

R822 VN00

ENB

Danish Ministry of Foreign Affairs

Danida

Component Description

Rural Water Supply and Sanitation

Water Sector

VIET NAM

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Ref. No. 104.Vietnam. 814-4

April 2000

R822-VN00-17652

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Water Sector

VIET NAM

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Rcf. No. 104.Vietnam. 814-4

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LIST OF CONTENTS

Map of Vietnam.....	i
List of Annexes.....	ii
List of Abbreviations.....	iii
Definition of Technical Terms.....	iv
Cover page.....	v
1 INTRODUCTION.....	1
2 GOVERNMENT MANAGEMENT OF THE RURAL WATER SUPPLY AND SANITATION SECTOR AND INPUTS FROM OTHER SOURCES.....	3
2.1 Sector Context.....	3
2.1.1 Rural development and the Water Situation in Vietnam.....	3
2.2 Sector Framework.....	3
2.2.1 The National RWSS Programme.....	3
2.2.2 The National RWSS Strategy.....	4
2.3 Sector Organisation.....	5
2.3.1 The Main Actors of the RWSS Sector.....	5
2.3.2 Donors within the RWSS Sector.....	8
2.4 Danida Sector Support.....	9
2.4.1 Strategy for Danish Bilateral Development Co-operation with Viet Nam.....	9
2.4.2 Development Co-operation between Vietnam and Denmark in the RWSS Sector.....	10
2.5 Danida Focus Areas.....	10
2.5.1 Ha Tinh Province.....	10
2.5.2 Nghe Ahn.....	11
2.5.3 Dak Lak Province.....	11
3 VISIONS, OPPORTUNITIES AND BARRIERS.....	13
3.1 Visions.....	13
3.2 Opportunities.....	14
3.2.1 General.....	14
3.2.2 Human Resources Development and other Institutional Issues.....	14
3.2.3 Community Mobilisation, IEC and Sanitation & Hygiene Promotion.....	14
3.2.4 Resource Mobilisation.....	15
3.2.5 Water Supply.....	15
3.3 Barriers.....	16
3.3.1 General.....	16
3.3.2 Human Resources Development and other Institutional Issues.....	16
3.3.3 Community Mobilisation, IEC and Sanitation & Hygiene Promotion.....	17
3.3.4 Resource Mobilisation.....	18
3.3.5 Water Supply.....	18
3.4 Poverty Alleviation, Cross-cutting Issues and Sustainability.....	20
3.4.1 Poverty Alleviation.....	20
3.4.2 Gender Aspects.....	20
3.4.3 Good Governance.....	21
3.4.4 Environment.....	21
3.4.5 Sustainability.....	22

4	STRATEGY	25
4.1	National RWSS Strategy	25
4.2	Specific Component Implementation Strategy	25
4.2.1	General	25
4.2.2	Human Resource Development	27
4.2.3	Community Mobilisation, IEC and Sanitation and Hygiene Promotion	28
4.2.4	Resource Mobilisation	29
4.2.5	Water Supply	29
4.2.6	Poverty and Cross-cutting Issues	30
4.2.7	Sustainability	32
5	LOGICAL FRAMEWORK ANALYSIS	35
5.1	Objectives	35
5.1.1	Development Objectives	35
5.1.2	Immediate Objectives	35
5.2	Outputs and Activities, Ha Tinh Province	35
5.2.1	Pre-component Outputs and Activities	36
5.2.2	Establishment of Implementation Organisation	36
5.2.3	Introduction and Planning	37
5.2.4	Continuation of the Ongoing Pilot Project in Parts of Cam Xuyen District	38
5.2.5	Implementation in Pilot District	39
5.2.6	Implementation in Parts of Cam Xuyen District, not Covered by the Pilot Project	43
5.2.7	Gradual Replication in Two Additional Districts	44
5.3	Outputs and Activities, Dak Lak Province	44
5.3.1	Pre-component Outputs and Activities	44
5.3.2	Establishment of Implementation Organisation	44
5.3.3	Introduction and Overall Planning	45
5.3.4	Implementation at Locations with Recently Constructed Piped Water Supplies	45
5.3.5	Implementation in Pilot District	47
5.3.6	Gradual Replication in Two Additional Districts	48
5.4	Outputs and Activities, Nghe An Province	48
5.5	Inputs	49
5.5.1	Inputs by Government of Denmark	49
5.5.2	Inputs by Government of Vietnam	50
5.5.3	Inputs by Users	51
5.6	Assumptions, Preconditions and Risks	51
5.6.1	Assumptions	51
5.6.2	Precondition	52
5.7	Indicators and Means of Verification	52
6	IMPLEMENTATION PROCEDURES	53
6.1	Organisation and Management	53
6.1.1	Organisation at Central Level	53
6.1.2	Organisation at Provincial Level	53
6.1.3	Organisation at District Level	54
6.1.4	Organisation at Commune Level	55

6.2	Flow of Funds, Accounting and Auditing	57
6.2.1	Flow of Funds	57
6.2.2	Accounting	57
6.2.3	Auditing.....	57
6.3	Monitoring, Reporting, Reviews and Evaluation	57
6.3.1	Monitoring.....	57
6.3.2	Reporting.....	58
6.3.3	Review and Evaluation.....	58
6.4	Component Implementation Plan.....	59
6.4.1	Implementation Plan for Ha Tinh Province	59
6.4.2	Implementation Plan for Dak Lak Province.....	59
6.4.3	Implementation Plan for Nghe An Province.....	59

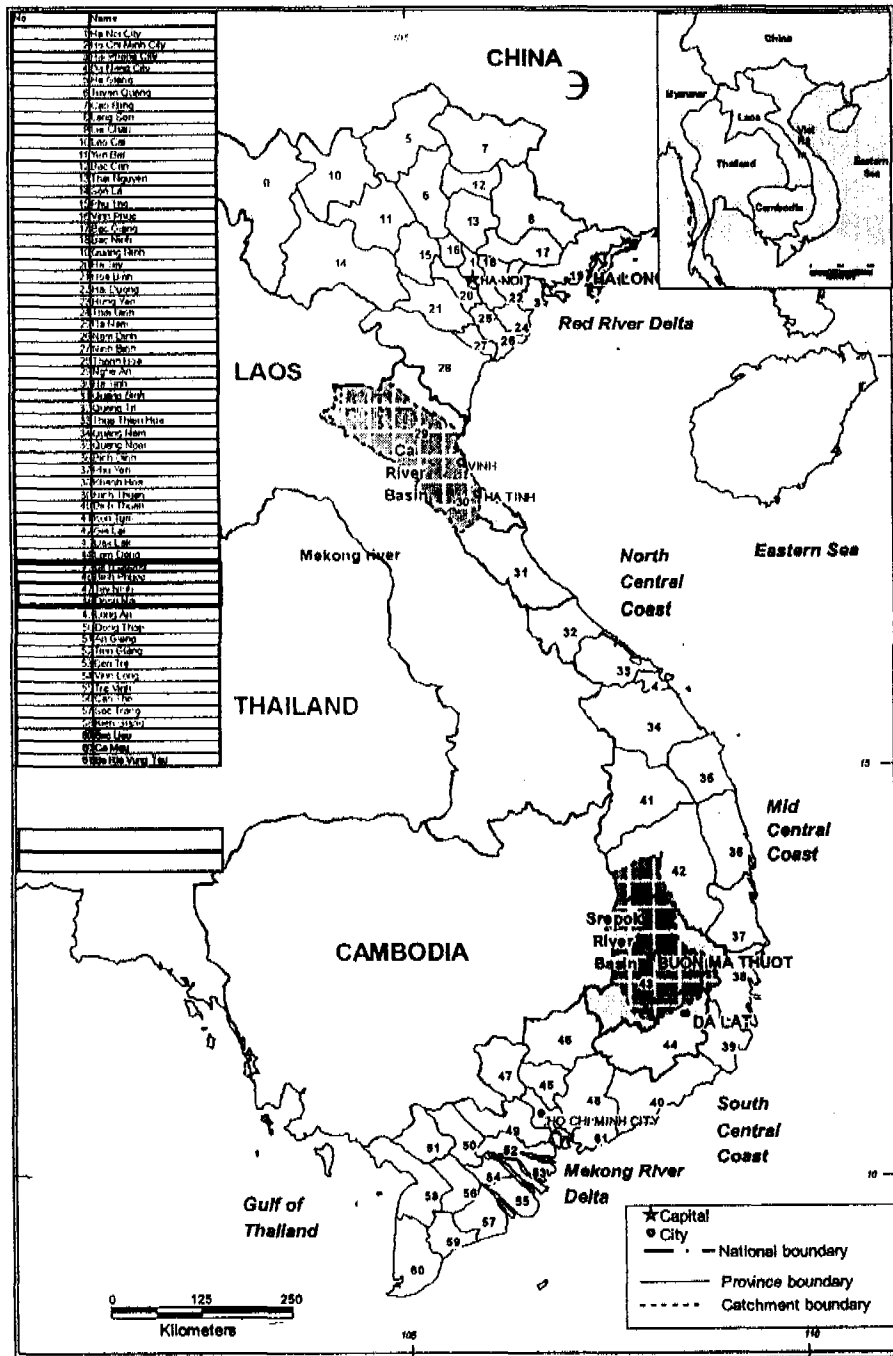
LIST OF ANNEXES

ANNEX 1: Lessons Learnt from the Ha Tinh Pilot Project

ANNEX 2: Detailed Budget

ANNEX 3: Indicators and Means of Verification

MAP OF VIET NAM



Focus areas for Danida assistance to the water sector in Viet Nam

LIST OF ABBREVIATIONS

ADB:	Asian Development Bank
AusAid:	Australian Aid
CERPAD:	Centre for Residential Planning and Development
CERWASS:	Centre for Rural Water and Environmental Sanitation
CPC:	Commune People's Committee
Danida:	Danish International Development Assistance
DARD:	Department of Agriculture and Rural Development
DfID:	Department for International Development Assistance
DKK:	Denmark Kroner
DMU:	District Management Unit
DoC:	Department of Construction
DoH:	Department of Health
DoPM:	Department of Preventive Medicine
DPC:	District People's Committee
GoV:	Government of Viet Nam
HRD:	Human Resources Development
IEC:	Information, Education and Communication
JICA:	Japanese International Co-operation Agency
KAP:	Knowledge, Attitude and Practice
MARD:	Ministry of Agriculture and Rural Development
M&E:	Monitoring and Evaluation
MoC:	Ministry of Construction
MoF:	Ministry of Finance
MoH:	Ministry of Health
MoSTE:	Ministry of Science, Technology and Environment
MPI:	Ministry of Planning and Investment
NSC:	National Steering Committee
O&M:	Operation and Maintenance
PCU:	Provincial Co-ordination Unit
PPC:	Provincial People's Committee
PRA:	Participatory Rural Appraisal
RWSS:	Rural Water Supply and Sanitation
SPS:	Sector Programme Support
SPSCU:	Sector Programme Support Co-ordination Unit
TA:	Technical Assistance
ToR:	Terms of Reference
ToT:	Training of Trainers
UNDP:	United Nations Development Programme
Unicef:	United Nation Children Funds
USD:	United States Dollar
VAT:	Value Added Tax
Watsan:	Water and Sanitation
VWU:	Viet Nam Women's Union
WHO:	World Health Organisation

DEFINITION OF TECHNICAL TERMS

Supply driven approach implies a top down planning approach to water and sanitation investments. Typically, a supply driven approach would focus on design and construction of water and sanitation systems based on prescribed needs determined by planners. These needs are usually linked to perceived health improvements and give little consideration to the actual demand for the offered services.

Demand driven approach implies, in its purest form, that the demanded services are provided by the private sector through market mechanisms. Users select the type and level of services for which they are able and willing to pay and bear the full costs of these services.

Demand responsive approach is a planning approach where users are assisted to express their demand for water supply and sanitation services and where this expression of demand guides key investment decisions.

Financial sustainability is defined as the continuing ability of water supply and sanitation enterprises to fully finance their operations, i.e. full cost recovery.

Technical sustainability is defined as a technical solution, which is operational at the lowest appropriate level and which continues to function after external assistance has come to an end.

Organisational sustainability is defined as the continued public acceptance and hence institutionalisation of organisations.

Environmental sustainability is defined as the long-term compatibility between the utilisation of water resources and the quality and quantity of the water resources.

Ownership is understood as appropriation or taking responsibility for a certain endeavour. Ownership implies formal and real authority as well as effective self-authorisation to assume management responsibility

Full cost recovery means that enterprises through tariffs and fees are able to recover all costs connected with the offered water supply and sanitation services; including costs for operation and maintenance of the system as well as recovery of capital investments.

COVER PAGE

Country: Viet Nam
Sector: Water Sector
Title: Rural Water Supply and Sanitation Component
Co-operating Agency: Ministry of Agriculture and Rural Development
Duration: 5 years
Starting date : October 2000

Government of Viet Nam Contribution: Permanent staff, technical as well as support staff, in the covered provinces and districts, office space, VAT and import duties.
Donor Contribution: DKK 115 million (—)

Brief Description:

The five-year Rural Water Supply and Sanitation (RWSS) Component under the Water Sector Programme Support to Viet Nam covers a total of 8 districts in the three provinces, Ha Tinh, Dak Lak and Nghe An (during the last year of the component period). The Component will be implemented in accordance with the National RWSS Strategy and with the following objectives: i) to establish sustainable institutional framework for provision of water supply and sanitation services, ii) to establish community managed water supply and sanitation facilities based on user demand and reflecting the needs of women and the poor, and iii) to increase awareness of the linkage between improved hygiene and sanitation and health and improved hygiene practices.

The Component will build capacity at all local government levels and within mass organisations to implement the National RWSS Strategy. Thus, effective and gender sensitive information, education and communication activities, integrated at grass-root level, will precede the planning and construction of water supply and sanitation facilities. The implementation will follow a demand responsive approach where the users will decide on the service level and type of technology, will contribute to the investment costs in a social balanced manner and be fully responsible for operation and maintenance. The Component is presumed to cover 10% of the population every year. Training in community management, operation and maintenance of small piped water schemes will, in particular, be emphasised. Institutional sanitation will also be given priority. Credit facilities will be provided to the poor and to women in collaboration with mass organisations, such as Viet Nam Women's Union.

The Component will be implemented with reference to the Peoples Committee at provincial and district levels. The implementation will be the responsibility of the Department of Agriculture and Rural Development at provincial level and of the District Advisory Services at district level. Considerable expatriate and local technical assistance will be provided through temporary Provincial Co-ordination Units and District Management Units.

The RWSS Component will be co-ordinated with other components of the Sector Programme Support to the Water Sector, in particular the National Water Supply and Sanitation Component for building capacity at national level to implement the National Strategy.

Sustainability will be the underlying principle for all component activities. Poverty alleviation will be promoted through provision of subsidised and shared water supply and sanitation facilities to the poor, including ethnic groups. In particular women and children will benefit from such facilities. Intensive hygiene and sanitation promotion will address gender issues and credit will in particular be offered to women.

Good governance issues will be addressed through promotion of accountable decision-making and transparent financial administration procedures with increased popular participation in the decision-making process. The Component will in general contribute to an improvement of the environment, in particular through its sanitation and hygiene promotion activities. Simple environmental impact assessments will be carried out prior to construction of piped water schemes.

Signatures

1 INTRODUCTION

Viet Nam is among the 20 programme countries selected for Danish bilateral development assistance, and the two Governments have agreed to concentrate the assistance in the following sectors: 1) Water and Sanitation, 2) Fisheries, and 3) Agriculture.

The Danish assistance is concentrated in rural areas and in the water sector focus will mainly be on the Central Highlands including Dak Lak and Lam Dong provinces and the North Central Coast including Ha Tinh and Nghe An provinces.

The Government of Viet Nam (GoV) and Danida have been preparing the Sector Programme Support (SPS) for the Water Sector since 1997 through an Identification Mission in May-June 1997 and three preparatory studies; Institutional Assessment, Human Resource Development (HRD) Assessment and a Finance Mechanisms Study, carried out during October-November 1998.

A Preparation cum Formulation Mission for the SPS and its components was carried out in March and May 1999. The draft SPS Document and Component Summaries, including a Component Summary for Rural Water Supply and Sanitation (RWSS) were finalised in June 1999 and hence translated into Vietnamese and circulated among stakeholders for comments in July 1999.

The formulation of the RWSS Component was carried out in the period 18 October – 16 November 1999. An extensive debriefing note presenting the major findings of the mission was prepared and submitted to the Danish Embassy and the Vietnamese counterparts on 15 November 1999. Subsequently a draft Component Description was prepared.

The draft Component Description has been commented upon by the relevant Vietnamese authorities. Danida carried out in March - April 2000 a desk appraisal of the draft Component Description and a number of the comments from the Desk Appraisal Team have been incorporated in the present final version of the Component Description.

The proposed SPS RWSS Component will be implemented within the framework of the proposed National RWSS Strategy, which at the time of writing had not yet been approved by the GoV. It will build upon the experiences gained and lessons learnt from the ongoing pilot project in Ha Tinh province and will be carried out in accordance with the Country Strategy for the Vietnamese-Danish Development Co-operation and as a component of the SPS to the Water Sector in Vietnam.

2 GOVERNMENT MANAGEMENT OF THE RURAL WATER SUPPLY AND SANITATION SECTOR AND INPUTS FROM OTHER SOURCES

2.1 Sector Context

2.1.1 Rural development and the Water Situation in Vietnam

The rural areas of Vietnam comprise approximately 80% of the country's population and their agricultural production is a vital element in the national economy. However, 90% of the poor people live in rural areas and during the economic renovation policy (Doi Moi) they have fallen behind urban people, both in terms of relative economic development and in overall quality of life. The "1000 poorest communes" programme, which is the first phase of the extensive national Hunger Eradication and Poverty Reduction Programme will raise and invest USD 700 million in among others rural water supply and sanitation (RWSS) in order to improve the position of the rural poor.

It is estimated that 50% of rural households have access to sufficient water to meet their basic domestic needs, but only about 10% of households have access to water that meets the national drinking water standards. It is also estimated that only about 50% of households have some form of latrine. Most latrines, particularly in the North, are single or double vault latrines where excreta are removed for use as fertiliser, but in the South fish-pond latrines are common and in mountainous areas pit latrines are widespread. A nation wide study on intestinal parasite infection conducted in 1989 found infection rates of 95% in the North and 40% in the South. In 1995 GoV issued a ban on the use of fishpond latrines due to concerns about their environmental impact, but gave no advice on alternative. As a result people have slowly resumed their old habits.

2.2 Sector Framework

Following is a brief description of the recent important initiatives taken within the sector to improve the RWSS situation.

2.2.1 The National RWSS Programme

The present government supported RWSS activities are implemented under the National RWSS Programme approved by the Prime Minister's decision 237 dated December 5th 1998. The Ministry of Agriculture and Rural Development (MARD) is responsible for the management of the National RWSS Programme and is the main co-ordinator of the involvement of different line ministries and local government authorities. Within MARD, the Centre for Rural Water Supply and Sanitation (CERWASS) is responsible for assisting MARD in the implementation of the Programme.

The Programme is designed as an umbrella programme to include all ongoing and planned government projects, including the Unicef supported activities and the present planned Danida supported RWSS Component. Once the National RWSS Strategy has

been approved, the National RWSS Programme is presumed implemented in accordance with this Strategy.

The National RWSS Programme has a rather strong focus on water supply and sanitation service delivery and on achievement of physical targets. The Programme in general concentrates on improving water supply and sanitation in areas with water shortage and highly polluted water sources and gives particular attention to remote and mountainous areas as well as areas populated by ethnic groups. Moreover, the registered 1,000 poorest communes receive specific attention.

With regard to cost, the Programme focuses equally on provision of water supply and sanitation. Government subsidies will be provided as specified in an inter-ministerial circular of August 1999. The following are important aspects of the Programme: i) consolidating and adjusting the functions and tasks of the existing sector organisation, ii) human resources development (HRD), iii) promotion of information, education and communication (IEC) activities and social mobilisation, and iv) collection, compilation, analysis and dissemination of lessons learnt.

2.2.2 The National RWSS Strategy

Overall Policy

In late 1997 the GoV changed the national priorities towards rural development based on increased agricultural production, food processing, and human and social development, in order to achieve a greater equity in development. With regards to the RWSS sector this implies that: i) most people should have access to clean water and rural environmental sanitation should be improved, ii) where feasible piped water systems should be promoted in rural areas, iii) the GoV should create favourable conditions for establishment of RWSS facilities, and iv) implementation should be decentralised.

Gender issues have been taken into considerations, but only to a small degree. The RWSS Strategy mentions some reflections made regarding gender issues, however a comprehensive gender strategy is not provided.

Preparation of a National RWSS Strategy

The Centre for Residential Planning and Development (CERPAD) under the Ministry of Construction was assigned the responsibility for preparing a National RWSS Strategy. Terms of Reference were prepared with support from the UNDP/World Bank Regional Water and Sanitation Programme and financial as well as Technical Assistance (TA) to the preparation of a National RWSS Strategy was provided by Danida. The draft National RWSS Strategy was published in March 1999.

The National RWSS Strategy (in the following also referred to as the Strategy) introduces a radical change in the prevailing approach to RWSS. The approach should be altered from a supply-driven, top-down approach to a demand responsive, participatory approach. Within this new approach, users will be supported to participate in the selection and construction of their own facilities with advice and assistance from the Government and donors. Users are also expected to pay most of the construction costs (with the

exception of the poor) and all costs for operation and maintenance. In order to build up capacity and stimulate the demand responsive approach a comprehensive information, education and communication (IEC) element is included in the National RWSS Strategy. Financial support, comprising grants and soft loans, is also embraced by the Strategy.

Since it was published in March 1999, the Strategy has been modified by CERPAD and MARD/CERWASS. These modifications have not been published, however, it has been reported that no major changes have taken place. Nevertheless it has been mentioned that the role of user organisations seems to have been downplayed. The modified National RWSS Strategy was forwarded to the Prime Minister for approval on 27 October 1999.

The Strategy was prepared under the supervision of CERPAD from the Ministry of Construction while the national mandate within the RWSS sector, including the implementation of the Danida supported RWSS Component, was given to MARD.

2.3 Sector Organisation

As a result of GoV's increased focus on RWSS and the proposal of the National RWSS Strategy, the entire sector is in a period of transition and a process of reorganisation. Consequently, the implementation mechanisms and the organisational structure within the sector are not yet fully in place. Keeping this in mind, the main actors within the sector are described below.

2.3.1 The Main Actors of the RWSS Sector

National Steering Committee (NSC)

According to the National RWSS Strategy and with reference to the Ministry of Science, Technology and Environment (MoSTE), an inter-ministerial NSC will be responsible for: i) policy formulation, ii) overall guidance and monitoring, iii) updating of sector strategies, iv) co-ordination with other sectors such as the urban water supply and sanitation sector, v) guiding the implementation of pilot projects, and vi) reporting sector progress to the Prime Minister. The NSC plans to establish sub-committees at provincial level.

Ministry of Agriculture and Rural Development (MARD)

MARD is the lead government agency for RWSS and the focal point and co-ordinator for implementation by a wide range of organisations. According to the National RWSS Strategy MARD will be overall responsible for IEC activities and will have IEC staff at both national and provincial levels but will leave the detailed planning and implementation to the individual ministries and organisations. Among the specific tasks of MARD can be mentioned: i) preparation and development of strategies and procedures for the sustainable utilisation of fresh water resources and water service delivery in rural areas, ii) co-ordination of RWSS activities including funding, iii) co-ordination of donor inputs, iv) technology transfer and research and development, and v) monitoring and evaluation.

At present, MARD is responsible for implementation of the National RWSS Programme as well as for overall management and further development of strategies. These two functions are expected to be separated in the near future.

Within MARD, the CERWASS is responsible for state management of the National RWSS Programme and may be responsible for the implementation of the future National RWSS Strategy.

Ministry of Planning and Investment (MPI) and Ministry of Finance (MoF)

The MPI and the MoF are overall responsible for co-ordination of funding and donor inputs and will provide the annual government budget for the sector.

Ministry of Health (MoH)

MoH is responsible for the general health situation in the country. More specifically, MoH is responsible for water quality monitoring and control as well as for enactment of public health regulations including promotion of household hygiene and sanitation. MoH has staff at all levels from national to commune level, who are engaged in many preventive and curative activities. IEC activities are carried out by health workers at grass-roots level in collaboration with representatives of the Vietnam Women's Union (VWU). There is an ongoing reorientation towards more and more participatory approaches. Training materials produced by MoH support to some extent the work of VWU.

Ministry of Construction (MoC)

MoC has a regulatory and supervisory function for engineering works. The CERPAD under the MoC has prepared the National RWSS Strategy, but is at present not envisaged to play a major role in the implementation of the Strategy.

Mass Organisations

VWU is a mass organisation functioning at national, provincial, district and commune levels. It was established in 1930 and it is one of the largest organisations of women in the world with around 11 million members. The VWU plays a prominent role in rural/community development. Their representatives are trained in extension work and often also in participatory approaches. A government decree in Vietnam states that VWU should be consulted and involved in policy making relating to women's and children's issues at all levels.

VWU is the second largest key player in Vietnams' rural financial market, organising and training women groups for income generation, as well as for savings and credit activities. VWU is a key player in the development of RWSS. Members act as trainers of the staff of the Department of Preventive Medicine under MoH.

In connection with the RWSS Component it is envisaged that other mass organisations, such as the Farmers Union, the Veterans Union, the Youth Union and the Pioneers have a potential to assist in promotion of hygiene sanitation. The Youth Union is already engaged in various activities such as hygiene and sanitation campaigns in schools. Collaboration with a wide range of mass organisations has the advantage of increasing the public awareness on water supply and sanitation issues. Furthermore this might be advantageous with regard to reaching also men and youth, as the VWU primarily focuses on women.

Training Institutions

Various training institutions undertake the responsibility of enhancing human capacity in the water sector. With regard to technical training different universities (mostly based in Hanoi) are involved: The Water Resources University, The Mining and Geology University, the Civil Engineer University, The Architectural University Water etc. Three Training Colleges and some vocational training schools outside Hanoi have also been established, and they are all under the Ministry of Construction. A College for Management Training provides education in modern enterprise management. Hence, most of the training facilities concern the technical and the more administrative activities of the water sector. Training focusing on other than National and Provincial level and training concerning community mobilisation, campaigning, income generation as well as other "soft ware" components of the sector seem to be undertaken primarily by the VWU.

Provincial Level

The provincial administration is headed by a Provincial People's Committee (PPC) and the central ministries have departments at provincial level, such as Department of Agriculture and Rural Development (DARD), Department of Health (DoH) and Department of Construction (DoC). A provincial department of CERWASS is attached to DARD. In professional matters, these departments refer to their parent ministries in Hanoi while they in administrative and financial matters refer to the Provincial People's Committee. With regard to the RWSS sector, the provincial level will mainly have a planning, co-ordinating, regulatory and supervisory role rather than a direct implementing role. Provincial responsibilities comprise planning, budgeting, training and guidance of district staff as well as promotion of private sector involvement.

District Level

The district administration is headed by a District People's Committee (DPC) and some ministries have sections at district level. The districts play an important role in implementation of RWSS activities, although the volume and capacity of district staff is rather limited. Planned District Advisory Services will play important roles in providing advice about users financing and managing water supply and sanitation facilities. Furthermore, the District Advisory Services will be active in IEC activities and in promotion of sanitation and hygiene.

Commune Level

The commune administration is headed by a Commune People's Committee (CPC). The commune authorities should in principle carry out most of the government's support function for RWSS. However, the present level and skills of staff may not enable them to fulfil the envisaged role.

The Private Sector

In spite of a series of economic reforms attempting to liberalise the economy, Viet Nam still has a mainly state-managed economy and large state owned enterprises dominate the production. The private sector, which above all comprises these large state owned enterprises is, however, also characterised by a number of micro, small and medium sized enterprises, some of which also make up the water sector, e.g. with the production of simple technologies etc.

2.3.2 Donors within the RWSS Sector

Unicef is the principal donor in RWSS and works at present within the framework of the National RWSS Programme described in section 2.2.1 and supports the National RWSS Strategy. Unicef works through CERWASS and has made commendable attempts not only to increase the water supply and sanitation coverage, but also to strengthen the national capacity to implement hardware as well as software aspects. Furthermore, Unicef has been active in introducing new technologies in Vietnam.

The British Department for International Development (DfID) has so far worked through Unicef, and is in the process of recruiting an expatriate IEC specialist to work in CERWASS. DfID intends to increase its involvement in the RWSS sector. DfID will support the National RWSS Strategy, when it has been approved by the GoV.

The Australian AusAid has until 1996 provided funds through Unicef, but will in the future provide bilateral support to integrated rural development, including RWSS, in five provinces in the Mekong Delta. AusAid supports the National RWSS Strategy.

The Japanese JICA intends to finance a number of rural and small towns piped water schemes. Reportedly, JICA intends to implement projects in accordance with their own strategy rather than the proposed National RWSS Strategy.

The Dutch Government provides funds for the Unicef Watsan (Water and Sanitation) programme and minor funds for other activities such as school sanitation.

The World Bank and the Asian Development Bank (ADB) have positively indicated that they would consider funding RWSS activities after year 2003. Although the two banks have expressed general support to the National RWSS Strategy, it is not yet fully clear to what extent they intend to follow the Strategy. Presently both agencies fund water supply

projects in small towns and in integrated rural development in the Mekong. As these projects were initiated before the National RWSS Strategy was developed, they do not follow the principles of the Strategy.

The Water and Sanitation Programme supported by UNDP/World Bank is providing minor, but strategically important inputs to the development of the RWSS sector. Thus, they have been involved in the preparation of "Draft guidelines for preparing, implementing and operating-a community based clean water and sanitation improvement plan".

WHO is considering assisting the MoH with IEC activities of importance to the introduction of the National RWSS Strategy. A nation-wide programme of assistance is currently under negotiation whereby WHO may support the introduction of participatory approaches and tools according to the PHAST (Participatory Hygiene And Sanitation Transformation) approach developed and promoted through joint collaboration with UNDP/World Bank and WHO since 1983.

2.4 Danida Sector Support

2.4.1 Strategy for Danish Bilateral Development Co-operation with Viet Nam

A strategy for Danish bilateral development co-operation with Viet Nam was prepared in 1994. An updated strategy for the period 2000-2004 has been drafted and is in the process of being approved.

The strategy for the period 2000-2004 confirms the concentration of Danish development co-operation within the three sectors: water; agriculture; and fishery. The strategy also confirms the concentration of the co-operation within specific geographic areas. For the RWSS sector, the development co-operation will be concentrated within the provinces Ha Tinh and Dak Lak.

The planned Danish allocations during the period 2000-2004 have tentatively been assessed to DKK 1,300 million, out of which 35% is planned to be allocated to the water supply and sanitation sector. In line with the strengthened poverty orientation in the strategy, more emphasis will gradually be put on the RWSS at the expense of the urban water supply and sanitation.

Considerable technical assistance (TA) will be provided. The TA is envisaged to comprise Danida recruited long-term advisers supplemented with short-term specialised consultants from Danish consulting companies. Increased use of local or regional short-term consultants is envisaged.

2.4.2 Development Co-operation between Vietnam and Denmark in the RWSS Sector

Denmark has provided assistance to the water sector since 1974. Since 1993, the assistance has expanded gradually. Within the RWSS sector, the following co-operation has or is taking place:

National Rural Water Supply and Sanitation Strategy Study

The National RWSS Strategy Study (1997-99) is described in section 2.2.2.

Ha Tinh Rural Water Supply and Sanitation Pilot Project

The Ha Tinh RWSS Pilot Project in Cam Xuyen district in Ha Tinh Province commenced late 1998 and is likely to be completed during the second half of year 2000. The pilot project is designed to test the principles of the National RWSS Strategy. With regards to the more specific lessons learnt from the pilot project, reference is made to Annex 1.

Feasibility studies have been carried out for the districts Nghi Xuan, Houng Khe and Duc Tho in Ha Tinh province to prepare the ground for introducing the Strategy in these districts with Danish technical and financial assistance. The feasibility studies provide a number of relevant baseline data. However, the studies are weak with regards to analysis of data. The studies can be utilised as baseline surveys rather than feasibility studies. No study has been made for the extension of the ongoing pilot activities in Cam Xuyen district.

2.5 Danida Focus Areas

2.5.1 Ha Tinh Province

Ha Tinh province covers an area of approximately 6,000 km². Topographically it is very diversified with mountainous and hilly land to the west and a relatively narrow coastal plain to the east. The population amounts to approximately 1.3 million out of which 90% live in rural areas and 15% belong to ethnic minorities. According to the official statistics, 35% of the population live in poverty, compared to the national average of 22%.

Ha Tinh is located in an area with difficult living conditions and is classified as one of the poorest provinces of Viet Nam. The infrastructure is not well developed, flooding is a problem in parts of the province and the soil is in general less fertile (salty and acid as well as proportionally hilly) for rice production than in most other provinces. Ha Tinh was only established as a province in 1992, and the administration is not yet as developed as in many other provinces. However, Ha Tinh has well organised stable social structures and various mass organisations play important roles in the socio-economic development of rural areas.

The water resources situation is complicated. Flooding occurs regularly and several streams are not perennial, groundwater level fluctuations are considerable, seawater intrusion takes place near the coast, and pollution of shallow groundwater aquifers is

widespread. Drilling in hard-rock area is difficult and costly. Water-shed degradation is an increasing problem.

As stated in section 2.4.2, Danida supports at present the implementation of a pilot project in selected communes in Cam Xuyen district. Furthermore, feasibility studies have been carried out in the districts of Nghi Xuan, Houng Khe and Duc Tho to prepare the ground for introducing the National RWSS Strategy in these districts with Danish technical and financial assistance.

2.5.2 Nghe An

Nghe An province is located just north of Ha Tinh. The two provinces were under one provincial administration up to 1992. Nghe An is in most respects very similar to Ha Tinh.

2.5.3 Dak Lak Province

Dak Lak is the biggest province in Viet Nam covering an area of approximately 20,000 km². Due to a rapid migration, the population has increased from 0.4 million in 1977 to the present population of 1.6 million. 80% of the population lives in rural areas and ethnic minorities account for 30%. Because of the rapid migration, the social structures are not so developed as in many other rural areas in Viet Nam.

Dak Lak has been one of the richest forest areas in Viet Nam. However, in the past 16 years, 4,000 km² forest (20% of the total province area) have been lost, mainly due to clearing for permanent agriculture, and a large proportion of the remaining forest has been seriously degraded from commercial logging. Irrigated coffee cultivation and timber production are major sources of income and 60% of all Viet Nam's coffee production take place in Dak Lak.

Compared to many other rural provinces, Dak Lak is a relatively wealthy province with a per capita income close to the national average. However, due to the rapid migration and the large percentage of ethnic minorities, the province continues to have a considerable segment of poor and very poor families who have been isolated from the recent economic development. Thus, according to the official statistics, 25% of the population live in poverty, compared to the national average of 22%.

Partly due to difficult hydrogeological conditions and partly due to the rapid environmental degradation, it is at many places difficult to find water of a sufficient quality and reliability for domestic use.

The process of selecting priority districts in Dak Lak has not been initiated. Relevant baseline data have not been collected. An outline for the desired support from Danida has been made by the provincial CERWASS, but this proposal does not comply with the National RWSS Strategy on various issues such as: i) piped water schemes being the only

proposed technology, ii) the schemes being proposed to be managed at district or even provincial level, and iii) sanitation and hygiene promotion not being included.

3 VISIONS, OPPORTUNITIES AND BARRIERS

3.1 Visions

The visions of the Government of Viet Nam (GoV) for the rural water supply and Sanitation (RWSS) sector is expressed in the National RWSS Strategy (the Strategy). The following statements from the Strategy express this vision.

Underlying Principle:

Sustainability shall be the underlying principle for all work in the sector.

General Approach:

A demand responsive approach will be introduced as soon as possible so that users are the main decision makers and organisers of implementation.

Most users will pay the major proportion of construction costs themselves and all users will pay all operating costs.

Competitive tendering shall be the basis for future construction.

Implementation Guidelines:

Effective and gender sensitive information, education and communication (IEC) programmes, integrated at grass-root level, will be started before the planning or construction of RWSS facilities.

Users will decide on the service level, technology and the operational arrangement that they want for their RWSS facility.

Users (with the exception of the poor) will pay the majority of the construction costs of RWSS facilities and all users will pay 100% of the operating costs.

Effective ownership and management arrangements shall be put in place for all RWSS that are intended to serve more than one household. The arrangements shall be appropriate to the scale of the facilities and for small scale systems they will usually be based on self management by users.

Appropriate technologies, which support the development objectives, shall be promoted. This means technologies that: are easy to operate; use spare parts that are readily available, do not require the handling of fresh excreta, have been tested and shown to be sustainable and acceptable to users; and are environmentally acceptable. Technologies that do not meet these criteria shall not be eligible for grants or loans.

3.2 Opportunities

3.2.1 General

The Strategy is innovative by paving new ways in accordance with international experience and can be very useful for guiding the long-term sector development.

There is an increasing understanding among a number of decision makers of the advantage of paving new ways within the water supply and sanitation sector, including the need for higher attention given to information, education and communication (IEC) activities. The population is also increasingly acknowledging the need for change, including the importance of more demand driven approaches. Recent experience has shown that, given the opportunities, private companies can play an increasing role in RWSS. Thus, a conducive environment for change is slowly developing.

The SPS to the Water Sector provides a good opportunity for integrated intervention combining activities at national level (such as institutional support and policy operationalisation) with activities at sub-national level (such as institutional support and field implementation of the Strategy).

3.2.2 Human Resources Development and other Institutional Issues

Administrative reforms are of high priority within the Vietnamese political system and a decentralised structure with some responsibilities and functions delegated to established local bodies is in place. Hence, a well-established institutional set-up from central to village, which will constitute the point of departure of the Danish assistance, exists. With the establishment of local bodies at various levels opportunities for people's participation in the decision making process have been made.

Vietnam Women's Union (VWU) and other unions have been extensively involved in building capacity at local levels, particularly at commune and village levels, and future activities can be based upon the lessons learnt from among others VWUs work. Moreover, existing training institutions may have experience with capacity building both with regard to hard ware and soft ware.

3.2.3 Community Mobilisation, IEC and Sanitation & Hygiene Promotion

There seems to be a keen focus at all levels on the importance of upgrading IEC activities, and to introduce training in management. Thus, a conducive environment for capacity building exists.

VWU, which has been involved in community mobilisation in various sectors for many years, has been instrumental in many rural development activities and has established an

extensive grass-root network, from which future activities and interventions can benefit from. With regard to RWSS, VWU has wide experience in carrying out IEC activities and hygiene and sanitation promotion. VWU collaborates closely with the Department of Preventive Health.

The basis for reaching vulnerable groups and strengthening efforts for gender equality already exists as VWU targets women and children.

There are other mass-organisations than VWU working in different IEC programmes in rural areas, such as Farmers Union, Youth Union, and Veteran's Union. The potential for co-ordinated involvement of them in RWSS activities may be properly developed as they provide opportunities to reach the men regarding community mobilisation and IEC activities.

There is some tradition for using improved latrines and several different types exists.

3.2.4 Resource Mobilisation

Most RWSS facilities are established without subsidy. In general there is willingness to pay for water services and many households have already mobilised resources and established water points on their own.

Credit facilities for income generation activities have been established and have been in use for many years

In order to provide opportunities for the marginalised groups subsidy-policies have been made. Installations provided under the National RWSS Programme are subsidised by GoV as specified in an Inter-Ministerial Circular. In general, subsidies are offered to both poor and non-poor categories of the population. A higher level of subsidy is provided to poor communes, mountainous areas and islands. The operational procedures for provision of such subsidies are clear but quite lengthy with regard to both approval and release of funds.

With the exception of the piped water supplies there is an established tradition for user **payment of operation and maintenance (O&M) of water supply and sanitation facilities.**

3.2.5 Water Supply

A number of appropriate technological options exist and other existing options can be made appropriate.

The need for improvement of the existing water supply is recognised by most users, and there is a willingness to contribute financially to the establishment and the O&M of water supplies.

3.3 Barriers

3.3.1 General

The implementation of some elements of the Strategy will require fundamental changes in attitudes, norms and behaviour, which will take time. A genuine feeling of ownership for the Strategy is lacking among many decision makers and it is uncertain to what extent there is a willingness to follow the Strategy and modify existing procedures and practices accordingly. Only few have understood the main differences between the Strategy and previous implementation methods.

As of April 2000 the Strategy was not yet approved. Guidelines for implementation of the Strategy have not been prepared and the feasibility of the Strategy has yet to be demonstrated through pilot projects. Furthermore the Strategy lacks a developed gender strategy.

Integration of water supply and sanitation has so far been modest and there is only limited integration of hardware and software activities. Overall, funding for human resources development and IEC activities is inadequate, and the importance of hygiene education and sanitation behaviour changes has not yet been fully realised by many.

Analysis of lessons learnt based on systematic monitoring seems only to be done to a limited extent and the lessons learnt have been inadequately documented and disseminated.

As state owned enterprises in the past had a de-facto monopoly, the private sector is rather weak, particularly with regard to consultancy services and construction of piped water schemes.

3.3.2 Human Resources Development and other Institutional Issues

The institutional and human resource capacity at central, provincial and district levels seems to be inadequate to implementing the Strategy, particularly in terms of skills development, orientation and number of staff. At many levels, technical staff is in excess and staffing and competence/training requirements have not yet been reviewed. A comprehensive training needs assessment related to the RWSS sector has not been carried out. There seems to be only limited systematic planning of institutional and human resource development, and staff at different levels has been accustomed to working according to a supply-driven and hardware oriented approach. Organisational development and continuous education/in-service training activities have not yet been initiated nor assessed to promote a development from a supply-driven public service organisation to a consumer-oriented and demand driven one.

The existing top-down oriented planning and approval system as well as the attitudes of some administrators at provincial and district levels are not favourable towards implementing a demand responsive approach where the communities make informed

choice of technology. Although individual rural households are already the ones choosing, deciding and paying their own RWSS facilities the government services are characterised by command and control.

Changes in the institutional set-up of a number of ministries have caused some uncertainties at all levels of the line ministries concerning roles and responsibilities. Many institutions are involved in the process of control and approval of the annual budget proposals and procedures for allocation of funds as well as operations at provincial and central level do not always appear to be transparent.

3.3.3 Community Mobilisation, IEC and Sanitation & Hygiene Promotion

As mentioned community mobilisation and IEC activities primarily rests with the VWU (together with the departments of preventive health). Software activities are in general of little interest to other organisations within the sector. Additionally many actors within the sector have difficulties in operationalising the basic concept of IEC. This hinders the general mainstreaming, awareness raising and institutionalisation of the IEC conceptualisation within the sector.

Though VWU uses participatory methods, the training provided in such methods is insufficient and the facilitators do not have adequate, appropriate and properly designed promotional materials. Several facilitators at field level lack clear information about the concept of participatory methods and hence still use rather didactic methods attempting to "persuade" or "convince" community members to change practices rather than to enter into a participatory dialogue with people.

As VWU has a tendency only to target women, men are hardly reached when it concerns IEC activities. This is not only a constraint to reach a gender balance, but particularly a constraint to raising the awareness with regard to health, hygiene and sanitation among men.

The hygienic benefits of proper use of latrines are not widely acknowledged. Most people use some type of latrine, however less than 30% of the latrines are hygienic. The most commonly used latrines (pit or single vault latrines) are often sub-standard, and open space defecation is practised to some extent. Double vault latrines are popular among farmers. It is an appropriate technology, if properly constructed and maintained, however, the volume of the present vaults may be inadequate to allow for proper composting of the pit content.

The health care system is predominantly curative with limited focus on preventive care and planning is rather centralised. Present hygiene promotion methods are top-down, prescriptive and didactic rather than participatory; i.e. involving the community members to analyse and discuss their situation and arrive at their own solutions. As a result, the long-term effect at community level is limited.

Handling of not fully composted excreta takes place to a great extent in the north of Vietnam and there is a clear connection between the high incidence of intestinal worms as

well as hook worm and the use of fresh excreta as fertiliser in agriculture. This points to the requirement of intensive and prolonged IEC activities on sanitation.

The cost of double vault latrines is too high to allow poor farmers to construct them, unless credit can be provided. Special sanitation problems have also been identified in areas with high water table, high population density or prone to floods. The feasibility of alternative technologies like dry systems, including modern urine separating toilets, and soak-away systems do not seem to have been properly examined.

Institutional toilets (mainly schools, health centres) are supplied with insufficient number of stances. Lack of such facilities completely undermines the effect of hygiene promotion as for example school children can not put their health education lessons into practice. Furthermore the lack of maintenance of existing institutional latrines reflects a low awareness about health and hygiene standards.

Although efforts have been put into elevating the hygiene and sanitation standards, the government organisations' focus on hygiene and sanitation is in general inadequate. The VWU and the Department of Preventive Health are in charge of activities pertaining to hygiene and sanitation. Their work is concentrated mainly on implementing the programmes under the MoH. Furthermore, VWU seems to be more active in implementing activities at the community level than in the actual planning process at central level. In practice, hygiene and sanitation have been delegated to grass-root motivators with little support and monitoring of impact.

3.3.4 Resource Mobilisation

The ability to contribute and the willingness to contribute depends on several factors, in particular community participation through all phases of the programme (ensuring real ownership), and availability of credit facilities (meant for income generating activities). Although there people have access to credit, existing repayment conditions, i.e. high interest rates, cumbersome and bureaucratic loan procedures and short term loans hamper people's motivation for taking loan and thereby investing in water supply and sanitary facilities.

Payment is not made to the establishment of piped water supplies and only to a small part of the actual O&M expenses.

3.3.5 Water Supply

The potential for exploiting ground water is at many places limited due to unfavourable hydrological or hydrogeological conditions. Consequently, the communities will have a limited choice with regard to water supply technology. Environmental degradation and conflicts about the use of seasonally scarce water resources may threaten the sustainability of established drinking water supplies. This applies in particular to areas in Dak Lak Province with intensive deforestation and coffee production.

The availability of data and skills at provincial level to undertake water resources investigations is inadequate.

The existing rural and peri-urban water supply is mainly based on dug wells, which to a great extent are contaminated. It occurs that the natural water quality makes the water unfit for a number of domestic purposes. Many water points are of poor quality and may not be perennial.

Rehabilitation and upgrading of existing water points and piped water schemes are at present limited. Most families prefer individual water points rather than shared facilities, even if these to a greater extent could provide water of a better quality and throughout the year.

The range of available appropriate simple technologies is inadequate, or has not been promoted properly in the context of the complicated water resources situation. This applies among others to the development and promotion of shared facilities including mini piped water schemes and manually operated pond sand filters for treatment of surface water for small groups of families.

Small towns piped water schemes are often over-dimensioned as the design has not taken into consideration that many people will continue to use alternative sub-standard, but free, sources for other purposes than drinking and cooking. The power supply is rather unreliable in a number of small towns, in particular at the end of the dry season, where the need for water is highest. This will have implications for the choice of technology and the possible design of piped water supplies in such towns.

O&M of piped water schemes are normally undertaken by management units under People's Committees at various levels, depending upon the size of the schemes. The Strategy specifies that piped water schemes should be user managed rather than managed by People's Committees, while several government officials prefer centralisation of management to district or even provincial water companies.

Those to be responsible for O&M of piped water schemes may not be able to manage the schemes without substantial and long-term support, and present financial rules and practices may not enable a sustainable management of the schemes in accordance with the Strategy. Funds do not seem to be set aside for replacement of components with a short lifetime.

According to the provincial authorities in Dak Lak Province, the main reasons for the observed deficiencies in connection with piped water schemes are: i) inadequate dialogue with the villagers and commune authorities prior to implementation, ii) water sources drying-up, iii) inappropriate choice of technology, iv) inadequate financial user contributions, and v) insufficient training in management and O&M. As a result, the local ownership is modest in several villages, local authorities are not able to manage the schemes, users are unwilling to pay for water and the schemes are gradually falling into disrepair.

3.4 Poverty Alleviation, Cross-cutting Issues and Sustainability

3.4.1 Poverty Alleviation

There are great disparities in access to hygienic and safe water and sanitation facilities between the poor and the middle-rich and rich households. The poorest of the poor are often female headed households (28 % of rural households are headed by women).

The incidence of water and sanitation related diseases, such as diarrhoea, has a more serious impact among the poor. Food shortages in combination with diarrhoea easily result in malnutrition. Provision of clean water will thus have a relatively greater impact on the living conditions on the poor.

Access to safe water is very limited for the ethnic minorities, who are often very poor and live in isolated mountainous areas. In areas of mixed ethnicity there is a risk of marginalisation of some ethnic groups due to cultural prejudice towards minorities.

The poor cannot afford to pay for water supply and sanitation facilities without soft credit and/or grants. However, they are reluctant to take credit, in particular, if such credit will not result in short-term income generation, because they fear that they may not be able to repay the loan. Subsidies facilitate the process.

The poor have little tradition for sharing facilities, and little is done to promote such concepts. Thus, in many cases, the experiences with public stand posts have not been encouraging, probably due to inadequate IEC and insufficient user management.

3.4.2 Gender Aspects

Women have the main responsibility for collection and use of domestic water, the health of the family, and upbringing of children in addition to their numerous tasks in agriculture, aquaculture, marketing etc. The children and the women are the ones who suffer most from poor water supply and sanitation facilities. Women therefore need to have a say in the provision of water and sanitation.

VWU is a forum, where women have a possibility to voice their demands. Also in the People's Committees at various levels, women formally have a possibility of influencing the decision making process.

Women's participation in the RWSS Sector seems to take place primarily at the lower levels, but not so much at the central level, when it involves policy planning and strategic concerns. Also, when concerns direct involvement of women in the establishment of the facilities women are barely involved. E.g. they have very little influence on the planning and design of hardware installation. Moreover women are scantily involved in management of schemes including O&M activities.

The Strategy addresses some issues related to women's participation in RWSS. However a profound gender strategy for the water supply and sanitation sector has not been developed.

Women have poor access to credit due to various reasons. Obtaining credit from the Banks is a rather bureaucratic and cumbersome process. Consequently most lending is done through the informal sectors, however this is done at interest rates often 5-6 times higher than the banks, which naturally discourages women from taking loans. VWU plays a very important role in assisting poor women with access to credit for income generating activities but there is only very limited tradition to offer credit for water supply and sanitation since it does not generate an income.

The VWU and the health workers are engaged in different MoH programmes, such as immunisation, mother and child care, HIV/aids awareness creation etc. and there are limits as to the extent that the same people have the capacity to carry out RWSS activities.

3.4.3 Good Governance

Popular participation in the decision-making process suffers from some constraints. Although affirmative action has been established to increase the participation of women in decision-making bodies (a government directive states that decision-making bodies in the government structure should constitute at least 20% women), women are poorly represented in most local bodies. Moreover, unequal power relations, marginalisation of some groups in society (particularly ethnic groups) and politicisation appear to have a negative effect on the representation of those groups in local governments at both provincial and district levels. This impacts on accountability towards the electorate and hence also on the demand responsiveness pertaining to the decision-making process.

Limited transparency and rather complex and lengthy administrative approval and funds-releasing procedures characterise the Vietnamese administrative system. The restricted flow of information, adds to the limited transparency.

3.4.4 Environment

Groundwater pollution is a problem in some villages, in particular in the coastal areas, where the pollution i.a. originates from latrine pits and salt-water intrusion. Wartime oil pollution is a problem in a few areas in Ha Tinh province and excessive use of chemicals in agriculture may also pollute surface and ground water bodies.

Lowering of the groundwater table due to environmental degradation and excessive use of water for irrigation in the dry seasons has been reported as a general problem in Dak Lak province. For the same reasons surface water bodies and streams may increasingly dry-up at the end of the dry season. The medium to long-term consequences for drinking water supplies may in some cases be detrimental.

In general, the environmental impact of properly constructed and used simple water supply technologies is negligible. Construction of piped water schemes will generally

increase the water consumption, which can cause some environmental problems if the used water is not properly disposed of through soak pits or drains.

Use of not fully composted excreta as fertiliser and the widespread practice of open defecation are other environmental problems.

3.4.5 Sustainability

Technical Sustainability

Possible environmental degradation and pollution of water resources will, in some cases, pose a major threat to the technical sustainability of the water supply installations. This is in particular the case if careful investigations of potential sources have not preceded the selection of source for each scheme.

In general, the technical sustainability of simple water supply technologies should not pose major problems. With regard to piped water schemes, the lessons learned from Dak Lak province have clearly demonstrated the risk of constructing piped schemes, which are not technically sustainable. This is the case if the chosen technology is not the most appropriate, if proper design and supervision have not taken place, and if sufficient technical training has not been given to the O&M staff.

Proper technical function of latrines is at risk if the latrines have not been designed, constructed and used in a proper way.

Financial Sustainability

In general, insufficient funds from GoV as well as lack of initial community participation and institutionalisation of user contribution can be seen as major problems for financial sustainability of activities within the RWSS sector. Users' ability and willingness to pay for O&M are absolutely essential for the financial sustainability of RWSS activities. The ability to pay for O&M is low among the poor, who have to use most of their income on food.

Organisational Sustainability

Achievement of organisational sustainability first and foremost depends upon the political will to implement the Strategy, in particular the organisational aspects of the Strategy.

As a general rule, decentralised decision-making, community participation, sharing of information, improved financial and administrative management, and up-graded human resources at all levels within the RWSS sector are prerequisites for organisational sustainability. Attention should be paid to this and to the following more specific issues related to organisational sustainability.

Roles and responsibilities at various levels within the RWSS sector concerning the different steps in the project cycle are not clearly stated and understood by all stakeholders. This is crucial with regard to O&M of water and sanitation facilities.

The weak technical, administrative and managerial capacity in terms of the quantity and quality of human resources is prevalent. In this connection there seems to be a tendency (at district and commune level in particular) to ignore rather than strengthen weak links vis-à-vis lack of human capacity in the organisation. In such cases organisational sustainability is at risk.

There seems to be inadequate co-operation among government agencies. This combined with the somewhat rigid managerial routines characterising the Vietnamese administrative system may also cause some problems for organisational sustainability.

4 STRATEGY

4.1 National RWSS Strategy

The implementation will follow the National Rural Water Supply and Sanitation (RWSS) Strategy and most of its elements can be implemented from the very beginning while others may have to be introduced gradually. Minor adjustments in relation to the Strategy may be necessary in the light of possible special circumstances in the different provinces.

4.2 Specific Component Implementation Strategy

Though the National RWSS Strategy in general will apply to the RWSS component, the following aspects will be given special attention.

4.2.1 General

The basis for the implementation of the RWSS Component is the National RWSS Strategy.

The RWSS Component will be implemented as a part of the Sector Programme Support and emphasis will be given to collaboration with other components, in particular the National RWSS Component.

The support to implementation of the National RWSS Programme in the provinces of Dak Lak, Ha Tinh and Nghe An is envisaged to be implemented over a 10-20 years period in a phased manner. The first phase will cover the five-year period 2000-2005 and the implementation will be concentrated in four districts in Ha Tinh province and three districts plus a number of small towns and rural areas with recently constructed piped water schemes in Dak Lak province. Due to, among others, budgetary constraints, the implementation in Nghe An will commence at the end of the first phase only. During this second phase, the support will be expanded to more districts in Ha Tinh, Nghe An and Dak Lak provinces. In case sufficient funds are available during 2004 and 2005, it may be considered to start the implementation in additional districts at that time.

The implementation will start with an Inception Phase where the following activities will be carried out: i) detailed definition of the roles and responsibilities of government institutions and mass organisations at all levels as well as of the provided technical assistance, ii) detailed description of modalities for collaboration with the sub-component for support to implementation of the National RWSS Strategy, iii) detailed description of modalities for collaboration with other projects, supported by Danida and other donors, within the same geographic area as the RWSS Component, iv) establishment of the implementation organisation at provincial and district level, v) introduction of the component to relevant local decision makers, vi) implementation planning, vii) preparatory work for field implementation, and viii) preparation of an inception report to be discussed with key stakeholders at national and sub-national level as well as with the Royal Danish Embassy

In accordance with the National RWSS Strategy, the implementation will cover both purely rural areas and small towns of up to 30,000 people, officially classified as Class V towns. Furthermore, the implementation will include: i) identification and use of water resources for water supply, ii) supply of water for domestic purposes to households, iii) hygienic disposal of human excreta, and iv) improvement of hygiene practices that affect water and sanitation related diseases. The following activities will not be included: i) management of water resources, ii) water supply and waste disposal for large numbers of livestock, iii) irrigation, iv) agricultural industries, v) solid waste disposal, and vi) other rural environmental aspects. However, disposal of solid waste from rural households will be covered through the hygiene promotion campaigns.

Implementation will be gradual due to the many new and innovative elements in the Strategy as well as the inadequate institutional and human resource capacity at provincial and district levels. Thus, the full-scale implementation will start in one pilot district per province and only be replicated to other districts within the province, once the implementation in the pilot districts is progressing well and the methods have been assessed and revised accordingly. For the same reason, the implementation in Nghe An will commence at the end of the first phase only.

Emphasis will be given to ensure poor families access to water supply and sanitation facilities through provision of: i) grants, as per government rules, and ii) soft loans from revolving funds established by the Component, but administered through the existing banking system.

With a view to strengthening a genuine ownership of the Strategy, emphasis will be given to dissemination and explanation of the Strategy at all local government levels and among communities. Seminars, meetings and interpersonal communication will play important roles in this respect. The same applies to preparation of operational implementation guidelines to be prepared within the framework of national guidelines.

In cases where implementation in accordance with the Strategy will require changes in present implementation rules or practices, such changes will be made, at least on a pilot basis. Design criteria for rural and small towns piped water schemes are an example of this.

Relevant local government staff will be trained, through: i) training courses of short duration, ii) on-the-job training, and iii) study tours to successfully implemented activities elsewhere in Viet Nam. The training will include administrative, hardware, software, management and language skills. Financial compensation will be provided to some key staff of government or mass organisations, who are directly involved (minimum 50% of their time) in component implementation.

Multi-disciplinary technical assistance (TA) - expatriate and Vietnamese - will be provided at provincial level, while multi-disciplinary Vietnamese TA will be provided at district level.

Lessons learnt in other projects in Viet Nam and elsewhere will be systematically analysed and applied as appropriate. This applies in particular to Unicef supported projects.

Emphasis will be given to optimal integration and timely implementation of community mobilisation, promotion of hygiene and sanitation, and provision of water supply and sanitation facilities. Human resources development (HRD) activities will precede all other activities.

State owned enterprises and private companies will be given equal opportunities, among others through transparent tendering and contract management. This applies to consulting companies as well as contractors.

Being a pilot component, the implementation process will be carefully monitored, documented and assessed, and the implementation strategy will be adjusted accordingly. Emphasis will be given to dissemination of lessons learnt.

The implementation approach will be process-oriented to the extent relevant and possible. Early identification of change agents is essential. Resistance to change will be inevitable and it takes high-level agents who will support and defend participatory approaches, whenever constraints are encountered. Implementation can start earlier in areas where the decision-makers are conducive to change.

4.2.2 Human Resource Development

In order to support the implementation of the Strategy extensive capacity building at all levels will take place. HRD activities will be continuously carried out in collaboration with the concerned departments and ministries.

A comprehensive assessment of human resource development requirements at all sub-national levels and in all relevant organisations will be developed prior to field implementation and make the basis for further activities. Already accumulated experience gained by existing organisations, among others the Viet Nam Women's union (VWU) will in this connection be considered thoroughly.

The present process of decentralisation will be supported by making use of the already existing structure of delegation, and responsibilities will be devolved to the lowest appropriate level.

The development of human resources will include:

- assessment of inter-departmental collaboration and a clarification of roles and responsibilities at sub national level;
- assessment of training needs and capacity building such as secondments, job-swaps, case studies, assignments, and study tours;
- Development of monitoring and evaluation system.

4.2.3 Community Mobilisation, IEC and Sanitation and Hygiene Promotion

In order to achieve behavioural change long-term community mobilisation and promotion of hygiene and sanitation will be emphasised. These activities will be going on before, during and after construction activities and will continue with decreasing intensity as long as necessary. The focus will not only be on information, education and communication (IEC) campaigns but also on general community mobilisation during and after all stages of implementation.

Mobilisation, training and IEC campaigns will be based on the good collaboration established between the Department of Agriculture and Rural Development (DARD), Department of Preventive Medicine (DoPM) and mass organisations, who have a long experience in conducting IEC campaigns through their network of staff including motivators at grass-root level. This applies in particular to the VWU, but also to other mass organisations such as the Farmers Association, the Veterans Association and the Youth Association as they provide good opportunities to reach also the men. All efforts will be made to ensure that genuine participatory methods are applied at all levels and in particular at grass-root level and that proper communication materials are made available to the motivators.

Priority will be given to promotion of hygiene and sanitation in schools and at health centres combined with provision of adequate and sustainable water supply and sanitation facilities.

In areas with a high water table, high population density or prone to floods, suitable types of latrines will be introduced and demonstrated. Such types should have been fully tested under similar conditions elsewhere and should be affordable for most rural families.

Training of Trainers will be organised through a close co-operation between VWU and the Ministry of Health (MoH), DoPM and their health workers down to commune level with a gradual reorientation from didactic towards participatory approaches.

Training and promotion at commune level will be integrated. Motivators will assist communities to identify their priority needs for assistance and prepare requests for assistance to construct water and sanitation facilities. Training will also include local entrepreneurs, co-operatives, and mass organisations etc. who all play important roles in the sector. Technicians, private contractors and local agencies may need different kinds of support.

Institutional sanitation activities will be developed. This will include: i) participatory needs assessment of hygiene and sanitation status at schools and health centres, ii) preparation of a sanitation action plan, iii) construction of latrines and hand-washing facilities for staff, students and/or patients, iv) preparation of realistic and sound management plans for the facilities, v) provision of participatory tools for training of pupils, and vi) provision of prizes for school competitions.

An IEC approach will be designed based on the baseline and knowledge, attitude and practice (KAP) studies made involve the key stakeholders to review and assess the appropriateness of existing materials and the need for development of new ones based on

local needs and perceptions. Training and promotion materials in sufficient number and quality will be provided.

4.2.4 Resource Mobilisation

Peoples' willingness to contribute will be strengthened by supporting the establishment of proper credit facilities through banks with VWU or other mass organisations to work as intermediaries. Level of interest and repayment conditions will be designed to make credit attractive for financing water supply and sanitation facilities.

The principles for the level and for provision of subsidy to the users will be in conformity with the Strategy. However, in order to gradually introduce the new level of grants, this grant level will be moderately higher during the first phase of the Component as design and supervision costs will be borne entirely by the Component without any user contributions. In this connection efforts will be made to simplify, shorten and make transparent procedures for provision of grants, including ensuring that all the provided grants fully reach the intended beneficiaries. Payment of grants will be channelled through banks at district level.

4.2.5 Water Supply

Emphasis will be given to proper hydrogeological mapping and investigations based on existing data and data collected during baseline studies. The capacity to deal with hydrogeological issues at provincial level will be strengthened.

To the extent the legal framework and the local political situation permit it, emphasis will be given to protection of established water supplies, for example through provision of proper water rights for the abstractions.

Particular emphasis will be given to: i) rehabilitation and upgrading of existing water supply facilities, and ii) establishment of shared facilities. This includes proper promotion of such technological options as cost efficient and affordable means of improving the existing water supply in terms of water quality and availability throughout the year, not the least for poor families.

New technological options, which have been properly tested elsewhere, will be introduced and demonstrated. Such options could include mini piped water schemes and manually operated sand filters for treatment of surface water or ground water with high iron content.

Training in operation and maintenance (O&M) will be arranged at community level in particular to facilitate the participation of women who may have difficulties in leaving their homes because of family obligations. Mechanics and masons will require training and spare parts dealers will need to be briefed on what type of spare parts to stock and how to establish contacts with wholesalers and mechanics.

Piped water schemes will, within reason, be designed on the basis of community preferences rather than on standard water demands. This applies in particular to the determination of per capita consumption. In accordance with the users' general preferences, standard design of the different elements will be applied to the extent possible. Efforts will be made to establish technically and financially sustainable public stand posts or other types of shared taps for poor families.

Piped water schemes will be managed, operated and maintained in accordance with user preferences, for example through co-operatives. The water tariffs will be based on realistic assessment of the water demand and will cover not only all day-to-day O&M costs, but also savings for replacement of components with a short lifetime. Social cross-subsidisation will be introduced.

4.2.6 Poverty and Cross-cutting Issues

Poverty

In line with the considerations concerning poverty alleviation in the Strategy, the RWSS Component will address poverty alleviation and socio-economic development challenges through:

- A demand-responsive approach meaning that after announcement and information by the motivators, the initiative to seek assistance rests with the community. Everybody will have equal opportunity and means to be assisted sooner or later.
- Provision of grants and soft loans and promotion of saving schemes to women and men.
- User contributions, which to a certain extent can be made in the form of labour.
- Involving the community members themselves in devising mechanisms to cater for the needs of the poor.
- Ensuring that the poor including poor women are properly represented in decision-making bodies.
- Availability of design options, which are affordable also for the poor women and men, such as shared facilities.
- Gender sensitive monitoring of user satisfaction with the assistance and services provided including the opinion of the poor.
- Establishment of linkages to other programmes working with poverty alleviation.

Gender

Gender equality in the RWSS Component will be pursued by:

- Ensuring that a future gender strategy for the RWSS component is implemented.
- Ensuring that women as well as men are involved in the policy-making processes related to RWSS activities.
- Promoting women's active participation in decision-making structures at all levels within the RWSS sector.

- Ensuring women's participation at meetings. Hereby focusing on suitable time, frequency and place for meetings; informing and encouraging women to attend and facilitating and supporting their possibilities of voicing opinion. If necessary having separate meetings for women.
- Developing and applying a gender sensitive approach in seminars and workshops through gender sensitised trainers at different levels.
- Targeting men, women and youth for mobilisation, hygiene and sanitation as they all have equitable roles to play in water and sanitation.
- Using a broad-based approach to reach men and women in all activities through health workers, VWU, Farmers Associations, Youth Associations, Veteran Associations, Pioneers etc.
- Ensuring access to credit for poor women - VWU has experiences related to credit for women and these lessons learnt can be built on in designing suitable credit and savings schemes.
- Creating awareness of gender roles among all stakeholders. Awareness promoted through participatory tools like Analysis of Gender Roles and Analysis of Gender Resources.
- Focusing on women in training activities. Women as well as men can be trained for technical as well as management tasks such as: i) water point repair, ii) latrine masons, iii) treasurers iv) household visits for home collection and v) monitoring.
- Facilitating women to participate in choices of design, location of facilities, local maintenance and management system, as committee members, mechanics/caretakers, in appointment of motivators, financing system and monitoring and evaluation.
- Compiling gender-disaggregated data and selecting monitoring indicators of involvement and impact. This applies for the baseline survey as well as for the regular monitoring.
- Assessing women's use of safe sources when other sources are closer.

Good Governance

In line with the principles of the National RWSS Strategy and where appropriate and possible within the Vietnamese administrative system, the principal dimensions of good governance will be promoted by:

- Decentralising decision-making and public service delivery and financial authority to the lowest appropriate level.
- Ensuring fair representation and active participation (through IEC) of women and men in all activities and particularly in decision-making bodies at all levels of the RWSS Component.
- Emphasising transparent and efficient management of information as well as free flow of information from central levels to provincial and district levels and vice versa.

Environment

Simplified Environmental Impact Assessments will be carried out prior to the establishment of piped water supplies.

IEC campaigns will emphasise environmental issues such as:

- Protection of catchment areas;
- Re-use of water for example in household gardening;
- Discharge of used water through improvement and proper maintenance of existing drains or through construction of soak pits;
- Environmentally acceptable handling of excreta from latrines;
- Environmentally acceptable siting of pit latrines or soak-away latrines;
- Promotion of safe disposal of solid waste through composting, burning and/or burial and recycling;
- Promotion of environmental campaigns aiming at reduction of breeding places for vectors and rodents;
- Collaboration with other initiatives to reduce the groundwater pollution caused by fertilisers, pesticides and toxic wastes.

Collaboration with other environmental protection initiatives will be ensured. This includes initiatives supported by Danida and other donors.

4.2.7 Sustainability

Technical Sustainability

Technical sustainability will be promoted by:

- Application of appropriate technologies and design criteria;
- To the extent appropriate, using technical components that are readily available in Viet Nam;
- Promoting proper use and maintenance of individual water supply and sanitation facilities;
- Ensuring comprehensive training and refresher training in O&M of piped water systems.

Financial Sustainability

In line with the National RWSS Strategy, financial sustainability will be ensured by focusing on users ability and willingness to pay for water facilities (construction costs and operating costs); i.e. by ensuring user contribution and establishing appropriate and accessible credit options for the poor, particularly with regard to credit size, repayment conditions, group/individual loans, interest rate, collateral etc.

Organisational Sustainability

Along the lines of the National RWSS Strategy, organisational sustainability at the sub-national level will be ascertained by:

- Preferably building on the existing sector organisation in order to minimise disruption and need for changes in mandate;
- Defining and clarifying the roles and responsibilities of the various actors and organisations at central, provincial, district and commune level as well as mass organisations within the RWSS sector;
- Through continuous IEC activities ensuring capacity building of human resources at all levels;
- Through continuous IEC activities upgrading organisational management and planning;
- As outlined in the National RWSS Strategy, O&M should preferably be undertaken by organised and trained user groups at community level;
- Ensuring flexibility in the administrative procedures.

It should be stressed that the organisational sustainability at sub-national level to a considerable extent depends upon decision taken at the national level. The RWSS Component has no or only little influence on such decisions. It is presumed that the National RWSS Component will address such issues.

5 LOGICAL FRAMEWORK ANALYSIS

5.1 Objectives

5.1.1 Development Objectives

In accordance with the development objective of Danish Sector Programme Support (SPS) to the Water Sector, the development objective for the Rural Water Supply and Sanitation (RWSS) Component is:

- Improved living conditions for people in rural areas within the geographical focus area of Danish assistance by a demand responsive support to improved domestic water supply and sanitation provided in a socially and financially sustainable manner.

5.1.2 Immediate Objectives

The immediate objectives apply to the five-year period of the Sector Programme Support, i.e. 2000-2005.

- To establish sustainable institutional framework for provision of water supply and sanitation services including access to credit facilities and competent staff.
- To establish community managed water supply and sanitation facilities based on user demand and reflecting the needs of women and the poor.
- To increase awareness of the linkage between improved hygiene and sanitation and health and improved hygiene practices.

The primary target group for the RWSS Component is the entire population within the covered areas but with special emphasis on the poor, women, children and ethnic minorities.

A secondary target group is the staff from local government and mass organisations involved in rural water supply and sanitation activities.

5.2 Outputs and Activities, Ha Tinh Province

In the following outputs are given in boxes, while the activities are listed under the corresponding output.

The implementation will start with an Inception Phase followed by phased implementation as described in section 6.4.

5.2.1 Pre-component Outputs and Activities

One district selected for full-scale pilot implementation of the Strategy.

- The provincial authorities has proposed either Houng Khe or Nghi Xuan district as the pilot district for full-scale pilot implementation of the National RWSS Strategy (the Strategy).
- Central CERWASS verifies that the proposed district has been chosen in accordance with the relevant criteria.

5.2.2 Establishment of Implementation Organisation

Implementation organisation established at provincial level.

- Establish Provincial SPS Co-ordination Unit with the necessary legal status under the Department of Agriculture and Rural Development and with reference to the Provincial Steering Committee.
- Provide and equip office facilities and provide means of transportation.
- Review the functions to be performed at this level and identify the competence required to perform these functions.
- Define and allocate roles and responsibilities and prepare job-descriptions.
- Transfer full time and part time staff from provincial departments and mass organisations.
- Assign expatriate and Vietnamese technical assistance (TA) as well as support staff.
- Prepare administrative and financial routines, including manuals for proper functioning of the office.
- Prepare transparent systems for tendering and contract management to ensure financial accountability.
- Prepare an inception report and discuss it with the relevant Vietnamese authorities and the Royal Danish Embassy/Danida.

Implementation organisation established in the pilot district and in Cam Xuyen district.

- Establish District Advisory Services with District Management Unit.
- Provide and equip office facilities and provide means of transportation.
- Review the functions to be performed at this level and identify the competence required to perform these functions.
- Allocate roles and responsibilities and prepare job-descriptions.
- Transfer full time and part time staff from district administration and mass organisations.
- Assign expatriate and Vietnamese TA as well as support staff.
- Prepare administrative and financial routines, including manuals for proper functioning of the office.

Internal teambuilding, formation of shared norms and training of implementation staff carried out

- Organise internal workshop for implementation staff at provincial and district levels to review the basic concepts of the Strategy and the Component Description and how they can be translated in to action.

5.2.3 Introduction and Planning

The Strategy and the approved Component Description introduced and understood by the relevant authorities at all levels.

- Carry out workshops for provincial authorities and for district and commune authorities in the chosen pilot district.
- Carry out workshops for commune authorities in the parts of Cam Xuyen district covered by the ongoing pilot district.

Planning of the continuation of the ongoing pilot project in parts of Cam Xuyen district completed.

The ongoing pilot project in parts of Cam Xuyen district covers Cam Xuyen and Cam Nhuong communes (piped water schemes) and some rural communes (rainwater harvesting). As the ongoing pilot project has only implemented selected aspects of the Strategy, there is a need for continuing the pilot project mainly to implement the National RWSS Strategy in its totality, but also to consolidate the achievements from the pilot project. Other communes in Cam Xuyen district will be covered at a later stage, as described in section 6.

- Assess the lessons learnt from the ongoing pilot project.
- Identify supplementary activities necessary to: i) implement the Strategy in its totality, and ii) consolidate the achievements from the pilot project.
- In close collaboration with local stakeholders, including user representatives, carry out: i) framework plan and budget, and ii) plan and budget for the first year of implementation.
- Submit plans and budgets to the relevant level of authority for approval.

Planning of full-scale implementation in the pilot district completed.

- In close collaboration with local stakeholders, including user representatives, carry out: i) framework plan and budget, and ii) plan and budget for the first year of implementation.
- Submit plans and budgets to the relevant level of authority for approval.

5.2.4 Continuation of the Ongoing Pilot Project in Parts of Cam Xuyen District

The outputs and activities will depend upon the above described assessment of the lessons learnt from the ongoing pilot project. The following outputs and activities are, therefore, indicative only.

Preparatory work for community mobilisation, IEC activities and hygiene and sanitation promotion carried out.

- Prepare a plan for implementation of community mobilisation and information, education and communication (IEC) activities and hygiene and sanitation promotion with definition of roles and responsibilities of the different actors.
- Compile or prepare community mobilisation and IEC materials.
- Train motivators to act as trainers of commune authorities and community members.
- Conduct mass communication campaigns at district level through e.g. radios.

Options for credit facilities established.

Credit facilities will be established for the following purposes: i) house connections in Cam Xuyen and Cam Nhuong communes, ii) purchase of rain water jars in communes, where such jars have been introduced, and iii) household sanitation facilities in the communes covered by the ongoing pilot project.

- In close collaboration with Viet Nam Women's Union (VWU), other relevant mass organisations, the Bank for the Poor and the Bank for Agriculture and Rural Development, clarify loan conditions in terms of credit size, repayment conditions, group/individual loans, interest rate, collateral etc.
- Develop a portfolio of appropriate credit options, such as combined credit/savings scheme.
- In co-operation with the relevant mass organisations, inform users of the various credit options and explain the implications of the options.
- Monitor the use and repayment of loans and offer advice to those having difficulties to repay as planned.

The established piped water supplies in Cam Xuyen and Cam Nhuong communes managed, operated and maintained in a sustainable manner.

- Facilitate the establishment of water and sanitation committees representing all users including poor, women and ethnic minorities. Train the committees.
- Facilitate the preparation of a plan for sustainable management of the schemes with special emphasis on: i) organisational set-up in accordance with the preferences of the communities, ii) preparation of bye-laws, and iii) establishment of an operation and maintenance (O&M) budget as well as tariff structures to cover O&M costs and reinvestment in components with short lifetime.

- Get the plans for management of the schemes approved by the competent provincial authorities.
- Set-up the agreed organisation for management of the schemes, including recruitment of staff, if required, or signing of service contracts for O&M.
- Prepare a training plan.
- Conduct training and refresher training for management, O&M staff, through training courses and on-the-job training.
- Carry out quarterly follow-up visits to the schemes to assess: i) user satisfaction and influence, ii) management and financial transparency iii) hygiene and sanitation promotion, iv) general environmental sanitation conditions, and v) public participation in activities, especially of women.

Water supply and sanitation facilities as well as hygiene and sanitation promoted.

- Carry out hygiene and sanitation awareness activities through participatory approaches.
- Promote house connections in Cam Xuyen and Cam Nhoung Communes.
- On a pilot basis promote shared taps and standpipes in Cam Xuyen and Cam Nhoung communes.
- Promote rain water jars in communes, where such jars have been introduced.
- Carry out hygiene and sanitation awareness activities.
- Assist with advice for improving household sanitation facilities of different types such as latrines, bathrooms, drying racks, safe storage of water and solid waste disposal.
- Facilitate access to government grants and/or credit through banks with mass organisations, such as VWU, playing a facilitating role.

Monitoring and evaluation institutionalised.

- In collaboration with the users and relevant local government authorities: i) identify the needs for monitoring and evaluation (M&E) as perceived by the users and the relevant local authorities, ii) design the M&E system, including establish the roles and responsibilities of the different actors, and iii) carry out training in the use of the established M&E system.
- Facilitate collection, compilation and analysis of the collected data.
- Facilitate dissemination and discussions about the conclusions from the M&E and ensure the necessary follow up, including revision of plans for IEC activities and promotion of hygiene and sanitation.

5.2.5 Implementation in Pilot District

As described in section 5.2.1, the pilot district will either be either Houng Khe or Nghi Xuan district.

Baseline survey completed.

- Collect baseline information through participatory rural assessment (PRA) methods including a knowledge, attitude and practice (KAP) survey and assessment of ability and willingness to pay for water and sanitation facilities. The collected information should reflect the special situation of the poor, the women and the ethnic minorities.

Preparatory work for community mobilisation, IEC activities and hygiene and sanitation promotion carried out.

- Prepare a plan for implementation of community mobilisation, IEC activities and hygiene and sanitation promotion with definition of roles and responsibilities of the different actors.
- Compile or prepare community mobilisation and IEC materials including leaflets on water supply and sanitation options and costs (construction costs as well as O&M costs).
- Train motivators to act as trainers of commune authorities and community members.
- Conduct mass communication campaigns at district level through e.g. radios and newspaper articles.

Community mobilisation, IEC activities and hygiene and sanitation promotion carried out.

- Carry out hygiene and awareness creation campaigns through PRA methods and public campaigns.
- Carry out mobilisation and training at community levels, including inter alia:
 - i) discussions with the communities about their main problems and priorities.
 - ii) information of and discussion about technical options and associated costs (including O&M implications) and possibility for financial support.
- Assist with advice for improving household sanitation facilities of different types such as latrines, bathrooms, drying racks, safe storage of water and solid waste disposal.

Preliminary water resources investigations completed.

- Collect and analyse existing water resources data, including data from the above mentioned baseline study and from discussions with the communities.
- For each commune, or group of communes, present and discuss possible water resources options with the communities.
- Train provincial staff in conducting hydrogeological investigations.

Options for credit facilities established.

- In close collaboration with VWU, other relevant mass organisations, the Bank for the Poor and the Bank for Agriculture and Rural Development, clarify loan conditions in terms of credit size, repayment conditions, group/individual loans, interest rate, collateral etc.
- Develop a portfolio of appropriate credit options, such as combined credit/savings scheme.
- In co-operation with the relevant mass organisations, inform users of the various credit options and explain the implications of the options.
- Monitor the use and repayment of loans and offer advice to those having difficulties to repay as planned.

Community applications for water supply and sanitation facilities prepared and approved.

- Communities choose the preferred water supply and sanitation facilities and prepare requests for TA and financial support to implementation of the facilities.
- The requests are submitted to the authority at the relevant level.
- The approval will contain standard specifications for the approved facility.
- For piped water supplies, carry out environmental impact assessments and ensure that the planned abstractions are properly protected, for example through water rights.

Water supply and sanitation improved at institutions, mainly at schools and health centres.

- Organise seminars at commune level to promote institutional water supply, hygiene and sanitation.
- Promote water supply, hygiene and sanitation at institutional level through the use of participatory methods and tools.
- Facilitate that teachers and staff at health centres assess the existing water supply, hygiene and sanitation conditions at the institutions.
- If there is a genuine interest in improvement, facilitate that the staff of the concerned institutions prepare plans and budgets for upgrading their water supply and sanitation conditions including plans for O&M.
- Get the plans and budgets approved by the competent provincial authorities.
- Carry out detailed design based on approved standard designs, tender for construction and carry out construction work under proper supervision.
- Provide post-construction back-up support in terms of advice and guidance.
- Facilitate that the management, O&M of the facilities is monitored by the institution and that corrective action is taken by the relevant person to ensure optimal use.
- On a pilot basis, test public latrines at market places and bus-stands.

Individual water supply and sanitation facilities established or upgraded.

Each household selects a contractor or decides to implement the work themselves.

- Facilitate access to government grants and/or credit through banks with mass organisations, such as VWU, playing a facilitating role.
- Provide some guidance and supervision during construction.
- Carry out continued IEC campaigns including hygiene and sanitation promotion with special emphasis on hygiene practices in connection with the established facilities.

Shared water supply facilities established or upgraded.

Shared water supply facilities comprise full piped water schemes as well as other shared facilities such as: i) mini piped water schemes, ii) boreholes with hand pumps for groups of families, and iii) manually operated sand filters for treatment of surface water or ground water with high iron content.

- Facilitate the establishment of water and sanitation committees representing all future users including poor, women and ethnic minorities. Each committee is selected by a community who shares a particular water source, regardless of political or administrative boundaries. Train the committees.
- Select sites for the facilities in close collaboration with the future users.
- In case of groundwater based schemes, carry out drilling of tube wells.
- Carry out detailed design and prepare budgets in consultation with the water and sanitation committees and responsible local authorities. Standard design will be applied whenever appropriate.
- Facilitate the preparation of a plan for sustainable management of the schemes with special emphasis on: i) organisational set-up in accordance with the preferences of the communities, ii) preparation of bye-laws, and iii) establishment of an O&M maintenance budget as well as tariff structures to cover O&M costs and reinvestment in components with short lifetime, such as e.g. pumps.
- Organise meetings with the users to discuss the designs, budgets, tariffs and tentative payment modalities, incorporate their views as feasible and solicit their approval.
- Get the detailed design and the budgets as well as the plans for management of the schemes approved by the competent provincial authorities.
- Facilitate the setting-up of the agreed organisation for management of the schemes, including recruitment of staff, if required, or signing of service contracts for O&M.
- Prepare training plans.
- Facilitate the provision of government grants and/or credit through banks with mass organisations, such as VWU, playing a facilitating role.
- Advise the water and sanitation committee on how to collect user cost-contributions and ensure that the users will commit labour for construction purposes as well as cover all O&M maintenance costs.
- Select contractors through bidding and carry out construction work under proper supervision. Users will provide unskilled labour as a part of their contribution.

- Train management, O&M staff during construction.
- Test, commission and put the schemes into operation.
- Carry out continued hygiene and sanitation promotion with special emphasis on hygiene practices in connection with the new or improved facilities.

Water supply facilities managed, operated and maintained in a sustainable manner.

- Provide consultancy back-up through the District Advisory Services in cases where the users or the motivators can not solve the problems themselves.
- Promote the availability of spares and repair services through the private sector.
- For individual facilities, provide some training in maintenance and repair.
- For shared facilities, conduct training and refresher training for management, O&M staff, through training courses and on-the-job training.
- Carry out follow-up visits to the schemes to assess: i) user satisfaction and influence, ii) management and financial transparency, iii) hygiene and sanitation promotion, iv) general environmental sanitation conditions, and v) public participation in activities, especially of poor and women. One visit per year for individual facilities and one visit per quarter for shared facilities is envisaged.

M&E institutionalised.

- In collaboration with the users and relevant local government authorities: i) identify the needs for M&E as perceived by the users and the relevant local authorities, ii) design the M&E system, including establish the roles and responsibilities of the different actors, and iii) carry out training in the use of the established M&E system.
- Facilitate collection, compilation and analysis of the collected data.
- Facilitate dissemination and discussions about the conclusions from the M&E and ensure the necessary follow up, including revision of plans for IEC activities and promotion of hygiene and sanitation. This includes joint annual province/district workshops to review progress and revise strategies.

5.2.6 Implementation in Parts of Cam Xuyen District, not Covered by the Pilot Project

Replication of the implementation in accordance with the RWSS Strategy will commence once the implementation in the pilot district is progressing well, and the feasibility of the applied methods has been demonstrated. Reference is made to the implementation plan in Section 6.4.

The outputs and activities will be defined on the basis of the lessons learnt from the pilot district.

5.2.7 Gradual Replication in Two Additional Districts

Replication of the implementation in accordance with the Strategy will gradually commence in two additional districts once the implementation in the pilot district is progressing well, and the feasibility of the applied methods has been demonstrated. The implementation will start in Nghi Xuan or Houng Khe and then in Duc Tho. Reference is made to the implementation plan in Section 6.4.

The outputs and activities will be defined on the basis of the lessons learnt from the pilot district.

5.3 **Outputs and Activities, Dak Lak Province**

The implementation will start with an Inception Phase followed by phased implementation as described in section 6.4.

In the following outputs are given in boxes while the activities are listed under the corresponding output.

5.3.1 Pre-component Outputs and Activities

One district selected for full-scale pilot implementation of the Strategy.

- The provincial authorities propose one district for full-scale pilot implementation of the Strategy.
- Central CERWASS verifies that the proposed district has been chosen in accordance with the relevant criteria.

5.3.2 Establishment of Implementation Organisation

Implementation organisation established at provincial level.

With regard to activities, reference is made to section 5.2.2.

Implementation organisation established in the Pilot District.

With regard to activities, reference is made to section 5.2.2.

Internal teambuilding, formation of shared norms and training of implementation staff

With regard to activities, reference is made to section 5.2.2.

5.3.3 Introduction and Overall Planning

The Strategy and the approved Component Description introduced and understood by the relevant authorities at all levels.

With regard to activities, reference is made to section 5.2.3.

Planning of the activities at the 20 locations with recently constructed piped water schemes completed.

Only seven out of 20 recently constructed piped water schemes in small towns or rural areas throughout Dak Lak province perform satisfactorily in both technical and financial terms. The main reasons are: i) water resources and technical problems, ii) lack of community participation, iii) organisational deficiencies, and iv) inadequate training of responsible staff. There is a great need for rehabilitation, institutional restructuring and training of staff. Implementation of such activities will be managed directly by the Provincial Management Unit.

- Assess the interest for support through a package comprising: i) rehabilitation and improved management of the piped water schemes, ii) promotion of sanitation and hygiene, and iii) improving of sanitation facilities at household and institutional levels.
- In case there is a genuine interest for support, carry out in close collaboration with local stakeholders, including user representatives: i) framework plan and budget, and ii) plan and budget for the first year of implementation. The plans will specify the roles and responsibilities of each actor, i.e. the Provincial Management Unit, the commune authorities and the population.
- Submit plans and budgets to the relevant level of authority for approval.

Planning of full-scale implementation in the pilot district completed.

With regard to activities, reference is made to section.

5.3.4 Implementation at Locations with Recently Constructed Piped Water Supplies

Preparatory work for community mobilisation and IEC campaigns completed.

With regard to activities, reference is made to section 5.2.5.

Community mobilisation, IEC activities and hygiene and sanitation promotion carried out.

With regard to activities, reference is made to section 5.2.5.

Options for credit facilities established.

With regard to activities, reference is made to section 5.2.5.

Institutional sanitation improved, mainly at schools and health centres.

With regard to activities, reference is made to section 5.2.5.

Individual sanitation facilities established or upgraded.

With regard to activities, reference is made to section 5.2.5.

Existing piped water supplies rehabilitated and upgraded.

- Organise community meetings to discuss alternative options for rehabilitation, upgrading and management of the piped water schemes.
- Carry out detailed technical, financial and organisational assessment of the existing schemes.
- Facilitate the establishment of water and sanitation committees representing all users including poor, women and ethnic minorities.
- Carry out detailed design and prepare budgets in consultation with the water and sanitation committees and responsible local authorities.
- Facilitate the preparation of plans for sustainable management of the schemes with special emphasis on: i) organisational set-up in accordance with the preferences of the communities, ii) by-laws, and iii) O&M budgets as well as tariff structures to cover O&M costs and reinvestment in components with short lifetime, such as e.g. pumps.
- Get the detailed design and budgets as well as the plans for management of the schemes approved by the competent provincial authorities.
- Facilitate the setting-up of the agreed organisation for management of the schemes, including recruitment of staff, if required, or signing of service contracts for O&M.
- Prepare training plans.
- Facilitate access to government grants and/or credit through banks with mass organisations, such as VWU, playing a facilitating role.
- Advise water and sanitation committees on how to collect user cost contributions and ensure that the users will commit labour for construction purposes as well as cover all O&M costs.
- Select contractors through bidding and carry out construction work under proper supervision. Users will provide unskilled labour as a part of their contribution.
- Test, commission and put the schemes into operation.
- Train management, O&M staff during construction.
- Carry out continued hygiene and sanitation promotion with special emphasis on hygiene practices in connection with the new or improved facilities.

Existing piped water supplies managed, operated and maintained in a sustainable manner.

- Conduct training and refresher training for management, O&M staff, through training courses and on-the-job training.
- Carry out quarterly follow-up visits to the schemes to assess: i) user satisfaction and influence, ii) management and financial transparency iii) hygiene and sanitation promotion, iv) general environmental sanitation conditions, and v) public participation in activities, especially of women.

M&E institutionalised.

With regard to activities, reference is made to section 5.2.5.

5.3.5 Implementation in Pilot District

Baseline survey completed

With regard to activities, reference is made to section 5.2.5.

Preparatory work for community mobilisation, IEC activities and hygiene and sanitation promotion carried out.

With regard to activities, reference is made to section 5.2.5.

Community mobilisation, IEC activities and hygiene and sanitation promotion carried out.

With regard to activities, reference is made to section 5.2.5.

Preliminary water resources investigations completed.

With regard to activities, reference is made to section 5.2.5.

Options for credit facilities established.

With regard to activities, reference is made to section 5.2.5.

Community applications for water supply and sanitation facilities prepared and approved.

With regard to activities, reference is made to section 5.2.5.

Water supply and sanitation improved at institutions, mainly at schools and health centres.

With regard to activities, reference is made to section 5.2.5.

Individual water supply and sanitation facilities established or upgraded.

With regard to activities, reference is made to section 5.2.5.

Shared water supply and sanitation facilities established or upgraded.

With regard to activities, reference is made to section 5.2.5.

Water supply facilities managed, operated and maintained in a sustainable manner.

With regard to activities, reference is made to section 5.2.5.

M&E institutionalised.

With regard to activities, reference is made to section 5.2.5.

5.3.6 Gradual Replication in Two Additional Districts

Replication of the implementation in accordance with the Strategy will gradually commence in three additional districts once the implementation in the pilot district is progressing well, and the feasibility of the applied methods has been demonstrated. Reference is made to the component implementation plan in section 6.4

The outputs and activities will be defined on the basis of the lessons learnt from the pilot district.

5.4 **Outputs and Activities, Nghe An Province**

The outputs described in the following are based on the assumption, that the implementation in Nghe An will start in year 5 because of the reasons stated in section 4.1. If it is possible to start earlier, the below stated outputs will be supplemented with outputs similar to the ones described in section 5.2.5.

- One district selected for full-scale implementation of the Strategy.
- Implementation organisation established at provincial level.

- Implementation organisation established in the selected district.
- Internal teambuilding, formation of shared norms and training of implementation staff carried out.
- The strategy and the lessons learnt from the implementation in Ha Tinh Province have been introduced and understood by the relevant authorities at all levels.
- Planning of full-scale implementation in the chosen district completed.
- Baseline survey completed.
- Preparatory work for community mobilisation and IEC activities as well as hygiene and sanitation promotion carried out.
- Community mobilisation and IEC activities as well as hygiene and sanitation promotion initiated.
- Preliminary water resources investigations initiated.
- Options for credit facilities in the process of being established.
- Selection of three additional districts for full scale implementation during the second phase of the RWSS Component.

5.5 Inputs

5.5.1 Inputs by Government of Denmark

The Government of Denmark will through Danida provide a RWSS provincial adviser to each of the provinces Ha Tinh and Dak Lak. These two positions will be financed from Danida funds outside the component budget.

The Government of Denmark will through Danida provide funds for the following activities, as specified in Annex 2:

- Equipment of office facilities and means of transportation as well as running of offices and means of transportation.
- TA from a Danish consulting company.
- Vietnamese TA and support staff.
- Compensation for Vietnamese government and mass organisation staff, working directly and full time or part time (50%) on implementation of the Component.

- Establishment of revolving funds to provide loans through banks for community members to implement water supply and sanitation facilities.
- Studies, design and supervision in connection with establishment of water supply and sanitation facilities.
- Government grants to be provided to the establishment of water supply and sanitation facilities.
- 10% contingencies to cover costs over and above the costs specified in the below budget. Contingency is not included for TA.

The following budget for the Danida input to the RWSS Component is based on an exchange rate of USD 1 = DKK 7.9.

	Total Project Period (1000 USD)	Total Project Period (1000 DKK)	% of Total
Component organisation at provincial level (Ha Tinh & Dak Lak)	954	7.535	7%
Component organisation at district level (7 districts in Ha Tinh and Dak Lak)	462	3.652	3%
Hardware	4.077	32.210	28%
Training and Human Resource Development	1.784	14.094	12%
TA	4.564	36.054	31%
Compensation for Government Staff	179	1.416	1%
Revolving Fund	1.646	13.000	11%
Contingencies	891	7.039	6%
Total	14.557	115.000	100%

5.5.2 Inputs by Government of Vietnam

The GoV will provide the following inputs:

- Offices for Provincial Co-ordination Units and District Management Units with District Advisory Services.

- Permanent staff in each of the covered provinces:
 - one full-time water supply and sanitation engineer
 - one full time community development specialist,
 - one part time (50%) hygiene and sanitation specialist,
 - possible support staff in addition to the support staff financed by Danida.
- Dak Lak Province will require one extra engineer, part time (50%) and one extra community development specialist, part time (50%) for the first two years because of the rehabilitation of existing piped water schemes.
- Permanent staff in each of the covered districts:
 - one full-time water supply and sanitation engineer,
 - one full time community development specialist,
 - one full time hygiene and sanitation specialist,
 - possible support staff in addition to the support staff financed by Danida.
- In Cam Xuyen District, only part-time (50%) staff is foreseen.
- Payment of Value-Added-Taxes (VAT) and import duties.

5.5.3 Inputs by Users

The users will provide all costs in connection with the establishment of water supply and sanitation facilities in addition to the grants provided by the Government in accordance with the National RWSS Strategy.

Furthermore the users will cover all O&M costs. For individual facilities, the users will cover all replacement costs. The users of shared facilities will cover all costs of replacement of components with short lifetime, i.e. approximately 10 years, such as pumps and electrical equipment.

5.6 Assumptions, Preconditions and Risks

5.6.1 Assumptions

The key assumptions for the successful implementation of the RWSS Component are:

- GoV will approve and actively promote the National RWSS Strategy. The approved version of the National RWSS Strategy will not deviate substantially from the present proposed version. The basic concepts and principles of the Strategy will be institutionalised and appropriately operationalised through guidelines, manuals etc. The organisational structure at national level will be strengthened and reoriented to play the envisaged facilitating and guiding role.
- There will be a commitment at provincial, district and commune level to implement the Strategy.

- The necessary qualified staff at provincial and district levels will be provided and work for the Component to the extent specified in the present Component Description.
- The general commitment at all levels to give emphasis to IEC and HRD activities will be converted to proper action.
- The general willingness at all levels to improving the gender balance at all levels and enhancing the possibilities of the poor, by converting commitment into proper action.
- **Whenever the implementation of the Strategy will require modification of existing procedures and practices, the concerned organisations will be allowed to deviate from these rules and practices, at least on a pilot basis.**
- It will be possible to set up the envisaged credit system and also poor families will take advantage of the offered credit facilities.
- It will be possible to mobilise the communities to exercise their rights and assume their responsibilities in accordance with the Strategy.
- It will be possible for the private sector to play the envisaged role.
- It will be possible to set-up community managed O&M systems for piped water supplies in accordance with the principles in the Strategy.

5.6.2 Precondition

The following should be preconditions for Danish support to the implementation of the RWSS Component:

- **GoV should issue the necessary instructions to ensure that whenever the implementation of the National RWSS Strategy will require modification of existing procedures and practices, the concerned organisations will allow deviations from these rules and practices, at least on a pilot basis. In particular this applies to: i) per capita water demand based on community preferences rather than on standard government guidelines, ii) co-operatives allowed to manage piped water schemes, and iii) simplification of rules for provision of subsidies to individual water supply and sanitation installations.**

5.7 Indicators and Means of Verification

Tentative indicators and means of verification to development objective, immediate objective and outputs are given in Annex 3.

6 IMPLEMENTATION PROCEDURES

6.1 Organisation and Management

Below is the proposed organisational set-up for the Rural Water Supply and Sanitation (RWSS) Component.

6.1.1 Organisation at Central Level

In line with the National RWSS Strategy, the main functions at national level will be to: i) develop and supervise the implementation of the Strategy by setting policy and managing the implementation of policy, ii) ensure adequate central government finance, iii) ensure overall co-ordination of implementation, in particular co-ordination between different ministries and components (IEC and construction) and with donors, iv) develop national regulations, and v) monitor and evaluate implementation.

At national level the *National Steering Committee* (NSC) will work in close co-operation with the overall *SPS Co-ordination Unit* (SPSCU) in MARD.

The NSC will be responsible for the sector strategy, both monitoring the spirit of the implementation of the Strategy and regularly updating the Strategy, and co-ordinating with the urban water and sanitation sectors. The NSC comprises representatives from the various relevant ministries and mass organisations.

The SPSCU is overall responsible for the promotion, co-ordination and general monitoring and evaluation (M&E) of Danida supported RWSS activities. At provincial levels, the SPSCU assists and facilitates as required, channels funds and administers technical assistance (TA).

The SPSCU consists of representatives from MARD, MPI, MoC, MoSTE, MoH, concerned Provincial People Committees and Danida.

6.1.2 Organisation at Provincial Level

In line with the Strategy, the main roles at the provincial level will be: i) managing implementation of the Strategy, ii) preparing financial plans for government/donor funding and forward these plans to the centre, iii) ensuring adequate provincial funding, iv) preparing a detailed plan of operation and action plans in active co-ordination with the districts and the users taking into account local conditions, environment and economy.

Provincial level embraces the *Provincial People's Committee*, the *Provincial Steering Committee* and will also stage a *Provincial Co-ordination Unit* (PCU) in each of the two provinces, Ha Tinh and Dak Lak and in Nghe An province at the end of the component period.

The Provincial People's Committee will have a co-ordinating, regulatory function. It will have decision-making authority rather than a direct role in implementation and will be closely linked to the PCU.

The PCU's primary responsibilities will be in accordance with the Strategy as described above. In addition to this, the responsibility of the PCU will be to promote the introduction and the institutionalisation of the Strategy.

The PCU undertakes financial control as well as a guiding, facilitating and supervisory role vis-à-vis the work carried out at district level.

The PCU will be headed by a full time person appointed by DARD/ Provincial-CERWASS. Furthermore, the PCU will be staffed by full-time and part-time staff deputed from other relevant departments as well as the VWU and possibly other mass organisations. Performance based compensation rates will be provided to these persons. The PCU will be assisted by one full-time Danida Senior Adviser including a team of full-time national software and hardware specialists as well as support staff. In addition the PCU will benefit from a pool of expatriate and national short-term consultants.

6.1.3 Organisation at District Level

Along the lines of the Strategy, the Districts will be the main focus for planning and management of RWSS activities. The districts will be established as the centre for creating a demand for RWSS. District Advisory Services will be established and the staff at the centres will act as extension staff, participate in IEC activities and assist with organisation of operation and maintenance.

The *District People's Committee* in accordance with the policy for decentralisation is responsible for the activities being implemented at district level. The People's Committee will have a practical role in assisting users and local government departments to implement the Strategy and in particular to ensure that RWSS is given high priority.

A *District Management Unit* (DMU) will be established in the chosen districts in Ha Tinh and Dak Lak (and in Nghe An at the end of the component period) and will primarily be responsible for co-ordinating and ensuring implementation of activities. Moreover, the DMU will be responsible for consolidating proposals for plans and budgets for RWSS activities in the various communes and submit these to higher levels. In general the DMU will assume day to day activities including drawing up of contract documents, tendering and selecting contractors. The DMU will be assisted by a team of full-time national advisers, comprising an engineer as well as specialists in community mobilisation and IEC activities.

As described in the Strategy, *District Advisory Services* will be created to provide technical expertise, advice and assistance in relation to e.g. services provided by banks, contractors and suppliers. The District Advisory Services will also enable the public to see examples of technology options through demonstrations and public information and will work in close collaboration with the DMU.

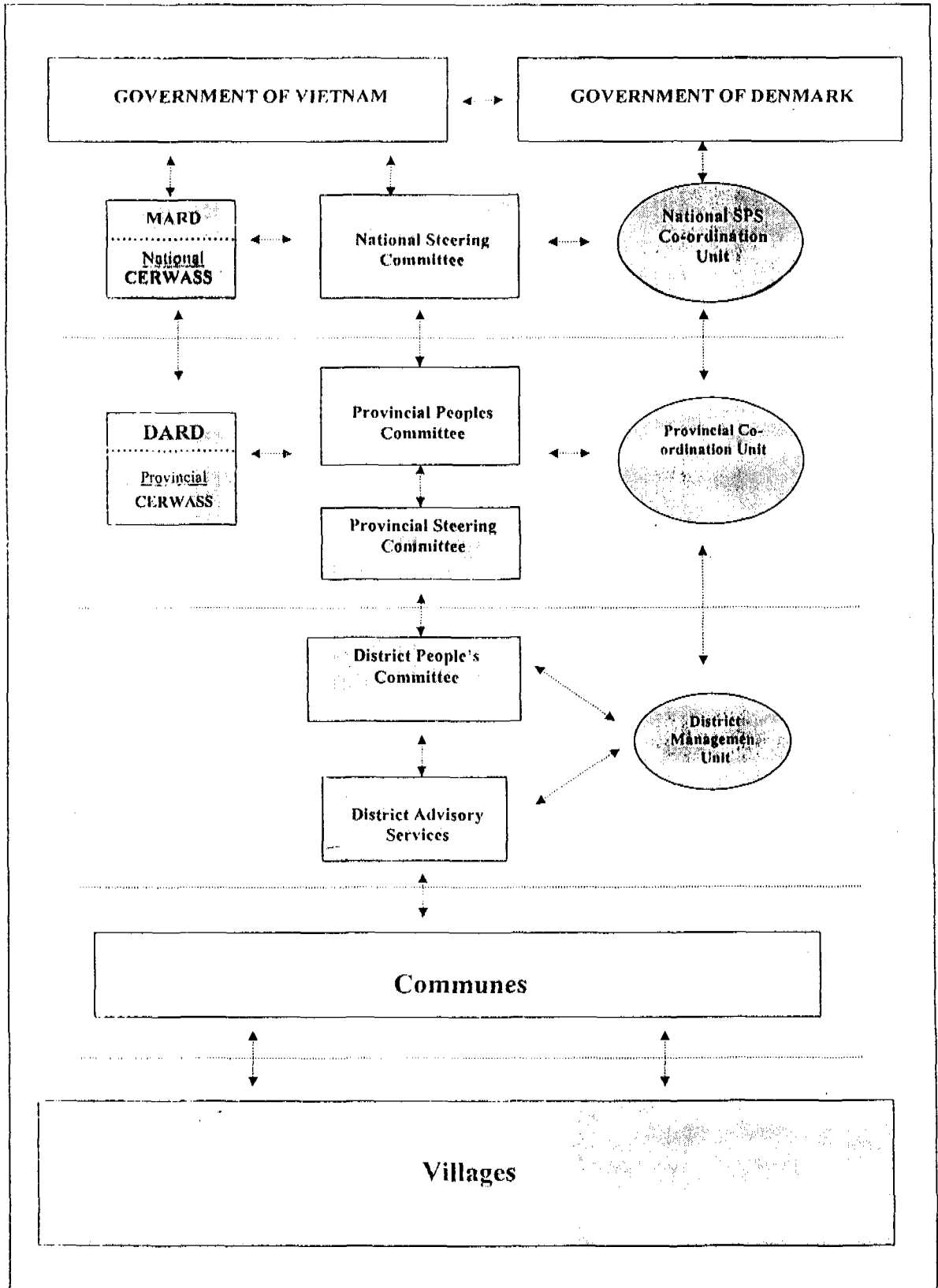
6.1.4 Organisation at Commune Level

The communes and towns are the lowest formal administrative level represented by People's Committees and their administrations. The Commune People's Committees are responsible for implementing and co-ordinating RWSS activities with the district level administration including the District Advisory Services. The commune authorities will carry out most of the government support function for RWSS, in association with individual users, user groups, the VWU and other mass organisations, the District Advisory Services and banks. The Commune People's Committees should not be involved as operator or manager of water schemes, since this should be left to users organisations, which could include representatives from the concerned people's committees.

Communities or individual households plan, implement and manage their water and sanitation supplies with facilitation from motivators, people's committees and district facilitators with support through subsidies from government and/or loans from credit facilities.

Figure 1 below illustrates the organisational framework of the RWSS Component and lines of communication and co-ordination.

Figure 1: RWSS Component - Organisational Framework – Lines of Communication and Co-ordination



6.2 Flow of Funds, Accounting and Auditing

6.2.1 Flow of Funds

Funding of the RWSS Component will be divided into two main streams:

1. International procurements, covering mainly the procurement of consultancy services will be paid directly by Danida,
2. Local procurement and operations, covering the procurement of consultancy services, construction works and equipment from local providers, will be paid by the RWSS Component through funding from the Royal Danish Embassy.

Funds for local procurement and operations will, in agreement between GoV and Danida, be transferred directly to the bank account of the component by the Royal Danish Embassy. Disbursements will be made in accordance with Danida's rules and regulations and will be subject to approved component budgets.

6.2.2 Accounting

The Component must establish an accounting system in accordance with the Danida guidelines on "Decentralised Project Accounting" of April 1996. Monthly accounting reports will be submitted to the Royal Danish Embassy and they should include the monthly expenditure statement as well as a budget variance analysis.

6.2.3 Auditing

An annual audit of the accounts will be carried out by a registered local accounting firm appointed by the Royal Danish Embassy. The Royal Danish Embassy reserves the right to order unannounced audits of Danida funds at any time.

6.3 Monitoring, Reporting, Reviews and Evaluation

6.3.1 Monitoring

A monitoring system for the physical and financial monitoring of component activities will be set-up. The system will be in an easily legible reporting format.

MARD and CERWASS will have the overall responsibility for M&E. The NSC will be the forum for annual strategic analysis of progress and impact in comparison with the objectives and outputs. This will result in identification of challenges and constraints as well as needs for adjustment of procedures or the National RWSS Strategy to optimise

implementation. At the provincial level DAKD and the Provincial Steering Committee will have the corresponding responsibilities.

M&E will be important functions of the Provincial SPS Co-ordination Unit (PCCU) and the District Management Unit (DMU). The system will be established in a participatory fashion and will lay down principles for what should be monitored, how to do it and by whom and when. All trainers and motivators are expected to be actively involved. Participatory monitoring will also be introduced at community level involving water and sanitation committee members and households.

Monitoring indicators will focus on:

- Sustainability, which refers to the long-term survival of the systems put in place. This is mainly an effect of capacity building, choice of technology and financial viability.
- Effective use referring to amounts of water used, consistent use of the protected sources, safe handling and storage of the water before drinking and consistent and proper use of latrines and hand-washing facilities including their maintenance.
- Replication, in terms of the spread of programme activities to other areas or households living nearby or who have heard or seen the activities in other ways.

Gender aspects will be monitored through establishment of gender-disaggregated data, and use of gender sensitive indicators and targets.

Participatory monitoring will be carried out by water and sanitation committees and households.

Follow-up activities may comprise: i) visit to water points, ii) participation in water and sanitation committee and/or community meetings, iii) household visits, and iv) participation in campaign activities, training of caretakers, and refresher training as warranted.

6.3.2 Reporting

An inception report with detailed activity plans for the first year of operation will be prepared within the first four months of component implementation.

In accordance with Danida requirements semi-annual and annual progress reports will be prepared by the Provincial SPS Co-ordination Unit on the basis of information from the DMUs. The reports will be submitted to relevant organisations at district, provincial and national levels as well as to the Royal Danish Embassy. The reports will contain rolling annual work plans and budgets.

6.3.3 Review and Evaluation

Danida and GoV will assess the need for current technical assessments of the RWSS component. The PCU will be responsible for compiling the materials and carry out the necessary preparations to facilitate the technical assessments.

Danida may at any time carry out an ex-post evaluation of the RWSS Component.

6.4 Component Implementation Plan

Component implementation plans for the provinces of Ha Tinh, Dak Lak and Nghe An are given on the following pages.

An inception phase will take place in each province over the first four months and the outcome of this phase will be an inception report, prepared in close co-operation with the relevant stakeholders at provincial level.

6.4.1 Implementation Plan for Ha Tinh Province

Concurrently with the continuation of the ongoing pilot activities in Cam Xuyen district preparatory activities for a pilot district will begin in Year 1. Implementation in the new pilot district will take place from Year 2 onwards. An evaluation of the activities will take place within the first six months of Year 4. Based on the outcome of this evaluation replication of activities in the additional three districts in Ha Tinh will commence in the latter part of Year 4. Activities in the three additional districts will be initiated with intervals of six months.

6.4.2 Implementation Plan for Dak Lak Province

All activities will commence six months later than in Ha Tinh province in order to benefit from the experiences gained there.

From Year 2 onwards implementation will take place in small towns or rural areas with recently constructed piped water schemes. An evaluation of these activities will take place in the beginning of Year 5

The implementation activities in the pilot district are similar to the ones of Ha Tinh province. As with Ha Tinh, an evaluation of the approach and activities will create the basis for replication in two additional districts. The implementation in these two districts will take place with an interval of six months.

6.4.3 Implementation Plan for Nghe An Province

The implementation in Nghe An province is scheduled to start in Year 5.