	2	4		2	5	3	16
Male	3	2		3	4	2	14
Female & male					1		1
Non-beneficiaries		1		2	3		6
Total	5	7		7	13	5	37

Statement 3.2. The target people's awareness of hygiene and sanitation has increased?

	Not at all 1	A little 2	Reasonably 3	Much 4	Very much 5		
Statement	No A	A 1	A 2	A 3	A 4	A 5	Total
Female			2	2	7	5	16
Male				3	8	3	14
Female & male						1	1
Non-beneficiaries				1	4	1	6
Total			2	6	19	10	37

Statement 3.3. Number of target people practice sanitation facilities has increased.

	Not at all 1	A little 2	Reasonably 3	Much 4	Very much 5		
Statement	No A	A 1	A 2	A 3	A 4	A 5	Total
Female			1	2	10	3	16
Male				3	9	2	14
Female & male					1		1
Non-beneficiaries				1	3	2	6
Total			1	6	23	7	37

Statement 3.4. The health situation has improved for most target people.

Not at all 1	A little 2	Reasonably 3	Much 4	Very much 5
--------------	------------	--------------	--------	-------------

Statement	No A	A 1	A 2	A 3	A 4	A 5	Total
Female				5	10	1	16
Male				4	8	2	14
Female & male					1		1
Non-beneficiaries				1	4	1	6
Total				10	23	4	37

Objective 4. HIV/AIDS. Target people's awareness of HIV/AIDs has increased leading to better prevention

Activities: Information materials, training...

Statement 4.1. Target people know more about the causes, ways of transmission and prevention of HIV/AIDS

Not at all 1	A little 2	Reasonably 3	Much 4	Very much 5
--------------	------------	--------------	--------	-------------

Statement	No A	A 1	A 2	A 3	A 4	A 5	Total
Female		1	2	1	9	3	16
Male				1	9	4	14
Female & male						1	1
Non-beneficiaries			2		2	2	6
Total		1	4	2	20	10	37

Objective 5. Education. Living standards of marginalized – women, ethnic groups, disabled

people, children - people have improved through diversified and improved education methods and improved facilities.

Activities: Learning facilities for disabled children, bilingual text books for minority pupils, scholarships for poor children, capacity building of teachers, construction of kindergartens, action based education methods for improved production methods, work tools, improvement of home appliances and better arrangement of houses.

Statement 5.1. Poor and disabled children have increased access to schools?

Not at all 1	A little 2	Reasonably 3	Many 4	Almost all 5
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Statement	No A	A 1	A 2	A 3	A 4	A 5	Total
Female			2	3	7	4	16
Male				2	8	4	14
Female & male						1	1
Non-beneficiaries			1	1	2	2	6
Total			3	6	17	11	37

Statement 5.2. Marginalised groups have improved their life skills through improved education methods.

Not at all 1	A little 2	Reasonably 3	Much 4	Very much 5
--------------	------------	--------------	--------	-------------

Statement	No A	A 1	A 2	A 3	A 4	A 5	Total
Female		3	2	3	7	1	16
Male	2		1	3	7	1	14
Female & male				1			1
Non-beneficiaries			1		3	2	6
Total	2	3	4	7	17	4	37

Objective 6. Emergency preparedness. Communities are better prepared and less vulnerable to natural disasters?

Activities: Information, education, leaflets.

Statement 6.1. People in communities have basic skills and higher awareness of natural disasters and enhanced coping mechanisms?

Not at all 1	A little 2	Reasonably 3	Much 4	Very much 5
--------------	------------	--------------	--------	-------------

Statement	No A	A 1	A 2	A 3	A 4	A 5	Total
Female	5	1	1	5	3	1	16
Male	4		1	1	7	1	14
Female & male		1					1
Non-beneficiaries	1			2	2	1	6
Total	10	2	2	8	12	3	37

Statement 6.2. The communities are making plans for disaster preparedness?

Not at all 1	A little 2	Reasonably 3	Much 4	Very much 5
--------------	------------	--------------	--------	-------------

Statement	No A	A 1	A 2	A 3	A 4	A 5	Total
Female	7	4	1	1	3		16
Male	5		1	4	3	1	14
Female & male		1					1
Non-beneficiaries	1	2		1	1	1	6
Total	13	7	2	6	7	2	37

**Objective 7. Board of management has facilitated the activities in the village/community?
Activities: set up of BOM, institutionalising BOMs**

Statement 7.1. The BOM has facilitated the participation of the villagers in a skilful way?

Not at all 1	A little 2	Reasonably 3	Much 4	Very much 5
--------------	------------	--------------	--------	-------------

Statement	No A	A 1	A 2	A 3	A 4	A 5	Total
Female	2		1	3	9	1	16
Male	1		1	1	9	2	14
Female & male					1		1
Non-beneficiaries	2				3	1	5
Total	5		2	4	22	4	37

Statement 7.2. BOMs will continue after NAV's projects terminates?

Not at all 1	Probably 2	Definitely 3
--------------	------------	--------------

Statement	No A	A 1	A 2	A 3	Total
Female		4	7	5	16
Male		1	8	5	14
Female & male			1		1
Non-beneficiaries	2		3	1	6
Total	2	5	19	11	37

Objective 8. Participatory methods are well understood and applied because they are useful?

Statement 8.1 Participatory methods make a difference to get projects going and running?

Not at all 1	A little 2	Reasonably 3	Much 4	Very much 5
--------------	------------	--------------	--------	-------------

Statement	No A	A 1	A 2	A 3	A 4	A 5	Total
Female	2			2	10	2	16
Male	1			1	10	2	14
Female & male	1						1
Non-beneficiaries	2				3	1	6
Total	6			3	23	5	37

Statement 8.2. Participatory methods will continue after NAV has terminated the projects?

Not at all 1	At low level 2	Supposedly 3	Most probably 4	Definitely 5
--------------	----------------	--------------	-----------------	--------------

Statement	No A	A 1	A 2	A 3	A 4	A 5	Total
Female	2			3	10	1	16
Male	1			2	9	2	14
Female & male	1						1
Non-beneficiaries	2			1	1	2	6
Total	6			6	20	5	37

Stakeholder assessment, 17 villages, ethnic groups and discussion groups Annex 5

No	District	Commune	Village	Ethnic groups	No of groups interviews	Notes
1	Huong Thuy	Duong Hoa	Luong Mieu	Kinh	F,M	Resettled
2	Quang Dien	Quang Loi	Ha Cong	Kinh	F,M	Resettled fishermen
3	Quang Dien	Quang Thanh	Kim Doi 1+2	Kinh	F,M + F/M beneficiaries; non-beneficiaries	
4	Phong Dien	Phong Thu	Dong Lai	Kinh	M, F, Non-beneficiaries	
5	Phong Dien	Phong Xuan	Tan Lap	Kinh	F, M Non-beneficiaries	Resettled from lowland Phased out
6	Nam Dong	Huong Giang	Phu Trung	Kinh	F, M	Phased out
7	Nam Dong	Huong Hoa	Village 10	Kinh	F, M	State farm earlier
8	Nam Dong	Huong Huu	Con Da – village 3	Ka Tu 96%	F, M	
9	Nam Dong	Huong Loc	My Hung	Kinh	F, M	
10	Nam Dong	Thuong Quang	A Ka	Ka Tu 100%	F, non-beneficiaries	
11	Nam Dong	Thuong Nhat	La Van	Ka Tu 100%	F, non-beneficiaries	
12	A Luoi	Hong Thuong	Hop Thuong	Ka Tu	F, M	
13	A Luoi	Hong Thuy	Village 7	Pa Co	F, M	Weak
14	A Luoi	Nham	A Bung	Ta Oi	F, M	
15	A Luoi	A Roang	Ka Ron	Ta Oi	F, M	
16	A Luoi	A Dot	Chi Hoa	Ka Tu 100%	F, M	Settled from Laos
17	A Luoi	Hong Trung	A Nieng	Pa Co 100%	F, M	

Thua Thien-Hue province

Total area: 5053.99 km²

Population

Years	Total	Male	Female	Fertility rate %	Mortality rate %
1994	971398	475474	495924	30.3	6.1
1995	987278	484107	503171	39.2	5.9
1996	1002725	492552	510173	28.2	6.0
1997	1017916	500895	517021	27.4	6.1
1998	1033268	509239	524029	25.9	6.1
1999	1049460	517695	531765	24.0	5.7
2000	1066162	525164	540998	21.2	4.9
2001	1079923	531279	548644	19.9	4.4
2002	1090998	536570	555428	19.1	4.6
2003	1105494	542650	562844	18.3	4.3

Agricultural area (ha)

	1995	2000	2001	2002	2003
Total	74870	80920	80428	82184	84223
1. Annual crops	72333	76190	75416	75906	76168
Food crops	63136	61897	63434	63903	64052
Vegetable & bean	4682	5138	5355	5347	5748
2. Industrial crops	4048	9155	6282	6287	5959
3. Multi-year trees	2537	4730	5012	6278	8055
Fruit trees	708	1869	2017	2158	2270
Multi-year industrial trees	1830	2790	2922	4017	5458

Area and yield of some kind of plants

	1995	2000	2001	2002	2003
Wet rice					
Area (2 crops) ha	48518	51341	51644	51827	51684
Yield (100kg/ha)	37.8	36.3	39.7	40.7	45.6
Maize					
Area (ha)	754	1164	1360	1426	1346
Yield (100kg/ha)	15	22.9	25.2	27.6	29.1
Sweet potato					
Area (ha)	7720	4448	5318	5063	4888
Yield (100kg/ha)	48.9	46.1	45.6	46.6	47.5
Cassava					
Area (ha)	5473	4297	4452	4930	5461
Yield (100kg/ha)	71.5	64.9	63.6	74.2	103.1

Animal production

	1995	2000	2001	2002	2003
Buffaloes	37261	32010	27570	28676	29289
Cattles	26181	22247	17976	18982	20399
Pigs	191768	203237	244408	245121	252292
sows	10445	22390	21855	22250	22876
Chicken	967720	1149700	1238067	1256220	1363260
Duck	320800	464000	1044651	1048000	1087530

Total area (Km²) - 2003

	Phong Dien	Quang Dien	Huong Thuy	Nam Dong	A Luoi
Total area	953.75	163.07	457.34	650.52	1229.02
No communes	15 + 1*	10+1	11+1	10+1	20+1

*: No. communes + No. town

Population - 2003

	Total	Male	Female
Phong Dien	104613	50640	53973
Quang Dien	90791	44406	46385
Huong Thuy	92910	45771	47139
Nam Dong	22107	11156	10951
A Luoi	38287	19057	19230

Source: Statistical yearbook, Hue 5/2004, Thua Thien Hue statistical office

PHQ areas

Districts	Communes	Total area (km ²)	No. villages
Phong Dien	Phong Thu	28.36	8
	Phong Xuan	157.4	15
Huong Thuy	Duong Hoa	262.8	13
Quang Dien	Quang Loi	3238 (ha)	
	Quang Thanh	1082 (ha)	

Population 2003

Communes	Total	Male	Female	F rate %	M. rate %
Phong Thu	3115				
Phong Xuan	5527				
Duong Hoa	3459	1745	1714		
Quang Loi	7267			17.75	2.47
Quang Thanh	10279			17.41	3.69

Phong Dien district

No. poor households

	2000	2001	2002	2003
District	2448	3016	2728	2351

Population

	1989	1999	2000	2001	2002	2003
Phong Xuan	3699	4844	4941	5516	5492	5527
Phong Thu	6304	2946	3060	3118	3091	3115

Land (2003)

	Phong Xuan	Phong Thu
Total area (ha)	15740	2836
1. Agricultural land (ha)	773.33	337.25
a. Annual crops	658.68	241.58
b. Garden	112.15	95.67
2. Forestry land	6249.5	1817.1
a. Natural forest	5854.3	62.3
b. Planted forest	395.2	1754.8

Agricultural production

Main Crops	Phong Xuan				Phong Thu			
	2000	2001	2002	2003	2000	2001	2002	2003
Wet rice								
Area 2 crops (ha)	472.7	452.2	518.8	521	201.2	199.7	209.6	215
Yield (100kg/ha)	35.1	26.6	37.4	40.2	37.9	28.9	33.4	37.9
Maize								
Area (ha)	3	3.5	3.5	2.5	3	3	3.9	9
Yield (100kg/ha)	13.3	13.3	13.6	15.2	13.3	14	13.9	19.4
Sweet potato								
Area (ha)	39	98.5	95.2	95.2	28.5	58.5	59.5	59.5
Yield (100kg/ha)	42.3	36.2	38.7	42.4	47.8	37.5	37.9	39.8
Cassava								
Area (ha)	38	38	43	40	27	27	24.5	32
Yield (100kg/ha)								
Sugarcane								
Area (ha)	154	0	0	0	18	0	0	0
Yield (t/ha)	15.6				15.6			
Groundnut								
Area (ha)	163.5	260.4	270.4	305.5	62	57.5	56	36.5
Yield (100kg/ha)	7.3	10.5	15	15.9	13.5	8.7	11.3	13.5

Animal husbandry

	Phong Xuan				Phong Thu			
	2000	2001	2002	2003	2000	2001	2002	2003
Pigs	1649	2387	2380	2360	771	1390	1386	1370
Sow	223	401	400	480	180	178	180	280
Cattle	99	118	120	103	20	31	35	51
Buffaloes	919	830	856	990	503	500	500	588

Quang Dien District Land (2003)

	Quang Loi	Quang Thanh
Total area (ha)	3238	1082
1. Agricultural land (ha)	826.45	684.15
a. Annual crops		
b. Garden		
2. Forestry land	572.2	0
a. Natural forest		
b. Planted forest		
3. Unused land	1549.61	254.81

Agricultural production

Main Crops	Quang Loi				Quang Thanh			
	1999	2000	2001	2002	1999	2000	2001	2002
Wet rice								
Area 2 crops (ha)	425.8	517	462.5	478.3	1104	1100	1123	1083
Yield (100kg/ha)	19.8	17.9	21.3	28.9	55.5	48.3	52.9	55
Maize								
Area (ha)	16	16	2	1.8	-	2	-	-
Yield (100kg/ha)	15	13	12	24.4		15		
Sweet potato								
Area (ha)	136.8	82	97	85.1	6.1	2	2	2
Yield (100kg/ha)	39.2	16.7	29.9	39.5	51	12	41	32
Cassava								
Area (ha)	7.5	5	5	24.6	10	-	-	1.5
Yield (100kg/ha)	50	26	31	25	102			34
Sugarcane								
Area (ha)	47.58	14.3	13.7	3.8	-	-	-	-
Yield (t/ha)	22.15	24.25	28.3	30.8				
Groundnut								
Area (ha)	256	242	353.7	285.2	3	4	2.4	1.5
Yield (100kg/ha)	12.3	12.5	8.2	15.7	17	17	9.6	17.3
Sesame								
Area (ha)	28	55	111.3	41	-	0.5	-	-
Yield (100kg/ha)	2.3	1.1	1.5	1.2		1.2		

	Quang Loi				Quang Thanh			
	1999	2000	2001	2002	1999	2000	2001	2002
Pigs	1802	2529	2684	2372	2135	2458	2610	2894
Cattle	185	201	199	148	119	107	97	99
Buffaloes	457	630	617	571	146	79	80	37

Huong Thuy District

No. poor households

	2000	2001	2002	2003
District				1775 (8.9%)
Duong Hoa				184 (40.63%)

Population

	1989	1999	2000	2001	2002	2003
Duong Hoa						3459 (669)

Land (2003)

	Duong Hoa
Total area (ha)	26280
1. Agricultural land (ha)	194.85
a. Annual crops	
b. Garden	
2. Forestry land	16168.3
a. Natural forest	
b. Planted forest	
3. Unused land	9874.11

Agricultural production

Main Crops	Duong Hoa				
	1999	2000	2001	2002	2003
Wet rice					
Area 2 crops (ha)	23.6	21.1	30.3	38	40
Yield (100kg/ha)	31.27	17.77	17.42	20	20.5
Sweet potato					
Area (ha)	20	16.5	11.1	6	8
Yield (100kg/ha)	53.2	56.66	55.8	61	58
Cassava					
Area (ha)	30	10	10	10	6
Yield (100kg/ha)	55.5	55	55	55	67

Nam Dong district

No. poor households

	2000	2001	2002	2003
District				

Population

	Total	No. hhs	Ethnic hhs	Ethnic pop	Kinh hhs	Kinh pop.
Huong Loc	2302	399	-	-	399	2302
Huong Giang	1351	306	-	-	306	1351
Huong Huu	2286	396	360	2092	36	194
Thuong Nhat	1764	340	319	1639	21	125
Thuong Quang	1628	291	165	886	126	742

Land (2003)

	Huong Loc	Huong Giang	Huong Huu	Thuong Nhat	Thuong Quang
Total area (ha)	6620	772.3	989.9	11410	15630
1. Agricultural land (ha)	99.09	142.58	286.28	261.24	642.63
a. Annual crops	36.85	74.59	109	104.37	115.22
b. Multi-year crops	55.88	61.99	147	146.27	508.2
2. Forestry land	5313.7	222.9	321.3	6450.91	10251.6
a. Natural forest	5131.5	160.2	221.3	6307.51	10105.5
b. Planted forest	182.2	62.7	100	143.40	146.10
3. Unused land	1167.2	383.67	356.98	4675.83	4700.84

Agricultural production (2003)

	Huong Loc	Huong Giang	Huong Huu	Thuong Nhat	Th. Quang
Wet rice					
Area 2 crops (ha)	20.8	106.8	135	78	103
Yield (100kg/ha)	44.4	49.5	39	24.7	43.5
Dry rice					
Area (ha)	-	-	7	37	5
Yield (100kg/ha)			7.9	7.6	8.1
Sweet potato					
Area (ha)	14	4.7	4	8.5	9
Yield (100kg/ha)	50.9	51.5	44	45.7	47
Cassava					
Area (ha)	6	8.5	39	65	53
Yield (100kg/ha)	88	88	80.2	83.4	84.8
All kind of bean					
Area (ha)	1	4.1	6	11	25.4
Yield (100kg/ha)	5.2	5	4.7	4.8	5
Fish pond (ha)	1	1.6	5.4	2	9

Animal husbandry 2003 (head)

Communes	Buffaloes	Cattle	Pig	Sow	Poultry
Huong Loc	47	191	663	68	4400

Huong Giang	102	63	466	34	5800
Huong Huu	237	270	365	19	3200
Thuong Nhat	37	382	266	9	3100
Thuong Quang	195	267	457	27	3200

A Luoi district

No. poor households

	2002	2003
District	2967 (41.24%)	2654 (36.9%)
A Roang	174 (47.8%)	173 (47.5)
A Dot	196 (62.22%)	162 (51.4%)
Hong Thuong	157 (45.77)	124 (36.2)
Hong Trung	174 (58%)	174 (58%)
Hong Thuy	223 (55.33)	153 (38%)
Nham	205 (60.29)	200 (58.8)

Population 2003

	No. hhs	Total	Female	No.labor	F. labor
A Roang	387	2250	1110	936	466
A Dot	321	1932	979	804	400
Hong Thuong	354	1856	942	772	385
Hong Trung	312	1605	813	668	333
Hong Thuy	422	2266	1170	943	470
Nham	344	1851	939	770	384

Land (2003)

	A Roang	A Dot	Hong Thuong	Hong Trung	Hong Thuy	Nham
Total area (ha)	5715	1798	4027	6791	11650	3793
1. Agricultural land (ha)	301	285.93	301.07	259.8	334.6	408.68
a. Annual crops						
b. Multi-year crops						
2. Forestry land	3893.6	980.5	2825.2	3621.8	2477.6	845.1
a. Natural forest						
b. Planted forest						
3. Unused land	1460.96	477.27	839.31	2878.6	8814.18	2515.28

Agricultural production (2003)

	A Roang	A Dot	Hong Thuong	Hong Trung	Hong Thuy	Nham
Wet rice						
Area 2 crops (ha)	144	118	50.6	53.6	43	19.4
Yield (100kg/ha)	42.5	41	38.1	35	42	41.5
Dry rice						
Area (ha)	43	52	12	22	166	20
Yield (100kg/ha)						

Maize						
Area (ha)	6	30.7	27.1	20	217.5	20.4
Yield (100kg/ha)	29.5	32.3	33.6	30	43.3	33
Sweet potato						
Area (ha)	7	7	7	8	7	8
Yield (100kg/ha)	38.4	38.6	38.3	38.5	46.9	40.8
Cassava						
Area (ha)	110	85	46	115	92	23
Yield (100kg/ha)	68.7	68.5	95	82.2	79.8	96
Groundnut						
Area (ha)	-	-	-	-	-	20.7
Yield (100kg/ha)						13.5

Animal husbandry 2003 (head)

Communes	Buffaloes		Cattles		Pigs		Sows		Goat	
	2002	2003	2002	2003	2002	2003	2002	2003	2002	2003
A Roang	249	239	308	276	225	153	18	28	60	60
A Dot	138	168	190	265	134	227	13	12	25	17
Hong Thuong	66	98	187	184	280	285	15	16	30	42
Hong Trung	47	50	261	390	170	117	8	10	100	85
Hong Thuy	11	13	168	330	308	354	9	14	31	52
Nham	30	29	151	100	25	52	3	5	-	-

Itinerary of evaluation team

Annex 7

Wedn 1.9 am	Team preparation		
3 pm	Extension Service	Mr Hoang Huu He, Director of Agricultural Extension Center	NAV partner Assessment of NAV
Thursd 2.9 National Day	Team preparation		Prep of visits checklists in districts, commune and villages
Friday 3.9 Am	Visit in PHQ	Phong Dien district	People's Committee, Women's Union Farmer's Association
pm		Phong Xuan commune Tan Lap village	BOM – phased out 2003 SHG and households: women headed poor, medium and non-beneficiary
Sat 4.9	Visit PHQ	Quang Dien district Quang Loi commune	Ha Cong SHG 1+2 Households: women headed poor, medium and non-beneficiary
pm		Quang Loi commune	BOM Cage fishing
Sunday 5.9	Nam Dong	Thuong Nhat commune La Van village - katu	BOM SHG
pm		Huong Giang commune Phu Trung village - kinh	BOM phased out Kinh phasing out SHG and households: women headed poor, medium and non-beneficiary
Mon 6.9	Nam Dong	District city	PC head Mr. Kiem Women's Union Farmer's Association
pm		Thuong Quang commune (katu-kinh mixed) District Leaving for A Luoi	BOM households Dept of Agriculture Informal Education Centre

Tuesday 7.9	A Luoi	District city	Women's Union Sub-department of Education and Training Dept of Agriculture & Rural development
pm		Nham commune	BOM newly changed, Nha Rong, SALT changed to coffee plantation, visit to activities
Wednesday 8.9	A Luoi	A Dot commune Chi Lanh village (katu)	SALT groups, Women's Union, visits in field
Pm			Weaving group, water maintenance group households: women headed poor, woman headed medium and medium
Evening			PC of district
Thursday 9.9	A Luoi Back to Hue	A Rong commune	BOM SALT, Households: SALT cultivation household and poor household
Evening		Dinner with Liv and Yvonne Dahlin, Diakonia and Steering Committee	
Friday 10.9	Meeting - team		
Pm	Debriefing NAV Return to Hanoi	Liv S., Yvonne Dahlin, Diakonia and Steering Committee	

LIST OF KEY PERSONS MET

Hue

NAV office

Ms Liv Steinmoeggan	Residential Representative
Ms Dang Dieu Tan Trang	Project Coordinator, PHQ Area
Mr Le Viet Tuong	Project Officer, Food Security, Nam Dong Area
Mr Tran Ngoc Tuan	Project Officer, Training and Capacity building, PHQ Area
Ms Ho Thi Phuong Dai	Project Officer, Income generation and credit, A Luoi
Mr Le Van Dong	Project Officer, Environment and water, A Luoi
Ms Hoang Thi Thanh Mai	Project Officer, Emergency preparedness and gender, Nam Dong

Provincial authorities

CEMMA

Mr. Dinh Pruish,	Vice director of DARD, and Director of CEMA
Mr. Tran Dinh Vu	Vice director of CEMA, former vice chairman of A Luoi DPC
Mr. Le Van Minh	Vice director of CEMA

DPI

Mr. Phan Man	Vice director of Dept. Planning and Investment
Mr. Pham Van Thach	Vice head of foreign economy

CAE

Mr. Hoang Huu He,	Director of Center of Agriculture Extension
Mr. Hoang Duc Thanh	Head of communication and training section of CAE
Mr. Le Quy Thao	Vice head of Agricultural Technique Section of CAE

Phong Dien district

Farmer Association

Ms. Nguyen Thi Chanh	Vice chairperson
Mr. Ha Xuan Thi	FA officer, in charge of NAV project

District Women's Union

Ms. Phan Thi Cam Thuy	WU staff
Ms. Tran Thi Ly	WU staff, responsible for NAV activities

District People's committee

Mr. Nguyen Van Son	Vice chairperson, in charge of economy
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Mr. Hoang Ba Nghiem

Economic expert

Phong Xuan commune

Mr. Ho Viet An

Mr. Tran Ut

Board of management

Head of BoM

Vice head of BoM

quang dien district

Quang Loi commune

Mr. Nguyen Tuong

Ms. Pham Thi Hong

Board of management

Vice head of BOM, Chairperson of CPC

Accountant of BoM

Nam Dong district

Thuong Nhat commune

Mr. Nguyen Van Lung

Mr. Ho Van Duong

Ms. Hoang Thi Le

Ms. Dang Thi Booc

Mr. Nguyen Ngoc Moi

Board of management

Head of BOM, chairperson of CP Council

Vice head of BoM, Chairperson of Fatherland Ass.

Head of clinic station

Chairperson of Women Union

Accountant

Huong Giang commune

Mr. Phan Chuyen

Mr. Le Han

Ms. Le Thi Thuy

Mr. Nguyen Minh Luan

Mr. Van Thuan

Board of management

Head of BoM

Member, Chairperson of Huong Giang co-operative

Vice head of BoM, Chairperson of CWU

Member, accountant

Chairperson of Farmer association

District People's Committee

Mr. Nguyen Thanh Kiem

Mr. Nguyen Nghia

Chairperson of DPC

Head of Administration division

District Women's Union

Ms. Vo Thi Yen

Chairperson of DWU

District Farmer Association

Mr. Nguyen Van Trai

Chairperson of DFA

A Luoi District

Ms. Hoang Thi Loan

Ms. Nguyen Tam Thuan

District Women's Union

Chairperson of DWU

Executive member of DWU

Sub- Department of Agriculture & Rural development

Vice head of Sub DARD

Mr. Trinh Huy Son

District People's Committee

Chairperson

Mr. Vo Van Du

Mr. Phong
Mr. Le Van Hoang

Head of Administrative division
Head of Financial department

Nham Commune

Mr. Ho Vien Puar
Mr. Ho Van Tru
Mr. Nguyen van Tuan
Ms. Ho Thi Anh
Ms. Ho Thi Nga
Mr. Pham Minh Hung

Board of Management

Head of BOM
Head of clinic station
Accountant
Chairperson of CWU
Midwife
Head of Primary school

A Dot Commune

Mr. Le Van Danh
Mr. Dang Son Thi
Mr. Ho Viet Danh
Mr. Ho Si Mat
Ms. Aviet Thi Tam
Ms. Kan U

Board of Management

Chairperson of CPC, head of BOM
Head of CFA, vice head of BOM
Accountant
Member
Head of CWU
Head of weaving group

A Roang commune

Mr. Quynh Nul

Mr. A Viet Nung

Mr. Ho Van Thoi
Ms. Kan Phich
Mr. Aviet Kring
Mr. Ho Xuan Tam
Mr. Quynh Ao

Board of Management

Vice head of BOM, Chairperson of Fatherland
Front
Former chairperson of BOM, Chairperson of CP
Council
Communal clinic station
Head of CWU
Cashier
Credit staff
Credit staff

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