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MID-TERM EVALUATION REPORT

AD/VIE/02/F21 Capacity Building for Alternative Development Project to
Replace Opium Poppy Cultivation, Ky Son Phase 2

Thematic area: Elimination of illicit crops

Ky Son District, Nghe An Province, Vietnam

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Preface

This mid-term evaluation mission was undertaken in the field during 5-26 March 2003. The mission team consisted of one International Consultant nominated by UNODC and two National Consultants nominated by MARD and the Government of Vietnam. The preparation and the conduct of this mid-term evaluation may be summarized as follows:

The formation of the mid-term evaluation mission.

Agreement on TOR and review of project document, need assessment report and mission reports by Technical Advisor prior to a visit to the field sites.

Initial briefing meetings on 6 March 2003 between the Mission Team and UNODC and a representative of the Nghe An provincial authorities in two separate meetings.

The formulation of a mission work-plan and schedule and selection of field methods and tools to be used for the evaluation. Lists with questions were prepared as guidelines for interviews and discussions in the field. The people met and interviewed, provincial and district authorities involved with the project, project staff and project specialists, members of project counterpart, community leaders, representatives of Women's and Youth Unions, members of farming household etc.

The Mission Team spent about 2 weeks in the field (7-21 March 2003) to meet, discuss and interview the people mentioned above. Secondary data available in the project office was also collected for evaluation and analysis. Field visits were made to verify results from meetings and interviews.

The Mission Team was able to visit 14 communes and covered more than 20 villages.

Preparation of a Draft Evaluation Report took place between 18-25 March 2003 in Ky Son and debriefings were held both with UNODC Vietnam country office and with the NPD at MARD at the end of the mission.

The assistance of the project Technical Adviser, Mr. Per Vogel, in facilitating the conduct of the assignment and in commenting on the draft report is greatly acknowledged. Mr. Nguyen Xuan Phuong, Project Manager, and Mr. Tran Duy Phong, Project Secretary, provided valuable planning of fieldwork in Ky Son, logistic support and arrangements for field visits undertaken by the Mission Team. Mr. Mua No Tu, Chairman of Ky Son district, and his staff provided much insightful information and valuable suggestions to the Mission Team. Project specialists and members of project counterpart institutions also provided much and useful information, project knowledge and assisted the team during field visits to target communes and villages. Their generous collaboration and support is acknowledged. Without the translation and interpretation of Ms. Phuong Thao Dam, the conduct of this assignment would be in great difficulties. Ms. Nguyen Lan Anh and Mr. Nguyen Hong Hanh of the project administrative office in Hanoi also helped with logistic support and coordination of field meetings and debriefing at MARD. Finally, suggestions and comments made by Mr. Do Van Hoa, the National Project Director, are highly appreciated.

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Executive Summary

1. Introduction

The mid-term evaluation mission was designed as a small-team effort consisting of one international and two national consultants. The field evaluation was undertaken during 5-26 March 2003. The Mission Team spent the first two days to meet with key people for initial briefings in Hanoi and to prepare for the field visit to the project site. The Team spent from 7-21 March in the field, visiting provincial and district authorities and carrying out interviews with project staff, district partners, several community leaders and farmers in the project area in Ky Son district, Nghe An province. The Mission Team covered the following aspects of the project for a mid-term evaluation and assessment of:

Project concept and design,
The implementation of the project, and
Project outputs, outcomes and impact.

While undertaking the evaluation the Mission Team was aware of the changes in the project environment that had occurred and that had an impact on both the design and implementation of the project. Major operational problems have arisen in the project implementation that have been identified and taken into account in the evaluation.

3. Main Findings

The main findings of the mid-term evaluation are summarized and briefly discussed below. These findings are organized in relation to project concept and design, implementation of the project and project outcomes, outputs and impact. No attempt will be made to cover the findings in detail in the executive summary as they are fully presented in the main text.

3.1 Project concept and design

The design of the project assumes that most drug abuse problems will automatically be addressed by the overall project approach and has thereby underestimated and under budgeted the component aiming at drug demand reduction.

With current budget and possible coverage (number of activities that can be effectively implemented within a two year period), the achievement indicators are somewhat unrealistic. Due to unanticipated problems before the revision of the project document, the project met with certain difficulties to get started. It took about six months before the project was fully staffed and ready to implement activities as planned in the project document.. To a large extent, the project has attempted to overcome problems and undesirable consequences due to the delay of the implementation of project activities. The Mission Team found that:

- 1) The management and implementation arrangement of the project have improved steadily despite the above problems and difficulties.
- 2) Despite the fact that the project lost a great and irreplaceable part of its institutional memory, as most of its staff could not follow the project into its second phase, plenty of project documentation still exists, in addition together to local human resources with

experiences from the first phase. a number of individuals that worked with the project locally on village, commune and district levels in the first phase. All from which new staff, with a bit of interest and initiative could have benefited much by looking at prior experiences and lessons learned. Lack of such initiative and subsequently also in-depth understanding of the project have led to ineffective project planning and implementation in the second phase.

Project activities progress slowly with a tendency to step back or repeat activities carried out in the first phase of the project. This problem was obvious at the beginning of implementation during the first six months or more.

Due to the large variation in quality of staff recruited (i.e., project specialists) and their understanding interpretation of their respective job, the problem in making project progress still exists up to date.

While the Quarterly Workplans are relating to output and activities in the project document, the output titles are often mistakenly changed and do not reflect the actual activity which is happening under that output. This creates problems and confusion in the conduct of project activities. The understanding and application of the concepts like participatory planing, capacity building and holistic framework remain to be improved for effective implementation of project activity.

To reflect project document, the present Quarterly Workplans have now combined activities together to address both qualitative and quantitative aspects of the output objectives

Even without the above weaknesses, the timeframe and budget of the present project is unrealistic, i.e., the planned duration of the project in the second phase (2 years as compared with 4 years originally planned for the second phase to achieve all of its activities), and the overall budget (half of the original budget of the second phase while at the same time not decreasing the amount of activities or coverage by the project) will make it very difficult to achieve project objectives. With improved management and implementation over the last six months or so, the extension and some modification of project design of activity could assist the project achieve more successful results in the future.

The number of target communes in Project Document is a minor issue but creates confusion in implementation. Selection of participants for training and study tours is scattered among all of the communes in the district. A similar situation can be seen also among the actual activities implemented by the project.

3.2 Project implementation

Efficiency and effectiveness of activities remain inadequately addressed.

Disbursement was a problem in the past but it is now more or less resolved. Only minor problems remain that can be solved internally but these are often referred to as major problems among project specialists. There is still a need to solve management problems as the Project Manager has limited management skills.

What more important is the lack of AD expertise in the project. This is another reason for slow progress in project implementation and repetition of project activities previously achieved in the first phase, e.g., training for gender awareness and sensitivity, repeating trials for developing models and etc. The lack of active participatory development and holistic approach to the project conceptual framework has led to activities implementing to be increasingly narrowed down to the interest of

project specialists with little integration to the counterpart organizations, community leaders and the like.

Effectiveness of project management remains inadequate.

Quality of Report on Project Activities will have to be improved toward output and project objectives.

Monitoring of project activities will have to be increased.

There is no such thing as the "Team Work" among project staff and the exchange of ideas and information is kept at minimum effort. Very little is being carried out to encourage cross-sector activities in the project.

3.3 Project outputs, outcomes and impact

The project outputs in the second phase have yet to be measured. Data will have to be collected in field monitoring actions. There are formats for activity reporting with annotated text to guide project staff to what kind of information is sought in order to facilitate project monitoring needs. There are also formats to be used monthly for data to be used for an MIS for the project. The project staff has yet to follow these formats and fulfil their duties.

There are some evidences relating to the outcomes of the project. The Mission Team observed the expansion process of Model Plots or Small Production Groups from the first phase that had expanded to a significant scale of production in the second phase. This is more evident within certain villages rather between the villages and beyond. Examples are the extension of Hybrid Rice Model in *Hoa Son* village of Ta Ca commune, the development and expansion of women's handicraft group on contract weaving in a Tai village near Mounng Xen, (the Handicraft Model), the full coverage of the agricultural extension and village-based veterinary networks.

However, positive outcomes and impact of the project remains to be observed and assessed through collected quantitative and qualitative data. At provincial level, the Mission Team was informed that local experiences and lessons learned from the project in phase 1 have made it efficient and effective for provincial Government to implement activities of Programme 135 in Ky Son district as compared to other districts.

4. Recommendations

The overall recommendations for the Project in phase two may be grouped and presented for discussion as follows.

4.1 Actions to be taken to improve/rectify undesirable outcomes

- (4.1.1) Integrated planning and joint effective management of all project components and implementation of activities should be enhanced to ensure effective collaboration between institution counterparts and other partners, as well as efficient implementation at all levels, i.e., local community, the commune, the village, the district and the province,
- (4.1.2) The application of a holistic approach, participatory development strategy and completion of the project cycle should be reinforced in order to arrive at outputs and project objectives,

- (4.1.3) More attention is needed for project specialists to focus on capacity building and achievement indicators. Guidance should be provided by the Project Management Unit to steer the project in that direction.
- (4.1.4) The project should make a decision regarding the target communes as soon as possible in order to clarify for all project stakeholders and partner institutions for future planning and implementation to become more effective.

4.2 Implementation and management of project

- (4.2.1) Professional motivation is something that the Project Manager will have to be aware of in order to be able to provide guidance to project staff and specialists, enabling them to see this from their experiences with the project.
- (4.2.2) Thorough discussions and thinking before applying or implementing project activities are urgently needed so that staff have a good grasp on the methods and approaches used and can relate clearly their activities to the overall goals, objectives and achievement indicators within the project framework. The capacity to do so is of course closely related to the individual staff member's and they should be guided in this by the project management.
- (4.2.3) Specialist duties and responsibilities that are found to be inappropriate or irrelevant for the project and its implementation should be reconsidered and abandoned, if relevant, in order to make space for more appropriate duties.
- (4.2.4) Redistribution of workload on an equal basis should be attempted in order to promote full responsibility of the specialists for their specific duties.
- (4.2.5) Capacity building as described in the strategic approach in the Project Document should receive maximum attention in all project activities for specific outputs. The outputs of capacity building include active participation and empowerment at community level and enhancement of capacity in carrying out drug control development measures at government level.
- (4.2.6) The Mission Team suggests a series of internal review meetings to achieve the above recommendations for implementation and management. All project components, outputs and activities and achievement indicators in the Project Document should be incorporated regularly in these review meetings. External consultants are worth being considered in order to facilitate these meeting from time to time. The meeting should invite and facilitate the active participation of relevant members of project counterparts and representatives from relevant organizations including NGOs that are active in the project area.
- (4.2.7) A community-based approach should be adopted in order to ensure active participation of project counterparts, relevant partners and stakeholders, especially at the grass-root level, in the project area.

In considering:

the recent gain in momentum of the project memory in the second phase,
the large public investment for ethnic minorities in mountainous areas, and the national policy for development of new economic zones, and the diversity of international support available in Ky Son district,
difficulties faced during the rough transition to the second phase of the project
the unexpected long preparation period of the project in the early stages of implementation,
the potential for valuable gain of AD experiences and lessons learned from Ky Son project,

the Mission Team arrives at the following overall recommendation to UNODC and the Government: **that the project in the second phase should be extended until December 2004 to allow for an adequate timeframe in order to finalize the project and achieve complete and obtainable outputs on a sustainable basis.**

However, considering the difficulties and limitations faced by the project in phase 2 and through consultations with the executing agencies have led the mission team **to recommend that the project should scale down all activities in order to increase efficiency and effectiveness of management and implementation of project activities.** In this way, the scaling down of activities would allow the project to produce “*real*” results, i.e., outputs, outcomes and impact on sustainable basis.

It is also suggested that the next tripartite review meeting (TPR), which is scheduled during June 2003, bring the above overall recommendations up for a decision. With the strategy of scaling down project activities, there is a need for project revision and related budget changes. There is a need for the project to make decisions on prioritization of project activities, selection of target communes, villages, participating community groups as well as individual villagers. Certain criteria will be needed in order to prioritize project activities, to select project targets and so on. One of the most important criteria is the assurance of project sustainability.

5. LESSONS LEARNED

- (5.1) It will have to be recognized that capacity building for alternative development (AD) is a process of long-term nature. The extension of the project in phase 2 is crucial in order to consolidate the diversity of alternative development models for food security and income generation alternatives previously developed, and also to expand successful results on a larger scale within the district.
- (5.2) Delay and indecision due to the lack of understanding and accurate knowledge of a project has to be avoided in order to not create a gap between project. Use of past project experiences and knowledge of the project could ensure a smooth transition. If such gaps are not avoided and with additional obstacles present, the progress of the project may be slowed down or may even be set back to an earlier stage.

- (5.3) On the other hand, the national counterpart recipient of AD project support will have to ensure their existing capacity prior to handing over project responsibility for the national execution and implementation of project activity.
- (5.4) Increased contribution from the Government to Alternative Development projects is the key to sustaining opium poppy eradication and promoting sustainable livelihoods for former opium poppy cultivating communities with cost effective alternatives elsewhere. In the case of Vietnam, the Government contribution to AD is indirect with various development efforts, e.g., large scale infrastructure, socio-economic and agricultural development such as road and school construction, development of market centres, water resources and the development of cross border area, in project area.

The current UNODC/MARD AD project may be seen as a small development project that make a significant contribution to the overall infrastructure and socio-economic development, as well as capacity building for the local authority, ethnic minority communities and the local people. Another important aspect is the lessons made from coordination efforts undertaken in the different agencies, organizations and programmes, something that should be documented for possible use in development efforts in other areas.

- (5.5) The lack of the above conditions and commitments may eventually lead to the negative outcomes for the project in the long run. Examples from other countries in the region include a severe problem of drug addiction in the communities and HIV/AIDS among minorities in the mountainous areas of Northern Thailand after the long implementation of AD project for over 30 years (Kemp 1998, Renard 2000 and Kemp and Iamprapai 2001).
- (5.6) With national execution and implementation of an Alternative Development project, investment in AD specific expertise and promotion for future career opportunities is another dimension of an AD project in terms of future challenges.

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1. INTRODUCTION

The mission for mid-term evaluation of Ky Son Project AD/VIE/01/F21 in Phase 2 was undertaken between 5 and 26 March 2002. The mission team consisted of one International Specialist (Mr. Kanok Rerkasem) nominated by United Nations Office on Drugs and Crime (UNODC) and two National Specialists, Mr. Nguyen Ninh Tuan nominated by the National Executing Agency (MARD) and Mr. Nguyen Tai Cu from the Ministry of Planning and Investment (MPI) nominated by the Government. This evaluation mission has covered various aspects of the project. Specific attention for review and assessment was given to the areas of:

- Project concept and design
- Project implementation
- Project outputs, outcomes and impact

The major findings in regard to the design and implementation of the project, changes in project environment as well as major operational problems arisen in project implementation are incorporated when appropriate in the report. The mission was asked to make recommendations for concrete actions to improve or rectify undesirable outcomes, abandonment, modification, continuation or extension of the project, issues related to implementation and management, and records of lessons learned that are valid beyond the project itself. The term of reference (TOR) for the mission is given in Appendix 1 of this report.

Initial briefings, planning and preparation for fieldwork took place on 5-6 March at Project Liaison Office in Hanoi before field visit and key informant interview in Ky Son, the project area. The mid-term evaluation mission spent 15 days (7-21 March) in the field for visiting and interviewing provincial and district counter-partners, community leaders, project staff and specialists. The complete itinerary and list of persons met and consulted are attached in Appendix 2.

An interdisciplinary approach was adopted to promote productive interaction and exchange information and ideas between the mission team members during the field evaluation in Ky Son. The team met for the first time on 6 March 2003 at the Project Administrative Office in Hanoi to discuss terms of reference, agree on field methodology for the evaluation and collecting additional project information, especially quarterly reports, work-plan and financial forecasts. The team also spent a short discussion on project reports being sent out to each member before the commencement of the mission, i.e., Project Document, CTA Report, PRA Need Assessment Report, AD Consultant Report, Drug Demand Reduction Report and other. At the end of this meeting the team requested further documents, the project document (Vietnamese Version), quarterly work-plans and financial forecast and other relevant information and these were readily provided by the Project both in Hanoi and Ky Son offices. A planned schedule for fieldwork was agreed on and made available for Project Offices in Hanoi and in Ky Son for logistical arrangements. Participatory and rapid rural appraisal methodologies (P/RRA) were adopted for fieldwork and in preparation questions were listed as a guideline for collecting information and primary data from interviews with key persons at provincial, district, commune and village levels. These question are compiled in Appendix 3. The team visited 14 communes and over 20 villages to meet with commune and village leaders, women groups, youth groups, local traders and individual members of the farming households in the project area. These localities covered a

wide range of similarities and differences; i.e., ethnicity (H'Mong, Khamu and Tai), biophysical and ecological setting (e.g., sloping land, altitude, forest cover, land use systems and land use stages) and access to economic development (e.g., communication, health and education, income generation activities and so on). Some also represented target communes in both phases of the project.

2. KY SON PILOT SCHEME IN TRANSITION: Project description, approaches & implementing strategies

Between 1996-2000, an alternative socio-economic development project to replace opium poppy cultivation (Project AD/VIE/95/B09) was initiated and implemented in Ky Son district of Nghe An province in North Vietnam with a total funding of US\$ 4.02 million from UNDCP and VND 5.00 billion from the Government of Vietnam (Figure 1). The project formed part of the Government's National Drug Control Masterplan (1995-2000). In 1996, the project was launched and addressed the alternative development (AD) for sustainable livelihoods with the integration of drug demand reduction issues. As one of the most opium poppy productive districts in the country, Ky Son was selected as a Pilot scheme for alternative development to replace income from opium poppy cultivation. To overcome the pressure of rapid eradication of opium poppy cultivation in the district, the AD project was designed with strategy for strengthening capacity of local institutions, community organizations and local people. The general strategy adopted under the project can be presented as a 4-staged approach and the description and application of the approach are explained in Box 1.

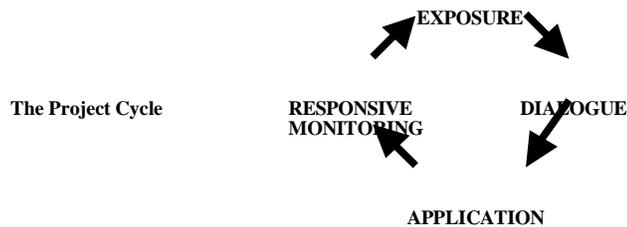
Project activities in phase 1 were designed with major development components of upgrading and improvement of infrastructure; roads, health and education services, and income generation activities from both agriculture and non-agriculture. Examples include subsistence and cash crops models, small-livestock models including bee keeping and honey production, improvement of traditional weaving and handicrafts and marketing of alternative development products at local and on a broader scale in the district and major cities. For agricultural alternatives, range of options referred to as "*Alternative Development Models*", were developed, experimentally tested and demonstrated in farmers' fields and farming households in target communes of the project (Figure 2), i.e., Muong Long, Houi Tu, and Nam Can with an addition of Muong Xen town, the district center (Boonwaat 2000a,b and Boonwaat 2001). In a mid-term evaluation of the above Project (Dirksen 1998), it was recommended that "the (Ky Son) Pilot Model needed more time in order to be able to prove sustainability and therefore a second 4-year phase (May 2000-October 2004) was highly recommended. The recommendation makes sense in terms of the timeframe needed for AD project.

The preparation of the second phase of the project was undertaken in 2001. A participatory planning meeting was organized with representatives from the Community Development Boards (CDBs) and other concerned stakeholders (UNDCP -MARD 2001, Annex V). Although, the Project Document (UNDCP -MARD 2001) was ready for negotiations it unfortunately turned out to be a time-consuming process. With changed government priorities lengthy negotiations took over during the closure of the Project in the first phase without the second phase being able to take over. This created a gap between the two phases that started in early 2001, resulting in a one-year absence of Project activities in the district. The transition from the first to the second

phase was not as smooth as initially expected. Much of the demonstration models in the field, experiences gained and lessons learned from the first phase have been lost in the transition process. In addition Government priorities called for national execution, rather than UN execution of the project in the future. The changes required a revision of the Project Document. In addition in line with Government requirements long-term technical assistance positions in the field would have to be withdrawn from the Project Document.

BOX 1. Strategic modality for Ky Son project management and implementation.

With experiences gained and lessons learned from the management and implementation of Ky Son project in phase 1, the project strategy is now slightly modified for the second phase of the project (Boonwaat 2000 and Vogel and Boonwaat 2001). The general strategy to be adopted in this project is to focus on strengthening of local capacity in a 4-stage cyclical approach as shown in a diagram below (UNDCP/MARD 2001). It begins with the *exposure*, which introduces project beneficiaries (district and village officials, community leaders, representative farmers and social service workers to new ideas, experiences gained in other regions, both positive and negative by means of study tours and discussions. The *dialogue* is a participatory process in assessing the situation and prospects of the specific village(s) to be involved in the project by means of community surveys or appraisals (e.g., participatory rural appraisal – PRA). In this process, the details of project initiatives in each area may be planned in the form of participatory workshops at a village level, involving the specific communities in which the activities are to be initiated. The output of this dialogue will be operational plans to form the basis of activities to be funded under the project. These plans may take the form of appropriately detailed feasibility studies signed by representatives of the participants and will include a commitment to participate in monitoring and evaluation of the plans. Once a plan has been completed and accepted by the NPD, also denoting funds are available, it will be initiated. This then enters into step 3, the *application*. The project will assist implementation as agreed but responsibility for execution and outcome will remain that of the signatories to the plan to the extent agreed in the plan. *Responsive monitoring* is the final step in the cycle when participants will meet periodically as agreed in the operational plan in order to review the progress and find alternative solutions to the problems or difficulties. Plan may change. Minutes of planning and monitoring meetings are kept where project staff and donor representatives can review them.



The process of this project strategy is intended to be iterative with active local participation at all levels, i.e., district, commune, village, hamlet and local people. The basic idea of the “Project Cycle” procedure is to

- Promote faster *institutional learning* about the activities being undertaken,
- Improve *ownership* of the development activities being supported by the participants,
- Introduce better *accountability* between the participants, including, the community, government and donors or funding bodies

In practice, the application of project cycle should be completed in full circle so that new ideas, modification and revision of project activities could be dealt with effectively. It is expected to be extensively expanded under project components and the guidelines for this has been discussed and provided to the project specialists, the so-called “National Profession Project Personnel or NPPPs”, prior to carry out their functions in the fields (e.g., UNDCP/MARD 2001 and Lord 2002).

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Another major change was the project duration and budget that was cut in half as part of a compromise posed by the UNDCP Country Office during negotiations in 2001. In contrast to shorter duration with less budget, the decision was made to at least maintain project activities and increase the size of project area for implementation increased from merely original 3 target communes in the first phase to 16 target communes in the second phase (Figure 3). It should be noted, however, that the 16 target communes were never specified explicitly and this has created much confusion among project staff (NPPPs), counterpart institutions and related agencies involved with the project. For example in implementing the project an unofficial list (created during the formulation of the project document but never formally adopted or included in the final project document) of 16 communes has been followed in terms of what communes that are eligible to receive assistance from the project and its activities. However, without an explicit list that formally selected 16 communes the situation has been unclear and as the project selected communes based on needs and relevance of specific activities they several times opted to extend activities also to communes outside the informal list that was used at the start of the second phase (based on this informal list, 16 communes were targeted in a needs assessment study that hence excluded certain communes in the district). Suddenly the project found itself in a situation where activities carried out actually involved all communes rather than 16 specific communes and few staff can explain what communes belong among the 16 and what communes that are not supposed to be benefiting from the project activities.

In comparison with first phase project implementation, the project is now operating with half the budget and half the time at the same time as it is required to cover three times as many communes. Other major differences from phase 1 are the significant reduction in road construction in the infrastructure development component, and the shift from “pilot” approach to “replication” model with almost complete district coverage.

The Project Document was signed on 12 December 2001 with the title: Capacity Building for Alternative Development to Replace Opium Poppy Cultivation, Ky Son Phase 2 (Project Number: AD/VIE/01/F21) with co-financial inputs of US\$ 2,037,800 from UNDCP and VND 2,013,400,000 from the Vietnamese Government for a period of two years starting in January 2002 with the same approach and objectives as set out under the first phase. The original second phase project document was slightly revised. By the end of the project in phase 2, the national institutions and authorities are expected to gain adequately the capacity for implementing drug replacement strategies in the pilot district and other districts or provinces with similar problems.

By the end of the project, it is also anticipated that the communities themselves as well as district, provincial and national government officials will have a markedly improved capacity in planning for and dealing with alternative development of opium producing areas in Vietnam through access to lessons learned and experiences gained from the Ky Son Project in alternative development activities. An understanding of drug abuse and ways to deal with drug abuse will have been developed among the ethnic minority people in Ky Son to facilitate a more stable situation as well as a sustainable reduction of drug abuse in the district.

In Phase 2, the Ministry of Agriculture and Rural Development (MARD) has become the executing agency, replacing the executive role of the Committee on Ethnic Minorities and Mountainous Areas (CEMMA) in Phase 1. Under the leadership of the Nghe An Provincial

People's Committee, the provincial CEMMA office has been authorized to implement the project in Ky Son district, the target area of the Project. Initially the project proceeded slowly mainly due to management difficulties, unfamiliarity with project area among project staff and the loss of momentum gained in the first phase. Staff recruitment was more difficult than expected and only in June 2002 when the project have all project staff present (both national UN staff and Government counterpart staff. As a result, actual work according to output and activities did not start until the third quarter of 2002.

Another drawback to the implementation of the project in the second phase was due to lack of qualification of project staff recruited. Firstly, all but one staff in the second phase were brand new to the project. Much of the knowledge gained and experiences accumulated in the first phase remain with the district and commune officials and farmers as well as project documents. However, there was no opportunity to transfer the knowledge other than through documents, which are not usually read thoroughly. Therefore, much of knowledge gained and experiences accumulated during the implementation of the project in phase 1 were lost greatly among those staff who could not continue in the second phase. Second, due to limited management capacity of the National Project Manager during the first few months after 16 April 2002, little progress was made according to the 1st and 2nd Quarterly Work-plans as reported in the Annual Report of Project Activities (Phuong 2003). A replacement was made with the appointment of the former Deputy National Project Director in phase 1 as the new Project Manager around mid-September 2002. Much progress has been made after the replacement in order to catch up with overall work-plan of the project for implementation.

3. PROJECT PHASE 2: Review, Findings and Analysis

The mission team has initially focused on the outline given in the evaluation purpose in the TOR to cover the concept and design of the project, project implementation and project outputs, outcomes and impact. As project communes are overlapping between phase 1 and 2, the overall activities and results observed in the field are taken into account for assessment.

3.1 Concept and Design

Ky Son project phase 2 has adopted an approach and design similar to the one taken in phase 1. It aims at strengthening the national capacity to bring about socio-economic changes that will enable farmers to eliminate drug cultivation and abuse. This will be achieved through an extension of the pilot scheme in Ky Son district, Nghe An province, by developing and demonstrating techniques for replication in other areas.

(1) Assessment of Project Component related to Drug Control Objectives and Appropriateness and Obtainability of Objectives, and Achievable Indicators

As already stated in the Project Document, the immediate objective of project in phase 2 is to develop a replicable methodology for the establishment of opium income substitution and drug demand reduction activities among opium producing ethnic minority people in Vietnam, through the strengthening of the capacity of the national institutions responsible for delivering the required services in cooperation with community based development planning.

The three main components that address the immediate objective are:

Community Development: with the objective to reinforce the capacity of local officials and the ethnic population to improve health care, education, women's development and community leadership and organization, and reduce the demand for illicit drugs – consistent with both government policy and indigenous beliefs and practices.

Alternative Land and Water Based Income Generation: with the objective to augment livestock based sources of household economy by risk reduction, improved fodder supply, health services and increased stock numbers. Diversify cropping based resources of household food and cash economy by increased use of new varieties, intercropping of legumes and cereals, increasing access to fruit tree seedlings, agroforestry, developing locally appropriate technology, paddy development and the development of alternative crops and improved varieties. Stimulate marketing and processing opportunities and strengthen the local (i.e., village and commune) organizational and skills base.

Infrastructure Component: with the objective to build new capacity for management, design, construction, operation, and maintenance of infrastructure projects in Ky Son district, Nghe An province, to support and facilitate agriculture, animal husbandry, and community development initiatives for a sustainable replacement of the opium based economy.

The main overall achievement indicator is that the Government will be capable of planning and implementing sustainable inter-sectoral alternative development projects on nation-wide scale, and start to develop appropriate strategies, policies and implementation arrangement for such projects. The main overall quantitative achievement indicators for Ky Son district are (1) that by the end of two years of the second phase, the reduction of opium production will be sustainable at 100% without causing increased overall hardship for the opium-producing communities, and (2) that the drug abuse problem will have been contained and reduced in the district. These main indicators focus on drug abuse and solution of all drug abuse problems, when the specific project component to address that problem is not apparent. The design of project assumes that most drug abuse problem will be automatically addressed by the overall project approach and thereby under estimate and under budget the component aiming at drug demand reduction.

For each project component, achievement indicators have also been formulated. For community development, it is expected that a further 20-30% increase in the number of children in the district attending primary school and secondary school, and improved school facilities contributed by the project; infant mortality rate reduced; new commune extension services established in all 20 communes and one town of the district; a decline in opium addicts and no switch to use heroin in the district; active participation of women in implementation of income generation activities; credit schemes, agriculture and livestock activities. With regard to alternative land and water based income generation, it is expected that livestock production/survival rate increased by 30-40% in the district; a model of 200 ha of tea established in Huoi Tu and Muong Long and models of bamboo shoots for export set up in the lowland areas; and the extension of the successful models from the first phase into other communes; halted forest destruction in the district, district food deficit reduced by some 20-30%; reduced rate of soil depletion in the district; and new trading channels successfully established for local farmers including into Laos. For infrastructure component, it is expected that local people trained and assisted in rehabilitation, constructing and maintaining (1) bringing about 200 ha of

land under terrace irrigation, (2) reforestation at least 350 ha of land, and (3) establishing other energy sources and telecommunication networks.

Considering budget and possible coverage of the project, the above achievement indicators are not realistic. With limited project activities, it is not realistic to assume that the project can achieve such impact at the district level.

Although the project is now running with full staff and counterpart personnel according to project design there is still a severe shortage of technical capacity and management skill in project staff to achieve output objectives and indicators. Within a project duration of 2 years, the project may be able to achieve some output objectives and indicators, such as number of extension service established, acreage of land under terraced cultivation and establishing alternative energy sources (micro-hydropower units) and a few other achievements. It would be harder to achieve those qualitative indicators and results, such as improved capacity of officials and villagers in community development activities, increased involvement of the community in developing replicable production techniques through enhanced PAR and the establishment of extension networks in villages and hamlets and community plans for infrastructure activities. This will need a longer period under the present conditions of low capacity and technical limitation of current project staff and counterpart personnel.

(2) Assessment of Executing Modality and Managerial arrangements

The design of this project in phase 2 differs significantly from phase 1 with the change of execution modality from UNODC to National execution (See Appendix 1, Figure 5). The Ministry of Agriculture and Rural Development (MARD) is taking a leading role in overall managerial responsibility providing technical and policy guideline for the execution of the project. UNODC as co-executing agency provides support for backstopping, monitoring and evaluation tools for National Executing Agency (NEA) to enable them to concentrate on substantive project management and implementation. UNODC also handle all personnel budget lines and thereby assist the NEA in recruitment procedures. In phase 2, the NEA handles 70 % of total budget and the rest of the budget of 30% is handled by UNODC. UNDP acts as the associated agency providing certain services to the project relating to personnel contracts and financial reporting. Overall accountability for correct implementation and responsibility for achieving project objectives rest with the NEA and in particular with the National Project Director.

At the Project Management level the National Project Director (NPD), the Deputy National Project Director (DNPD) and the Project Manager (PM) have formed Project steering committees at both national and local levels. The Nghe An Province People's Committee act as the implementing agency of the project supporting working groups at all levels in the district.

The execution modality with two agencies is somewhat uncommon for this type of alternative development project elsewhere. While the main problems the project addressed in phase 1 are maintained, the executing modality in phase 2 also attempts to mainstream the alternative development process and activities to the national institutions for planning and implementation.

During the transition of the project from phase 1 to 2, the national counterpart agency was changed from CEMMA (in the role as Government Counterpart Institution) to MARD (which became the national executing agency). The role of UNODC in project implementation is fairly limited in the second phase. Other changes that caused a significant impact on overall project management and performance was the “cancellation” of long-term field-based international technical positions like the Chief Technical Advisor position and United Nations Volunteer positions. Without field based long term international assistance, the project has faced many difficulties due to lack of management skills and implementation approach and caused unnecessary delays and less effective implementation of the project in the second phase. **With the above deficiencies, the national capacity to absorb the functions of the present executing modality was and still is limited.** It also has a strong impact on management decision, causing less effective coordination between different agencies and organizations, and slows administration of the project as a whole. There is a gap between the district and the national executing agency. At project level in Ky Son, the project also suffers severely from the lack of qualified staff, management skill and technical capacity. This issue will be dealt with in more detail later.

(3) Assessment of Specific Project elements

The mission team was asked to pay special attention to Component 2, Output 1: Agricultural extension network development, Output 8: Forest land allocation model, and Component 3, Output 1: Operation plan for infrastructure development. The mission team has found that project has done very little in regard to these areas of activities. Much more need to be done before the results can be assessed within the framework of project concept and design. Nevertheless, some comments could be made.

(3.1) Component 2, Output 1: Agricultural extension network development

In Ky Son, the Agricultural Extension Centre (AEC) was established in January 2002 by the Government through the local authorities in Muong Xen with 5 extension staffs. The director and deputy director of the Centre are also working as extension worker whenever needed. Three major staffs were assigned for specific technical fields. At present, 1 specialist is assigned for aquaculture, 1 for crops and forestry and a third expert for animal production and sloping agricultural land development technology or SALT. The district agricultural extension centre is now extending services to the communes and villages in Ky Son through their extension networks (See Appendix 1, Figure 6).

During 2002, some VND 124.9 million was received for support of hybrid rice and maize seeds (Table 1) from the Government. In addition the Government also provided funds for more than 30 training sessions organized and delivered to members of the networks, e.g., fruit tree improvement (longan and lychee), SALT technology, fish pond management and development, pig and chicken raising. The budget however was small with only VND 23.0 million allocated for the training courses. Training was targeting poor households with a total of 50 farmers participating in each training session. These trainings covered 9 main communes in the district, i.e., My Ly, Muong Tip, Muong Ai, Huoi Tu, Bao Nam, Huu Kiem, Ta Ca, Nam Can and Na Loi. On average, each commune received on average 2-4 training courses.

A limited number of AEC models were developed in coordination with and support by the project initially and there is a need to continue to build on this coordination as the AEC now receives its own support from the government for establishing extension networks from province and district to local communes and villages. Different approaches, activities and experiences gained from active participation of project staffs should be intensified at all levels in the network. **There should be a close and active collaboration and coordination between AEC extension workers and project specialists for training, demonstration and other related activities in the project area in the near future.**

The government also invested a large sum of funds for the construction of a fishery station for fingerlings to support aquaculture models. The station is located along the Highway No 7A between *Na Luong* and *Na Chao* villages in Huu Lap commune. The construction of the AEC fishery station is now almost complete but the mission team was informed that the government has yet to allocate additional budget for its future operation. Technical support from the project may help the AEC to develop a fishery development plan and additional relevant activities in the district, such assistance may have an impact on the extension system of the district with respect to its fishery development in the near future.

None of the existing project specialists has agricultural background and/or experiences in the area of alternative development. Agricultural extension is being put together with other related fields include the nursery services, development of alternative land management with sloping agricultural land technology (SALT) and forestland allocation. In practice, the implementation of project activities in these areas has just started with the training sessions and study tours. It appears that these training sessions and study tours were conducted with little consideration taken in regard to activities that can be found under the agricultural extension network development output outlined in project document. Furthermore, none of the activities conducted is building on past successes and experiences gained from the project in phase 1.

There were, however, some misunderstandings regarding activities outlined in the project document. As a result some activities were initiated with an inappropriate approach. Instead of introducing the selected farmers to successful results in the field with experienced farmers or district partners from phase 1, the specialist just simply introduced to them project reports to serve activity 1.2 for output 1 (agricultural extension network development) in project document. **It is, therefore, highly recommended that the project urgently put more effort and input into assisting the recent establishment and development of the agricultural extension network in their work in the project communes.** The implementation of project activities should be kept within the project concept and design of output objectives and activities for specific components.

(3.2) Component 2, Output 8: Forest Land Allocation Model

The District Office has already implemented Forestland Allocation according to existing Government policy (Decree 163ND/CP) on a wide scale in Ky Son. An initial survey was conducted for some 164,126 ha of forestland in the district. Potential forestland that may be allocated is estimated to a total of 136,466 ha for 7,266 households in 136 villages scattered among the communes in the district (See Appendix 1, table 1).

By the end of 2002, land certificates have been granted to some 2,558 households with a total area of about 43,628 ha (Table 3). Implementation was completed in Keng Du, Bac Ly, Dooc May, Bao Thang, Pha Danh, Na Loi and Bao Nam communes in accordance with the plans developed in 2002. In 2003, the district plan is, however, to grant land certificate to an additional 1945 households, more than the households planned for according to the district plans from 2002 looking at the additional 8 communes that are supposed to benefit from these land allocation plans in 2003 (See Appendix 1, table 1). The plan is covering (including 1 town); Tay Son, Muong Tip, Nam Can (west), Muong Ai, Nam Can (southeast), Na Ngoi, Huoi Tu and Muong Xen (See Appendix 1, table 2). The reason why 2003 land allocation plan does not cover all of the remaining communes and the land available (in accordance with the 2002 plan) is not known and should be found out before the project make any attempt to assist the on-going programme of the government. The current plan focusses on land allocation but the success depends on long term objectives of alternative land use for shifting cultivation and sustainable land management. A plan beyond 2003 has yet to be developed.

From the Project Document, the objective of this output is to evaluate the potential of and methodologies for inducing farmers to invest in development of degraded former forestland in return for rights to use the land. Planned activities to achieve output objectives include:

- make plans for forestry development based on existing natural resource base, discuss and promote potential community forest development with the Community Development Boards (CDBs). Discuss with farmers options open to household groups, and if appropriate plan for implementation,
- implement the evaluation trials, if agreed,
- develop a model for forest land allocation on community level,
- communicate the results to other villages and if possible replicate the results (the activities are intended to have a counterpart staff member from the Forest development Department of the Ministry of Agriculture and Rural Development (MARD) who is responsible for forestry policies and thus able to provide liaison with other forestry experts at province and district level concerning the results)
- seek the involvement of NGOs or other projects with experience with land distribution under the national programme '661' and '135'.

The mission team visited a Tai community (*Keo luc 3* village in Pha Danh) and a Khomu community (*Nam Kien* village in Bao Nam) where land allocation has now been completed for further investigation. Without land certificates, farmers are reluctant to use the land productively. In Pha Danh, the villages still use their shifting cultivation fields for upland rice cultivation. Many households are keeping over 10 fields for shifting rotation and fallow. With land allocation, the practice of shifting cultivation is supposed to cease and farmers supposedly shifting to intensive cultivation on allocated land on a permanent basis. A similar situation was seen in Bao Nam as well but the community is much poorer and the forests are highly degraded with dominant weeds as the ground cover.

One of the weaknesses of this Forest Land Allocation programme is the lack of support for land improvement and land development. Little information about the land areas is available in the district, except a few maps on forestland for the land allocation programme. Detailed information at village level, e.g. land use planning and mapping of land resources, classification of existing and potential land use and other relevant information, is not available and unlikely to be available for large scale planning after the completion of the forestland allocation programme. No funding is available for local investment in improvement and development of new land

through this Government allocation policy. **The project should identify an implementing strategy for the development and demonstration of alternative sustainable land use. Land use planning may be carried out in collaboration and coordination with other relevant government agencies. At technical and policy levels, MARD could play a significant role with responsibility in community-based land use planning and sustainable land management.**

In collaboration with the district authority, forest land allocation staff, extension staff from the AEC and forestry specialists from MARD, the project may try to identify a small watershed for a land and forest allocation model in accordance with activities in the Component 2, Output 8. An example of a small watershed with the inclusion of upstream and downstream communities could be made in the case of Phou Cha Lan where Bao Nam, Bao Thang are located on the upper stream and Huu Lup on the lower stream. *The above geographical location* may be a potential site (see Appendix 1, figure 7) to set up a model demonstration in 2003.

The site represents a degraded forest on the upper stream in one of the poorest communes (Bao Nam) in the district. Huu Lup, the lower stream commune, is practicing intensive wet rice cultivation with spring and summer crops under irrigation. Intensive use of land on the upstream side to alleviate poverty would expect to alter the hydrological balance of the watershed and hence having an impact on the downstream communities. **This watershed approach is recommended to demonstrate the coherence of project activities and achieve the desired objectives of the output.**

(3.3) Component 3, Output 1: Operation Plans for Infrastructure Development

There are several Government and International Development projects for infrastructure development in the district. Examples include Project 135 of the Government for road construction and upgrading, school construction, dam construction for irrigation, village water supply and other support (Hieu, 2000), OXFAM/Hong Kong for some school facilities, a few simple construction of commune health centres, small-scale irrigation and the World Bank for road construction and improvement.

Unlike the project in Phase 1, road infrastructure development is no longer supported, the infrastructure component in the second phase focus on improving district capacity to prepare operational plans for infrastructure at district, commune and village levels and between relevant stakeholders at these levels. The project relies on Government programs and other external programs to provide a timely input for maintenance, upgrading or construction of access roads in the project sites. Therefore, capacity building in terms of management of infrastructure activities in order to effectively plan for, undertake, maintain and evaluate such activities like hydro power alternative energy and water resources (hamlet water supply and irrigation) at the district, and commune levels.

In examination of project work plans for the 3rd and 4th quarters, line item output for preparation of operational plans for infrastructure, the project has started on a small scale with training and a study tour in the 3rd quarterly work plan but this was not carried out and then basically got lost in the 4th quarterly workplan. The main activities under this component have turned out to be construction plans for water supply systems, building of 2 health stations and a

proposal for building 2 new schools. For activities under this particular output of the infrastructure component, human resource development as well as capacity building for operation and management (O & M) at all levels in project areas are important objectives. **Therefore, it is important that any activities that involve construction and support to infrastructure facilities are put in a human resource development perspective in order to achieve sustainability.**

(4) Relevance of Project Workplans, Planned Duration and Budget

Taking into account the problems and constraints faced by the project in the first two quarters, there are still many innovative opportunities available for this alternative development project, e.g., the future challenges for the replicability of the project as a Pilot Scheme Model for other geographical locations in Vietnam and the region, experiences gained and lessons learned regarding the transition from UNODC to National execution modality. At this stage, the proposed annual workplan of outputs and activities in the project document has been improved greatly. It remains to be seen whether the project will be able to achieve its overall objectives in the near future within the limited timeframe for implementation, i.e., 9 months from the time of this evaluation mission. The overall assessment is that the project workplans, planned duration (2 years) and budget (about half of the project in phase 1 are quite ambitious with no room for unforeseen problems and constraints, or even for a start up period in the beginning of phase 2. The project should try to reach a stage where replicability of the project as a Pilot Model is feasible and practical for national execution and implementation. Lessons learned from the Ky Son project may have wide implications for both national and regional implementation of similar projects. In the case of Northern Thailand where alternative development has been going on since early 1970s, it took more or less 30 years for the national execution and implementation of alternative development projects to become effective and sustainable (Renard, 2000). In the case of Ky Son, the transition to national execution and implementation is remarkably much shorter with positive signs of strong government commitment (e.g., Project 135 and a wide range of external assistant projects from the government and non-government organizations) to the so-called alternative development approach. However, many such projects often do not address sufficiently the importance of local participation in development. Therefore, in the formulation of the project for phase 2 there was an attempt to fill this gap by emphasizing aspects on strengthening local capacity at community and district levels to sustain alternative development to replace opium poppy also in a long term perspective.

(5) An Analysis of Clarity, Logic and Coherence of the Project Document

A major confusion in interpreting the project document arises from the lack of specific identification of target communes. In Annex IX of the document, the proposal for the Japanese Human Security Fund identifies 17 communes for implementation of project activities, almost the entire district with the exception of Keng Du, Dooc May, Huoi Tu communes, and Moung Xen town as non-target areas. According to the annual report of project activities (Phoung, 2003), the implementation of activities (by the project) in phase 2 has already covered the total target of 16 communes, including Moung Xen, the district town (see Appendix 1, table e3). These communes are however somewhat different from the proposal for the Japanese Human Security Fund. Some specialists informed the mission team that Pha Danh, Huu Kiem, Huu Lap and Chieu Luu are communes interacted with but which are considered “outside” the target area of the project. The sixteen communes selected for a baseline survey (May/June 2002) were also

again different from the above activities, i.e., human security fund proposal and the area of project operation as considered correct by project staff. **The project should make a decision regarding the target communes as soon as possible in order to clarify for all project stakeholders and partner institutions for future planning and implementation to become more effective.**

The logic of the design of the project according to the project document is quite clear to the mission team. However, the mission team was told that there are differences between the English and Vietnamese versions. The mission team followed up and went through the project document with the project specialists one by one to look at outputs and activities and line by line. It was apparent that this is more a problem of misunderstanding and incorrect interpretation on behalf of project staff rather than actual mistranslation.

For example, very little attention has been given to the output objectives of the community development component with respect to the emphasis on improved capacity of officials and villagers in effectively delivering and using health and sanitation services derived from government and ethnic villager sources, including health, education, family planning, primary health care, and safe water supply, assisted by the integration of government and ethnic villager resources. Much work remains to be done in order to achieve the output objectives. As already discussed earlier in regard to component II, output 1 (agricultural extension network development), the specialists missed out on the idea of activities for output no 1.2 in project document, none of the successful results from the first phase have been introduced to selected farmers as stated in the document. Only results from the final report were presented.

The project should be organized as a team effort to tackle the above problems for effective implementation of project activities and preparation of more appropriate quarterly workplans in the near future. The project staff and specialist s should work as a productive team to exchange ideas and experiences. The team effort is highly recommended and should be encouraged and promoted for the remainder of the project duration.

3.2 Project Implementation

In this section, the mission team has put their focus on the field assessment of the implementation of the project in terms of quality and timeliness of inputs and efficiency and effectiveness of activities carried out within the framework of the annual and quarterly workplans. In the process of undertaking the field assessment and key informant interviews, the evaluation team has also attempted to identify where technical expertise may need to be improved for more efficient implementation in the near future. The team also evaluated the effectiveness of project management.

(1) Assessment of project implementation

In the implementation of the project in the second phase almost 6 months were spent initially on project preparations (renovation of the Ky Son office, procuring project facilities, repairing old vehicles, handing over equipment and facilities from phase 1 etc.) and recruitment of staff. Training, workshops and study tours started in the third quarter of implementation (Appendix 4).

These training activities were intensively offered through the 4th quarterly workplan. The mission team was told that the project could catch up with the schedule in terms of organizing and implementing the training programs and study tours across all project components. It remains unclear how participants were selected for the training and study tours. There is no way to find out how well and relevant these training and study tours were conducted. Once training had been completed few efforts went into follow-up activities with the participants in order to assess to what extent they had actually benefited from the training. As the implementation of project activities continues training and study tours should be closely linked with the objective to increase the capacity of district and commune partners as well as target farmers of the project. A few reports from training and study tours have been written up and were available for evaluation (Appendix 7). In cases where reports are available the quality of the reports are often poor with little information for further improvement or suggestions for future actions. The mission team obtained a marketing report from the workshop which was conducted to discuss the idea of setting up a marketing organization, similar to the Chamber of Commerce (CC), in Muong Xen (Hung 2002). A majority of the participants were middlemen and traders in Muong Xen but with few participants from the Women's Union groups in Huoi Tu, Muong Long Nam Can and Ta Ca. With a lengthy process in regard to the selection of a suitable location and agreement on regulations for the market organization, an action plan for the development and establishment of a local market organization was drafted and approved by the district authority in late October 2002. In the meantime (from October 2002 until March 2003), the project specialist did little or nothing to facilitate progress of this activity. With approval of the action plan by the district authorities, the marketing organization will be located in the project centre's compound in Muong Xen with support such as computer, fax machine telephone and other equipment and support to facilitate promotion of local products. With this office set up, the operation of the marketing organization is expected to start in the near future.

The team was informed that the results of a market survey conducted by an external consultant were not of any great use for the project specialist to carry out his marketing promotion tasks. The project specialist expected a detailed outline of an action plan for marketing promotion from the external consultant. Without the action plan, activities for marketing promotion output could not be carried out. Therefore, the activity for marketing promotion was virtually stopped after the workshop in August 2002. Without any initiative from the project specialist, activities for this output are unlikely to be carried out on time. It is unfortunate that the activity for market promotion has been very slow with little progress, it is one of the key activities of AD project.

In the field, a certain amount of activities have been undertaken. The project has supplied materials, e.g., 166 veterinary boxes, some 480 sets of school tables and desks and 30 blackboards for primary and secondary school (Appendix 9). Small amounts of animal feeds, planting materials and fertilizers have also been provided for demonstration models in some target communes. The project has been able to conduct some 8 models, mostly in the 4th quarter of the project workplan, with some good results (see appendix 1, table 3). Hybrid rice demonstrations in Ta Ca and Nam Can have now reached a significant scale of demonstration and expansion within the site. Both sites were targeted for small plot demonstration in phase 1 (see appendix 1, table 4). A large field of 15 ha is now used for the spring crop of hybrid rice in a lowland village in Ta Ca commune. In the second phase, the project has put more emphasis on the development and support of cattle revolving fund in connection with the grass model as one

of the major cost-effective income generation alternatives. A total number of 162 cows have already distributed in 44 villages of 8 communes (see appendix 1, table 5). The total number is expected to be around 300 animals in 16 project communes.

Less emphasis is now given to Pigs and Chicken Models but the principle of revolving funds developed earlier in the first phase have implications for modification to fit the larger investment of Cattle Revolving Funds and Grazing Models in the second phase. Local breeds of pigs (*Mong Cai*) and *black* chicken are being promoted for the current demonstration models. For pig raising model, a total of 50 *Mong Cai* sows were distributed in only 2 communes, covering merely 3 villages (see appendix 1, table 6). There is a plan for expansion of the pig raising to another 3 communes which include Muong Ai, Nam Can and Bao Thang with some 10 *Mong Cai* sows and 1 boar. This has been proposed for the 2nd Quarterly Workplan in 2003. Intensive chicken raising has been promoted with 2 breeds of local *black* chicken in 2 communes; Muong Long and Huoi Tu (see appendix 1, table 7). Both pig and chicken raising are implemented as the demonstration models in selected few communes. Project staff selected farmers and demonstration sites (target villages and communes) on their own with certain criteria such as group leader and voluntary participation. The selection of farmers and demonstration sites is, therefore, more biased to certain groups of the target population with less presence of a participatory approach. The demonstrations are not necessarily based on farmers' needs but rather express the specialists' own ideas although not necessarily reached or agreed to in consultation with the local villagers/farmers. The demonstrations also reflect the specialist own ideas of what is good for the local farmers rather than them listening to the farmers' needs or reaching a mutual agreement that the suggested crop may be a good substitute that addresses the farmer needs as well, or even better than, the crop initially expressed as needs. . Black chicken, for example, has a market niche for special products but the market volume may be limited. While pigs and chicken are not as profitable to market as cattle, the project staff is currently emphasising the cattle revolving fund model. On the other hand, pig and chicken raising are wide spread among the villagers in Ky Son as food security, especially for the poorest of the poor. This issue is overlooked. The staff is preparing to terminate activities for demonstration of the intensive chicken model and expect villagers to expand the model by themselves.

Although the project has provided additional cold chain equipment, vaccines veterinary equipment and several training involving more than 160 para-veterinaries (paravet) down to village level, the veterinary services are not fully addressed. For the project specialist, the veterinary services are part of his duty and responsibility. He is also responsible for other activities, the cattle revolving fund and the development of grazing model. Despite the overall coverage of village-based vaccinators for cattle in the district, there is still room for productive collaboration between project specialist and district veterinary counterparts from the Veterinary Station to improve the capacity of veterinary services for small animals in Ky Son with the established village based vaccinator network. In addition to the existing cold chain facilities in 6 major focal communes in the district, there are some 4 staff at the District Veterinary Station and 1 paravet in each commune as well as in each village, giving a total of 192 veterinary workers to cover the whole Ky Son district. The effectiveness of the village-based vaccinators has yet to overcome the irregular outbreak of diseases among small animals (pigs and chicken) and ensure the effectiveness of the vaccination system.

According to the district veterinary staff and project specialist, the cause of high mortality rate in small animals could have been associated with the low salary incentive of the village paravet provided by government. With higher salary, the paravet would have had more incentive to provide vaccination in time.

The mission team had a chance to interview a village para-veterinary in Keo Luc village of Pha Danh commune who is highly responsible for the commune's animal health, despite a low salary from the government. This view of villagers has yet to be recognized and appreciated by the staff of the District Veterinary Station who often believes that the cause of high mortality rate is due to the lack of salary incentive for paravet services.

The project also supported communes and villages with various facilities, e.g., two health centres in Pha Danh and Nam Can and 4 nurseries in Ta Ca, Huoi Tu, Muong Long and Nam Can. The establishment of nurseries in the communes has been based on the experiences from the first phase where a nursery was set up in the in Moung Xen, the district town. In Muong Long the nursery is supporting the district agricultural extension network in providing alternative crops and fruit-tree development. The Youth Union in Houi Tu is managing another nursery (mainly for Tea). The differences in managing these nurseries are of interest to the project and the district and therefore need to be monitored and assessed in order to decide on the efficiency and sustainability of approaches and management given by various groups responsible for the nurseries. It, however, remains largely unclear how the communes were selected for construction of the health centres and the nurseries. It was understood that the sites for health centres were selected to avoid repetition of other government and non-government projects in the area but Pha Danh is commonly referred to as a "non-targeted" commune.

The project has adopted two methods of payment in accordance with the National Execution Guidelines; direct payments through the UNDP financial system in Vietnam and through quarterly advances to the project bank account. The Ky son office is handling a fairly small amount of petty cash (\$3,500/quarter) for sundries. Slow payments, particularly for budgetline items under 41.00 for expendable equipment and budgetline item 42.00 for non-expendable equipment has been a problem. There has been a problem with fertilizer where prices were unexpectedly increased during the delivery process of input. There is a need to overcome this kind of problem in the near future. **One way to solve the problem is to move these line items to advance payment.** It was understood that payment and disbursement of project funds are just a minor problem in project management and this can be solved internally.

In brief, the implementation of the project in Ky Son has followed the project components and key activities. Despite certain activities done up to the time of evaluation as shown above, there has been a severe lack of guidance from project management and direction for actual implementation of project activities within the framework of the project components and outputs. The project staff (NPPPs) have shown a tendency to implement activities based on their own understanding of the project and its components. Very little coordination exists among and between NPPPs. Consequently, this has resulted in dispersal of project activities in different direction, depending on the degree of understanding of the project concept, approach and implementing strategies.

It was understood that workplans do relate to project output and activities according to project document. Sometimes (often) however the output titles were mistakenly changed while they should be kept consistent with project document throughout the workplans to reflect the actual activities taking place under specific outputs. The points have been raised but the project staff have yet to follow (see example of quarterly workplan in Appendix 7). Attempts have been made with external assistance of alternative development consultant in October 2002 (Lord 2002) to improve the quarterly workplan and reporting project results, these have yet to be followed up. **The Project Manager should make use of the recommendations and suggestions made by the alternative development consultant and adopt them for the future workplans and reports.**

With the shorter timeframe and lesser budget of the project in the second phase, management, institutional memory, gap between phases, expansion of 3 to 16 communes, it is difficult to achieve project objectives. With improved management and implementation over the past six months, the extension of the project duration, certain modifications to the project design, and revision of project activities could offer the project a chance to become successful in the future.

(2) *Need of Technical Expertise*

The lack of alternative development (AD) expertise is the most obvious weakness of the project. The overall objectives and achievable indicators would require those who have AD expertise to holistically analyze and assess the problems and opportunities for project implementation within the framework of the project concept, design and strategy. AD expertise could help project management in establishing criteria for site selection or selection of target farmers as well as monitoring implementation of project activities to effectively obtain achievable output indicators and so on. **The Project Manager should ensure this holistic approach to project management and implementation.**

At the level of project specialists, the technical competence varies highly due to individual specialists' technical background and experiences or lack thereof in working in remote rural areas. Most of the present project specialists are not able to facilitate or ensure proper progress of project outputs and activities in accordance with the project document. At the same time, it is the duty of the project manager to provide the overall guidance for implementation of the project activities and keep track of project concept and design of project output and activities. No one in the project management is fulfilling this holistic function. With this limitation, **internal review of work done against activities for outputs and output objectives in the project document should be conducted on regular basis to keep the progress in project implementation within the conceptual framework and the design of the project.** This does not mean that project management has to strictly follow project document. Any weaknesses identified during the actual implementation can be used as one of the feedback to modify or even significantly change in the review of work done.

The project requires a strong participatory concept and approach in almost all activities for different outputs. The application of the participatory development approach is severely limited with poor understanding of the concept and the approach. The project needs external support in

order to strengthen the application of the concept and the approach. The evaluation team was surprised to find that despite the input from an alternative development consultant in October 2002, little of his suggestions and/or recommendations are being taken up by the project at the time of this evaluation. The project was specifically informed about all of the recommendations given by the AD consultant. The technical advisor (TA) summarized all recommendations and also suggested practical ways of dealing with the recommendations. This was sent to Hanoi office as well as to NPD and the NPM and the Ky Son office. Individual talks with all of the staff were also held in December to discuss roles and functions within the project. The TA, NPM and the assistant to the NPD as well as project associate attended these talks together with each of the NPPPs.

As participatory development is common through project activities cutting across responsible project specialists, it may be a topic for group discussion and exchange of staff view. **Project Manager should pay more attention to ensure the adoption of a participatory approach in the implementation of project activities. Ideally a participatory specialist would be assigned to promote the adoption of participatory approaches and in order to monitor the results to improve project implementation on a continuing and regular basis.**

In the case of the demand reduction specialist, a continuity of external support from an international consultant has helped the project specialist to make an actual plan for implementation of this activity in the near future.

Mutual collaboration and academic interest are necessary for both parties. The project specialists have to take initiatives and as the consultant do what is in his/her power to fulfill the duties contracted for.

There is a need to eliminate inconsistencies between project design regarding output and activities in the quarterly workplans. Often, the formulation of a quarterly workplan is based on specific assignments portioned out among the staff to complete planning. This is done in an uncoordinated manner where planning for different components are undertaken independently. For example, identification of local needs was done in May/June 2002 in a Participatory Needs Assessment exercise by an external consultant team in collaboration with the project staff, counterpart staff as well as local leaders and villagers. The result was then incorporated in a joint participatory planning workshop held in the end of June 2002 where participants (representing local people, project and national institutions in various fields identified priorities according to the needs expressed through the study. This exercise was also tapped on by the AD consultant who in his report and work with the project tried to refer to the outcome of the above study. In practice however, project specialists both put together and revise their workplan assignments separately. **More attempts are needed from the Project Manager to encourage staff to adopt interdisciplinary team approaches so that productive coordination and effective exchange of ideas and information among the project staff can take place. This approach is also helpful to keep workplans and activities within the context and the framework of the project design for outputs and activities. Otherwise the implementation of project activities tends to get watered down and spread out and even to end up outside the project objectives. The project specialists should try to focus on the output objectives and ensure**

achievable indicators. There is a need to put more emphasis on the process rather than quantitative output, especially those that relate to capacity building output objectives.

(3) Effectiveness of Project Management

The management of the project has improved greatly after the new appointment of Project Manager in October 2002. Progress has been made in many areas of project activities outlined in the project document. Nevertheless NEX management duties and responsibilities of the project will have to be understood to avoid misinterpretation, the project manager in particular.

Preparation of the quarterly workplans has yet to be completed ahead of the new quarter in order to allow for a proper and timely process of final revision and adjustment. The quality of reporting on work done as well as in terms of monitoring of project activities will have to be improved in order for the project to be able to obtain correct data on project results or outputs of activities in consistence with the output objectives. So far, the reports contain a “laundry list” of much of the work done rather than the results of the activities undertaken. **It is strongly recommended that the Project Manager focus on providing overall supervision and enabling a working environment that facilitate team efforts to ensure the production of expected project outputs.** The guidelines for drafting workplan and report writing should be brought into a discussion among project staff and specialists so that the implementation and management of project activities are kept within project concept and design.

Although the Project Manager has a high authority to make decision on critical issues related to management and implementation of project activities, this has yet to materialize. The decision on the selection of target communes, for example, is entirely up to Project Manager, but the fact that this has remained undecided is leaving project specialists and external consultants confused. The Project Manager also assumes direct responsibility for managing the project budget on behalf of the National Project Director (NPD) and also very much the UNODC executed part of the budget as his decisions will decide what expenditures are needed.

At the project specialist level, poor backstopping with project counterpart institutions could seriously delay or even stop the implementation of project activities. The marketing promotion activity may serve as a case that well illustrates the situation. The establishment of a Marketing Organization, equivalent to a Chamber of Commerce (CC), was said to have been postponed due to late approval for office rental and facilities. With a close look at the overall process of the CC proposal and approval of the operational plan, the longest period turned out to be the district agreement and the approval of the proposed operational plan. This took almost 2 months after the marketing seminar in August 2002. No effort has been made from the project side to follow up with the district after handing in the CC document and proposal. The market specialist just simply waited for the decision and agreement and has taken no action up until now. This has a very negative impact on the project as marketing promotion is supposed to be one of the core activities of the project that needs to be pursued continuously throughout the entire life of the project. **This also suggests that the gaps between the project and counterparts have to be replaced with close coordination and collaboration. Activities carried out should be monitored closely together with project counterparts as well as villagers and farmers.**

The overall outcome of the above recommendations and suggestions will have to be assessed regularly and kept highly adaptive in project implementation. This adaptive approach is expected to help the project to achieve project outputs, outcomes and potentially positive impact in the near future and on the longer-term basis with wide replicability in other districts.

3.3 Project Outputs, Outcomes and Impact

With a slow progress in project implementation, difficulties in management and the recent shift in project executing modality, the project is facing a tremendous pressure to produce results in a very short time, i.e., before the end of 2003. As already suggested earlier, the outputs of the project in the second phase will only appear if proper implementation is allowed within a reasonable amount of time.

As far as the mission team is concerned, plans to collect output data and achievement indicators have yet to be initiated. This should be reflected in the quarterly workplan, for example, as those outlined and suggested in Annex N of the Alternative Development Consultant Report (Lord 2002).

The mission team has observed few evidences relating to project outcomes of the project as a whole. There has been a significant expansion of demonstration models that were experimentally tested in the first phase with small plot trials or a small group of villagers or women groups. *Hoa Son* village of Ta Ca, a non-project commune in phase 1, is currently growing hybrid rice on production scale of over 15 ha of paddy land. In phase 1, there existed a number of demonstration trials for management of lowland rice with a high-yielding hybrid variety such as H77, hybrid rice and others to demonstrate yield advantages of about 3.8-4.7 t/ha as compared to traditional varieties that yielded 2.7 t/ha (Thang 2000 and Rerkasem 2000).

A women's group in one of the *Tai* villages in Moung Xen was formed in phase 1 to organize the sale of their handicraft products to outside markets. A market outlet was arranged through a non-profit organization set up by an International NGO in Vietnam (in Hanoi), *CRAFTLINK* (Tram 2000). They set up small women's groups with members skilled or interested in traditional handicraft. Craftlink provided management skill including cost estimation of products, book keeping, product advertisement and promotion for the women's group. They also provided product design and organized handicraft bazaars (covering handicraft from different parts of the country) to introduce customers to producers and vice versa directly in Hanoi.

With external support to buy high quality material, this women's group is now confident to compete with other producers and dealers in the major markets. There are opportunities for the local markets as well. This capacity building of community groups will have to be recognized and documented for project outcome and impact on local capacity building. **A series of field visits with informal or semi-structured questionnaires for both group and key informant interviews should be arranged to conduct rapid survey in order to identify and document successful project results. The project specialists and representatives of project counterparts may be assigned to undertake these tasks.**

The implementation of nursery services in the second phase is a step forward from those in the first phase where the responsibility and decisions are transferred to the community and/or

extension systems. Comparison between the different organizations may be useful to follow up and document as project outcome and possible impact in the near future. **These kinds of observations and evidences should be collected and compiled as the results of project outcomes and impacts.** An interview with provincial authorities of Nghe An has indicated that the implementation of Government projects and development policies have been found to be more successful in Ky Son as compared to other districts in the province as the villagers in Ky Son are well aware and exposed to alternative development experiences in phase 1.

4. RECOMMENDATIONS

The overall recommendations for the Project in phase two may be grouped and presented for discussion as follows.

4.1 Actions to be taken to improve/rectify undesirable outcomes

- (4.1.1) Integrated planning and joint effective management of all project components and implementation of activities should be enhanced to ensure effective collaboration between institution counterparts and other partners and efficient implementation at all levels, i.e., local community, the commune, the village, the district and the province,
- (4.1.2) The application of a holistic approach, participatory development strategy and completion of the project cycle should be reinforced in order to arrive at outputs and project objectives,
- (4.1.3) More attention is needed for project specialists to focus on capacity building and the achievement indicators. Guidance should be provided by the Project Management Unit to steer the project in that direction.
- (4.1.4) The project should make a decision regarding the target communes as soon as possible in order to clarify for all project stakeholders and partner institutions for future planning and implementation to become more effective.

4.2 Implementation and management of project

- (4.2.1) Encouragement and an enabling environment for “*professional motivation*” among project staff and specialists should be provided on continuing basis. Those who lack professional motivation to work in remote areas will have to be removed. Replacement of new staff or specialists will have to be selective with respect to the above criteria.
- (4.2.2) Assigning project specialists to appropriate tasks with clear job descriptions should be urgently carried out within the framework of components, outputs and activities.
- (4.2.3) During implementation of the project the management need to carefully monitor and observe the efficiency of all duties and responsibilities carried out by various project specialists. Duties and functions assessed as inappropriate or of little or no

use to the project need to be reconsidered and discontinued if relevant in order to make room for more appropriate and needed specialist functions. The need for such additional technical skills would also have to be identified during implementation. The specific recommendation of the mid-term evaluation mission is to discontinue the training duties and instead identify a field where the project has a need for an additional technical specialist.

- (4.2.4) Redistribution of workload on an equal basis should be attempted in order to promote full responsibility of the specialists for their specific duties.
- (4.2.5) Capacity building as described in the strategic approach in the Project Document should receive maximum attention in all project activities for specific outputs. The output of capacity building is a participatory process whereby active participation and empowerment at community level and enhancement of capacity in carrying out drug control development measures at government level are ensured. This process often links up in a complex pattern of community organization with government and non-government institutions involving in development. However, this complex pattern may be systematically identified in hierarchical manner starting from local farmers at the lowest level, to formal and informal groups at village and commune including VDBs and CDBs at the next level, to district authorities on the top of the hierarchy. This hierarchical approach should be considered in the process of capacity building for monitoring, evaluation and documentation.
- (4.2.6) The Mission Team suggests a series of internal review meetings to achieve the above recommendations. All project components, outputs and activities and achievement indicators in the Project Document should be incorporated regularly in these review meetings. External consultants are worth being considered in order to facilitate these meeting from time to time. The meeting should invite and facilitate the active participation of relevant members of project counterparts and representatives from relevant organizations including NGOs that are active in the project area.
- (4.2.7) A community-based approach should be adopted in order to ensure active participation of project counterparts, relevant partners and stakeholders, especially at grassroot level, in the project area.

In considering:

- the recent gain in momentum of the project memory in the second phase;
- the large public investment for ethnic minorities in mountainous areas, and the national policy for development of new economic zones, and the diversity of international support available in Ky Son district;
- difficulties faced during the rough transition to the second phase of the project;
- the unexpected long preparation period of the project in the early stages of implementation;
- the valuable gain of AD experiences and lessons learned from Ky Son project;

the Mission Team arrives at the following overall recommendation to UNODC and the Government: **that the project in the second phase should be extended until December 2004 in order to allow for an adequate timeframe in order to finalize the project and achieve complete and obtainable outputs on a sustainable basis.**

However, considering the difficulties and limitations faced by the project in phase 2 and consultations with the executing agencies have led the mission team **to recommend that the project should scale down all activities in order to increase efficiency and effectiveness of management and implementation of project activities.** In this way, the scaling down of activities would allow the project to produce “*real*” results, i.e., outputs, outcomes and impact on sustainable basis.

It is also suggested that the next tripartite review meeting (TPR) which is scheduled during May 2003, bring the above overall recommendations for a decision. With the strategy of scaling down project activities, there is a need for project revision and related budget changes. There is a need for the project to make decisions on prioritization of project activities, selection of target communes, villages, participating community groups as well as individual villagers. Certain criteria will be needed in order to prioritize project activities, to select project targets and so on. One of the most important criteria is the assurance of project sustainability.

5. LESSONS LEARNED

5.1 The long-term nature of the Alternative Development capacity building process is something that needs to be recognized and counted in as a factor when looking at the project and its achievements and limitations. In this project, the extension into phase 2 is crucial in order to enable a consolidation of the diverse alternative development models for food security and income generation alternatives and expand successful results on a larger scale within the district. Therefore, capacity building has become the key objective of the project in phase 2.

Delay and indecision due to the lack of understanding and accurate knowledge of the project have to be avoided to eliminate a gap between the transition of the project in phase 1 to phase 2 (Boonwaat 2000) in order for the project in its second phase to be ready to build on past knowledge and successful results. Once such a gap occur both project management and implementation risk suffering setbacks and perhaps even having to start all over again. This, however, depends on the extent and severity of the obstacles that the project is encountering.

5.2 On the other hand, the National recipient of AD project support will have to ensure their existing capacity prior to handing over project responsibility for the national execution and implementation of project activity.

5.3 Increased contribution from the Government to AD projects is the key to sustaining opium poppy eradication and promoting sustainable livelihoods for former opium producing communities through cost effective alternatives. In the case of Vietnam, the Government contribution to AD is indirect with various development efforts, e.g., large

scale infrastructure, socio-economic and agricultural development efforts such as road and school construction, development of market centres, water resources and the development of cross border areas where it coincides with AD interventions.

On the other hand, the current AD project may be seen as a small development project but making significant contribution to overall infrastructure and socio-economic development, the capacity building for local authority, ethnic community and local people. The lessons from coordination efforts undertaken in the same area by different agencies, organizations and programmes need to be documented for future use in relation to other development efforts elsewhere in the country as well as in the region.

- 5.4 The lack of the above conditions and commitments may eventually lead to negative outcomes for the project in the long run. Examples from other countries in the region include a severe problem of drug addiction in the communities and HIV/AIDS among minorities in the mountainous areas of Northern Thailand even after 30 years of implementation of AD project approaches (Kemp 1998, Renard 2000 and Kemp and Iamprapai 2001).
- 5.5 The shift and transfer of a UN executed AD project to national execution and implementation without long-term field-based external AD expertise could lead to many difficulties and obstacles in continuing AD activities with successful results and scaling up of the same activities. Capacity building for national AD expertise and promotion for career opportunities might be another dimension for AD project in the future.

APPENDIX 1

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FIGURE 1: Geographical location of Ky Son District and Nghe An Province



FIGURE 2. Project Area and Communes in Ky Son District



Source: Tuan (2002)

FIGURE 3. Target communes of Ky Son project in phase 1, 1996-2000.



Sources: Boonwaat 2000a,b and 2001

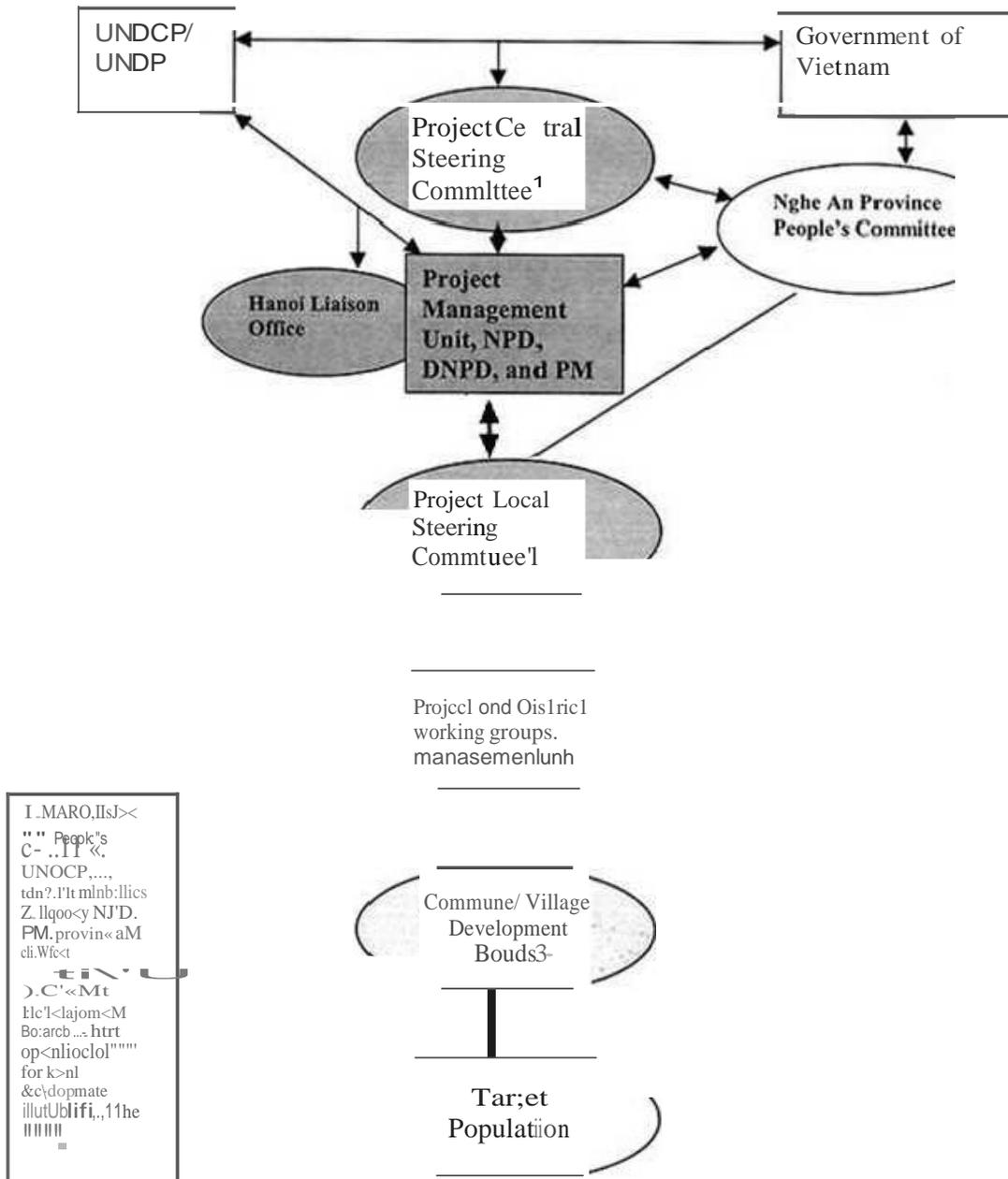
FIGURE 4. Target communes of Ky Son project in phase 2: 2002-03.



Source: Human Security Fund Proposal (UNDCP/MARD 2001)

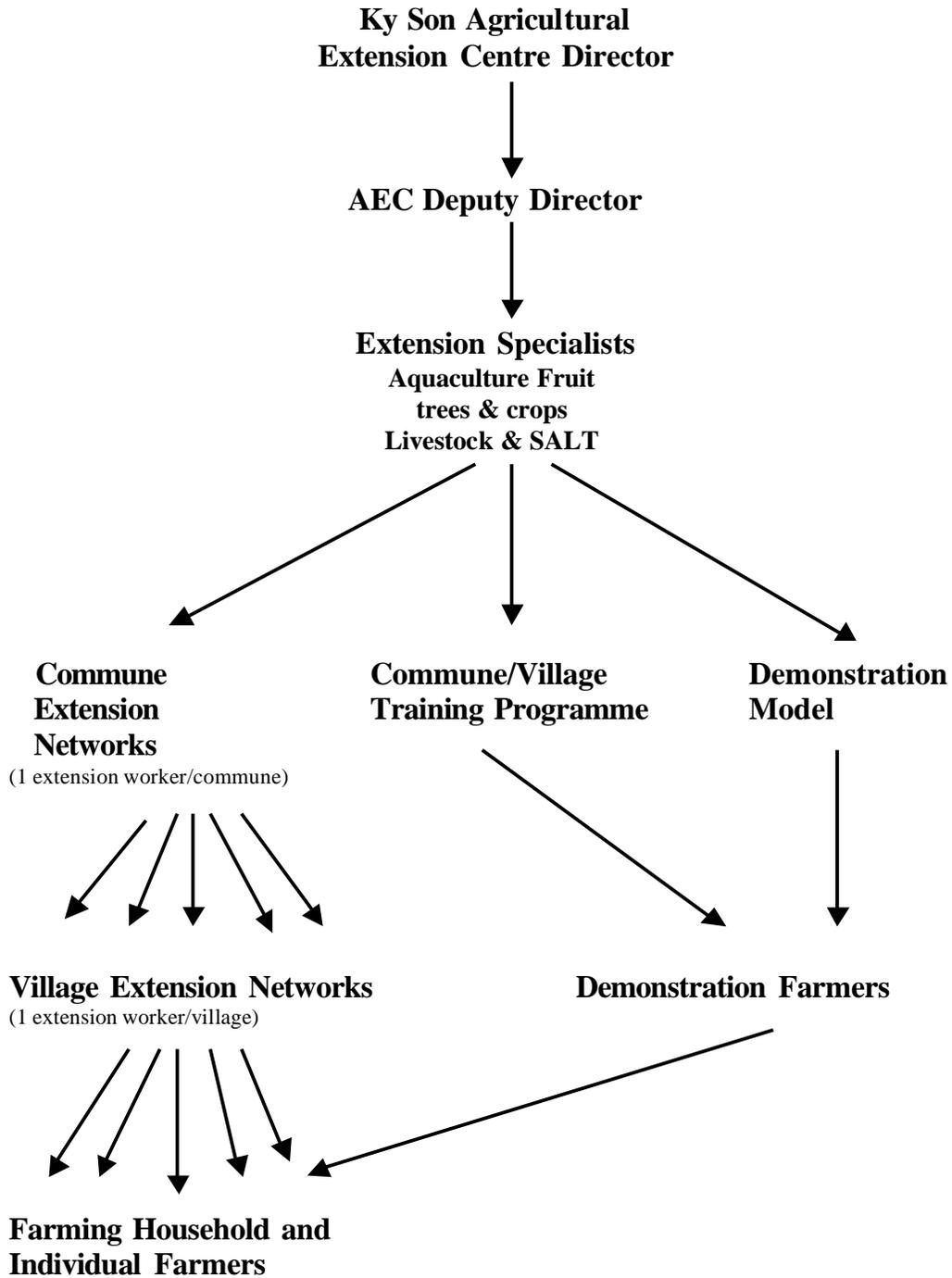
FIGURES.

Executing modality of Ky Son project, phase 2.



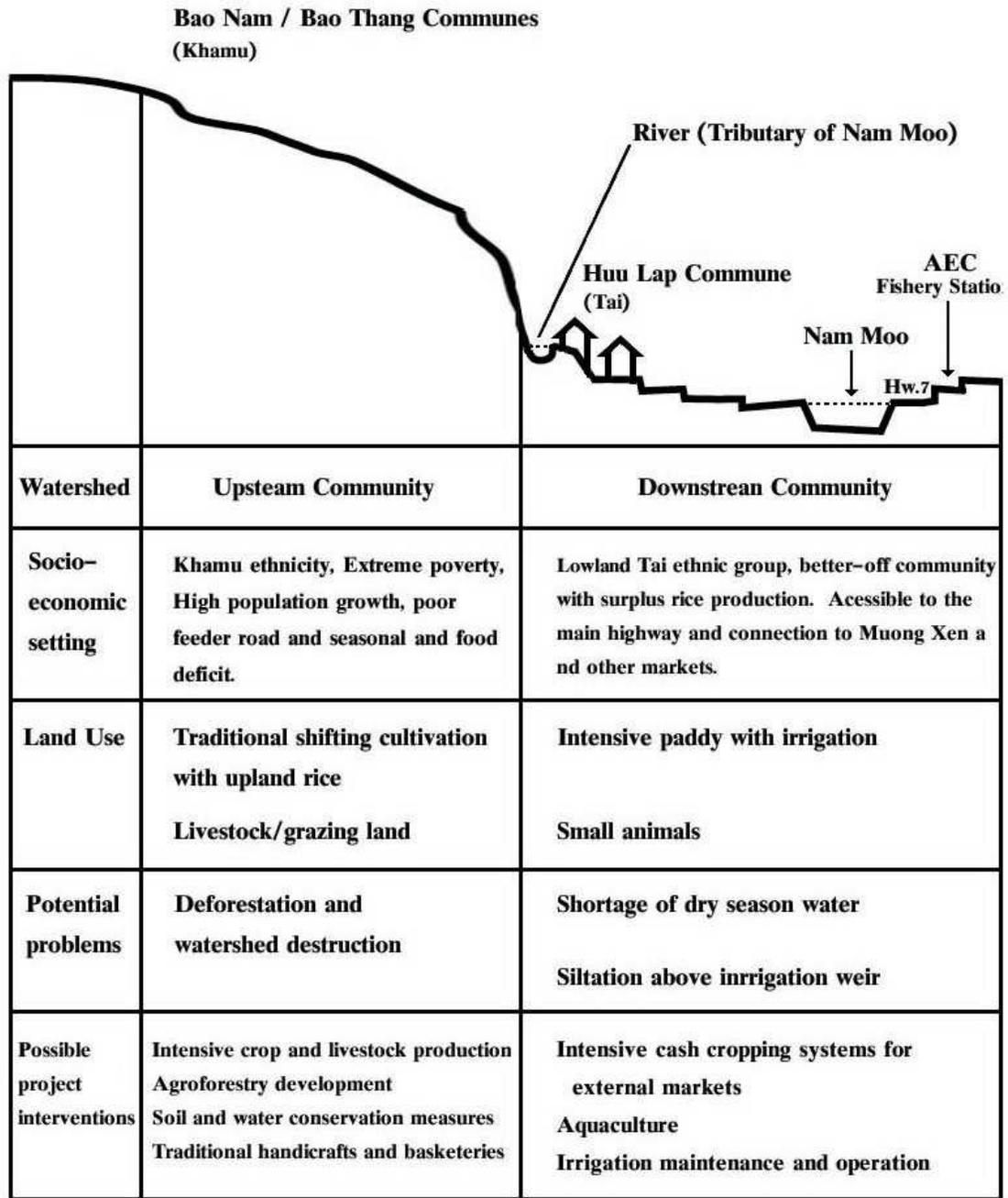
Source: UNDCPIMARD (2001)

FIGURE 6. Organizational structure of the Agricultural Extension Centre (AEC) in Ky Son district



Source: Field Interview (2003)

FIGURE 7. Transect of *Phou Cha Lan* watershed (a tributary of *Nam Moo* river) as an example of a demonstration site for a Land and Forest Allocation Model



Source: Field Visit (2003). Source: Field Interview (2003)

TABLES

TABLE 1. Land survey and plans for forestland allocation (Decree 163ND/CP).

Name of Commune	Total Land Surveyed (ha)	Amount of Land available for Allocation		
		Number of Villages	Number of Households	Area (ha)
Keng Du	8,030.36	9	370	8,038.3
Bac Ly	5,479.90	13	493	5,479.9
Dooc May	9,723.67	6	319	6,000.0
Bao Thang	8,134.72	5	200	5,000.0
Pha Danh	6,074.72	10	435	6,074.4
Na Loi	5,910.51	6	321	5,910.5
Bao Nam	7,150.32	8	420	7,150.3
Huu Lap	4,700.50	6	416	4,700.5
My Ly	27,000.6	12	831	27,000.6
Ta Ca	7,200.60	10	565	7,000.0
Tay Son	8,100.20	4	79	5,000.0
Muong Tip	8,621.30	9	309	8,620.3
Nam Can	8,760.00	2	111	4,200.0
Muong Ai	9,600.00	5	212	6,500.0
Huu Kiem	7,200.00	2	104	1,800.0
Chieu Luu	14,500.0	11	903	12,000.0
Muong Long	13,000.0	14	533	11,000.0
Nam Can	-	5	210	13989.0
Na Ngoi	-	18	610	18,284.0
Huoi Tu	5,000.00	5	255	5,000.0
Muong Xen DT	-	5	-	60.0
TOTAL	1,164,126.12	136	7,266	136,466.93

Source: Ky Son District Office (2003)

TABLE 2. Actual and planned allocation of forestland certificate in Ky Son, Nghe An province, 2002-03.

Name of Commune	Granting of Land Certificate in 2002			Planned Granting of Land Certificate for 2003		
	Number of Villages	Number of Households	Total Area (ha)	Number of Villages	Number of Households	Total Area (ha)
Keng Du	9	370	8,038.38			
Bac Ly	13	493	5,479.90			
Dooc May	6	319	6,000.00			
Bao Thang	5	200	5,000.00			
Pha Danh	10	435	6,074.42			
Na Loi	6	321	5,910.51			
Bao Nam	8	420	7,150.32			
Huu Lap						
My Ly						
Ta Ca Tay						
Son Muong				3	94	3,100.0
Tip Nam Can						
Muong Ai				4	364	4,500.0
Huu Kiem				1	22	3,100.0
Chieu Luu				4		5,400.0
Muong Long						
Nam Can						
Na Ngoi				5	210	13,989.0
Huoi Tu				18	610	18,989.0
Muong Xen				6	390	4,849.2
DT						60.0
TOTAL		2,558	43,628.55	51	1,945	53,282.2

Source: Ky Son District Office (2003)

TABLE 3. Coverage of activities for different outputs in 2002.

COMMUNE	COMPONENT 1				COMPONENT 2								COMPONENT 3			
	1	2	3	4	1	2	3	4	5	6	7	8	1	2	3	4
Na Ngoi											X					
Bao Thang							X									
Keng Du											X					
My Ly				X	X											
Dooc May																
Bac Ly																
Na Loi																
Muong Tip			X		X		X									
Muong Ai																
Huoi Tu			X		X		X			X	X			X		
Tay Son			X				X					X		X		
Ta Ca			X	X	X		X			X				X	X	
Nam Can (BG)			X	X			X			X			X	X		
Nam Can																
Muong Long					X		X			X						
Pha Danh		X											X			
Huu Kiem			X		X											
Chieu Luu		X		X												
Huu Lap		X														
Bao Nam			X													
Muong Xen T			X	X												
TOTAL		3	8	5	6		7			4	3	1	2	4	1	

Source: derived from Phuong (2003)

Notes:

Project Component 1: Community Development

Output 1: Improved capacity of officials and villagers in delivering and using health and sanitation services derived from government and ethnic villagers sources, including health, education, family planning, primary health care, and save water supply, assisted by the integration of government and ethnic villagers resources.

Output 2: Improved education facilities for ethnic minorities.

Output 3: Improved capacity of officials and villagers (both men and women) in effectively upgrading and reinforcing the status and potential of women assisted by the integration of government and ethnic villager resources.

Output 4: Improved capacity of officials and villagers in effectively preventing new drug abuse and treating current drug addicts assisted by the integration government and ethnic villager.

Project Component 2: Alternative land and water based income generation

Output 1: Agricultural Extension Network development

Output 2: Marketing promotion

Output 3: Integrated cropping and livestock participatory action research

Output 4: Livestock health services

Output 5: Livestock fund

Output 6: Nursery services

Output 7: Paddy terraces/SALT development

Output 8: Land and forest allocation model

Project Component 3: Infrastructure

Output 1: Operation plan prepared for infrastructure at district commune and village level between relevant stakeholders at these levels.

Output 2: Upgrading of district and commune capacity for construction, operation and maintenance of district, commune and hamlet hydro-power, solar power, wind power and biomass power.

Output 3: Upgrading of district and commune capacity for construction, operation and maintenance of commune and hamlet water supplies and small scale terrace irrigation.

Output 4: Training videos on practical community-based infrastructure activities prepared in the Vietnamese and minority languages for use in project area and other areas in Vietnam.

Table 4. Project models for cost-effective alternatives.

Demonstration Model	Number of Participated Households	Site of Demonstration	Size of the Demonstration
Hybrid rice model	46	Ta Ca and Nam Can	16.0 ha
Chinese hybrid rice model	4	Ta Ca	0.16 ha
Grazing model/Cattle RVF	152	Nam Can and Tay Son	10.1 ha
<i>Mong Cai</i> pig model	51	Ta Ca, Muong Tip and Muong Xen	53 pigs
Black chicken model	20	Muong Long and Huoi Tu	n.a.
<i>Nhan Hau</i> persimmon model	103	Ta Ca	3000 trees
French and Aust. peach model	105	Muong Long 1 and 2	9200 trees
Bee keeping and honey production model	28	Muong Tip, Muong Long, Tay Son, Houi Tu, Nam Can and Muong Xen	89 hives

Source: Ky Son Project Office (2003)

TABLE 5. Coverage of the Cattle Revolving Funds.

Target Commune	Number of Villages	Number of Animals
<i>Actual implementation in 2002</i>		
Nam Can	5	30
Tay Son	7	20
Ta Ca	4	24
Huoi Tu	5	18
Muong Tip	5	18
Bao Nam	5	17
Nam Can	3	17
My Ly	5	18
<i>Sub-total (8)</i>	<i>44</i>	<i>162</i>
<i>Planned for 1st and 2nd quarters of 2003</i>		
Muong Long		18
Na Ngoi		18
Bao Thang		17
Muong Ai		17
Na Loi		17
Dooc May		17
Keng Du		17
Boc Ly		17
<i>Sub-total (8)</i>		<i>138</i>
Grand Total (16)		300

Sources: Field Interview (2003) and Project Records (2002)

TABLE 6. Pig raising model for demonstration in selected communes and villages.

Target Commune	Target Village	Number of Participating Households	Number of Animals	
			Sows	Boars
<i>Actual implementation in 2002</i>				
Ta Ca	Hao Son and Son Ha	33	33	2
Muong Tip	Ta Do	17	17	1
<i>Planned Implementation in 2003</i>				
Muong Ai			10	1
Bao Thang			10	1
Nam can			10	1
Total			80	6

Source: Field Interview (2003)

TABLE 7. Intensive chicken raising model for demonstration in selected communes and villages.

Target Commune	Target Villages	Number of Participating Households
Moung Long	Muong Long-1	5
	Muong Long-2	5
Houi Tu	Houi Du	3
	Houi Mu	3
	Ya Ba	2
	Houi Lay	1
	Houi Thanh	1
Total (2)	7	20

Source: Field Interview (2003)

APPENDIX 3

TERMS OF REFERENCE

Project Title:	Capacity Building for Alternative Development to Replace Opium Poppy Cultivation, Ky Son Phase 2
Project Number:	AD/VIE/01/F21
Duty Station:	Ky Son District and Hanoi
Post/Title:	Mid-term Evaluation
Positions:	Team leader (international) and 3 evaluation specialists (1 International and 2 national)
Duration:	Three weeks (March 2003)
Outputs to be produced:	A Mid-term evaluation report and summary presentation at project TPR.

I Background:

Project AD/VIE/95/B09 was implemented in Ky Son in 1996-2000 as a Pilot model for Alternative Development among former opium poppy cultivating communities in one of the districts that not long before that used to be one of the most opium poppy productive districts in the country. The project formed part of the Government's National Drug Control Masterplan (1995-2000). In a Mid-term evaluation for the above project it was recommended that the pilot model needed more time in order to be able to prove sustainability and therefore a second 4-year phase/project was recommended.

The aim of the second phase was to strengthen the national capacity to bring about socio-economic changes that will enable farmers in former opium producing communities to eliminate illicit drug cultivation and abuse in a sustainable way. The project document for this second phase was prepared already in 1999 but due to changed Government priorities lengthy negotiations resulted in a closure of the project's first phase without the second phase could take over. Government priorities called for national execution, rather than UN execution of the project, changes that required a revision of the project document. In addition to the change in execution modality provisions made for long-term technical assistance positions in the field were requested to be withdrawn from the project document. Another major change was the project duration and budget that was cut in half (part of a compromise posed by the UNDCP Country Office during negotiations in 2001). The project document was signed on 12 December 2001 and eventually came to a start in January 2002 with on-site presence in Ky Son from mid. Only by June however was the full staff present in Ky Son (both project UN national and Government counterpart staff).

The beginning of the project implementation has proceeded slowly mainly due to management difficulties, unfamiliarity with the project district among project staff as well as the loss of momentum gained in the first phase, caused by above mentioned procedures that prevented a bridging of the gap between the two phases in early 2001 (resulting in a one-year absence of project activities in the district).

The mid-term evaluation is undertaken as part of what both executing agencies has agreed upon in the project document that calls for a mid-term evaluation.

II Evaluation Purpose

The following sections form the core of the evaluation and the evaluation team needs to ensure that the evaluation covers at least, although is not limited to, the following aspects of the project:

1. Concept and design
 - The evaluation team should evaluate the project concept and design with a focus on assessing project elements directly related to drug control and ensure that the project design has followed the 'UNDCP Programme and Project Document Standard Format and Guidelines (1998)'.
 - The team should review the problem addressed by the project and the project strategy and assess the appropriateness and obtainability of objectives, in the light of activities outside the project framework, and of planned outputs, activities and inputs as compared to cost-effective alternatives.
 - Assess/evaluate the executing modality and managerial arrangements
 - The following specific project element should be given special attention considering recent development in the district: Component 2, Output 1 and Output 8; Component 3, Output 1.
 - The evaluation team should also assess the appropriateness, quality and cost effectiveness of baseline studies and achievement indicators.
 - The team should review relevance of project workplans, planned duration and budget for the project.
 - Provide an analysis of the clarity, logic and coherence of the project document.
2. Project Implementation
 - The evaluators should assess the implementation of the project in terms of quality and timeliness of inputs and efficiency and effectiveness of activities carried out specifically within the framework of the annual and quarterly workplans.
 - Identify where technical expertise may need to be improved for a more efficient implementation.
 - Project management effectiveness as well as quality of timeliness and monitoring, reporting and backstopping by all parties to the project should also be evaluated.
3. Project outputs, outcomes and impact
 - The evaluators are requested to assess outputs, outcomes and impact achieved or expected to be achieved by the project, progress made to

date by outputs and as planned in workplans as well as the likelihood of sustainability of project results when applicable. The above should encompass an assessment of the achievements of the immediate objective and the contribution to attaining the drug control objective.

- The evaluators should also assess if the project has had any significant unexpected effects, whether of beneficial or detrimental character.

4. Findings

- The major findings in regard to project design and implementation, changes in the project environment that have occurred that have a bearing on the design or implementation of the project as well as major operational problems that have arisen in project implementation

5. Recommendations

- As appropriate the evaluation team is requested to give recommendations for concrete action to be taken to improve or rectify undesired outcomes.
- Specifically the evaluation should, if relevant, recommend abandonment, modification, continuation, or extension of the project.
- Recommendations should also be made in respect to issues related to implementation or management of the project.

6. Lessons learned

- Lessons learned that are valid beyond the project itself should be recorded by the evaluation.

III Evaluation Methodology

The evaluation will be based on the study of documents and interviews with key persons. The evaluation team should feel free to use other means of collecting data of use for the evaluation as long as such evaluation tools can be prepared and implemented by the evaluation team itself.

Prior to the evaluation the evaluators will have received copies of the project document and revisions, work plans, monitoring reports, other relevant reports. Additional reports and documents will be available in the Hanoi (project) administrative office and to some extent also in the Ky Son project center in Muong Xen.

IV Responsibility for Evaluation

The mid-term evaluation team will be composed of the following:

- (i) One national evaluation specialist nominated by the Government
- (ii) One national evaluation specialist nominated by the national executing agency (MARD)
- (iii) Two international evaluation specialists (one as the team leader) nominated by United Nations Office on Drugs and Crime (UNODC)

The evaluation team as a whole should possess the following expertise:

- Ability to evaluate Project Management, Drug Demand Reduction, Community Development, Rural Marketing, Agriculture and livestock development, Gender Aspects, Participatory Planning, and Infrastructure development.
- Each of the researchers are required to have considerable and relevant research experience with preference in rural highland environments and ethnic minorities. Team leader should have extensive and relevant research experience as well as in co-ordinating complex research work in remote rural areas.
- All members are required to have strong interpersonal and analytical skills;

Although nominated by various key parties to the project the members of the evaluation team are required to not act as representatives of any party, but should use their independent judgement. It is also important that the members of the team have not been directly involved in the design, appraisal, or implementation of the project.

V Briefings, Consultations and Administrative Support

The evaluation team is expected to meet with relevant officials within the executing agencies as well as with relevant project staff while in Hanoi. The National Project Director (NEA) and the Technical Advisor (UNODC) will be those main responsible to meet with the evaluation team for briefings in general and in particular in regard to their respective execution responsibilities. In addition the evaluation team may request other meetings with and briefings by other officials or staff related to the project provided these are available to meet with the team.

In Ky Son the main briefing will be provided by the National Project Manager (NPM). Additional meetings with local officials and project related staff, local officials and villagers will be facilitated by the local project management in Ky Son. Project management together with the district authorities will be responsible for arranging field visits to any of the communes and villages that the evaluation mission request to visit, this includes need for translation at any point during the evaluation mission.

Transportation to and from Hanoi and Ky Son as well as all travel inside the Ky Son district for the evaluation team will be arranged by the project. All other logistics are similarly taken care of by the project management that will co-ordinate and divide responsibilities between the Hanoi and Ky Son offices.

The project management is required to prepare for the arrival and work of the evaluation team by making available an up-to-date status report of the project in terms of outputs, inputs and activities implemented.

Although evaluation team members should feel free to discuss all matters relevant to their assignment with the authorities concerned they are not authorised to make any commitments on behalf of UNODC or the Government of Vietnam (or MARD).

VI Evaluation Report and Follow-UP

The Evaluation mission should before finalising the evaluation report make sure to discuss a draft report with the Government and the funding agency as well as with the executing agency. It should be noted that the team members in taking outside comments into account should use their own independent judgement when working on the report.

The evaluation team is required to follow the established **UNODC standard evaluation format and guidelines** (see annex 1 to this TOR) when undertaking the evaluation and in preparing the evaluation report. The Team is also required to fill out the **standard summary assessment questionnaire** (see annex 2 to this TOR) and attach this, as well as the above mentioned format and guidelines, to the final evaluation report.

The **deadline** for submitting a **draft evaluation report** for comments and feed-back is set to **21 March 2003** the **deadline** for **the final evaluation report** is set to **1 April 2003**. The report should be submitted to UNODC Country Office for onward distribution to UNODC headquarter's Operation Branch and relevant parties of the project. Conclusions and recommendations in its draft form should be presented by at least one of the evaluation team members at the project TPR meeting which is to be held in the last full week of March.

VII Timetable (tentative)

Date	Team Members	Description of event
2 March 2003	All	Arrival Hanoi
3-4 March 2003	All	Co-ordination and strategizing within the evaluation team. Briefings and meetings with relevant officials and staff in Hanoi
5 March 2003	All	Travel to Vinh City to meet with Provincial Authorities
6 March 2003	All	Travel to Muong Xen, Ky Son, meet with district authorities
7-14 March 2003	All	Field visits and meetings
15-18 March 2003	All	Additional meetings and report writing
19-20 March 2003	All	Return to Hanoi and debriefing with UNODC and MARD
21 March 2003	Team leader	Submit draft report to UNODC and MARD by c.o.b. 21/3
26 March 2003	Team Leader	Draft Evaluation presented at TPR
1 April 2003	Team Leader	Final Report Submitted

APPENDIX 4 ITINERARY AND PERSONS MET FOR THE MID-TERM EVALUATION MISSION

DATE	ACTIVITY	PLACE/Remarks
Wednesday		
03/05/03		
0935 am	Arrival of Team Leader at Noi Bai .	Hanoi/Check in Hotel
0200-0330 pm	Team Leader met with Per Vogel, Technical Advisor to Ky Son Project Phase 2 (UNODC).	UNODC/Hanoi Office
Thursday		
03/06/03		
0830-1200 am	Introducing Mission Team Members: Per Vogel, Kanok Rerkasem, Nguyen Ninh Tuan and Nguyen Tai Cu. Compile project documents and relevant information. Briefing for Mission Team(Per Vogel).	Hanoi Project Liaison Office
0400-0530 pm	Meeting with Mr. Nguyen Van Hanh (Deputy Chairman, Nghe An People's Committee)	Hanoi Project Liaison Office
Friday		
03/07/03		
0100-0600 pm	Leaving for Vinh City and stay overnight	Team Members
Saturday		
03/08/03		
0830-1000 am	Meeting with CEMMA representatives (Nghe An province: Mr. Lo Xuan Viet, the CEMMA Chairman and Mr. Tran Nhat Phuong, Head of Administration).	CEMMA Office/Vinh
0100-0530 pm	Leaving for Ky Son.	Team Members
Sunday		
03/09/03		
0830-1000 am	Team Member Meeting to choose and discuss field methods for the evaluation	Ky Son Project Office
1030-0130 pm	Meeting with Chairman of the District People's Committee: Mr. Mua No Tu (Project Vice Director)	Ky Son
0200-0600 pm	Preparing field check lists and guidelines for key informant interviews	Ky Son Project Office
Monday		
03/10/03		
0830-1100 am	Briefing and group discussion (Mr. Nguyen Xuan Phuong, Project Manager and Mr. Tran Du Phuong, Project Secretary)	Ky Son Project Office
0100-0530 pm	Continue group discussion and planning for field works (selection of sites to be visited, persons met for interviewing and other logistic arrangement)	Ky Son Project Office

DATE	ACTIVITY	PLACE/Remarks
Tuesday		
03/11/03		
0825-0930 am	Visit Pha Danh Health Station (Mr. Hue, Commune Chairman and Mr. Toan, Health Worker)	<i>Keo Luc</i> village of Pha Danh commune
0933-0130 pm	Visit Muong Long for Chicken Production Model, Mixed Fruit Trees (improved peach, plume and pesimon), Nursery Services managed by Commune Extension and agricultural extension network	<i>Muong Long 1</i> and <i>Muong Long 2</i> villages
0130-0430 pm	Visit Huoi Tu Nursery Service managed by Youth Union, SALT Model	Huoi Tu commune
0430 pm	Return to Project management Unit	Muong Xen DT
Wednesday		
03/12/03		
0845-1130 am	Visit Tay Son for Land and Forest Allocation Model: reforestation activity with high value local timber species for construction (<i>Per Mu</i>), Cattle Revolving Fund and Grazing Model (elephant grass), school and health centre (Mr. Mua Nhia Vi, Commune Leader and his staff)	Tay Son commune
1130-1240 am	Visit Ta Ca for Hybrid rice expansion plot (16 ha), VAC demonstration and <i>Mong Cai</i> Pig Raising Model	Hoa Son village
0210-0245 pm	Visit Border area with large-scale development to be completed in 2005	
0245-0420 pm	Visit Nam Can and meet with Mr. Lau Xong Do (General Party and Mr. Nang Tran Thong, Secretary of People's Committee for briefing. Visit agroforestry model established in phase 1 and Commune Health Centre supported by project in phase 2. Return to Muong Xen.	Nam Can Commune Office
Thursday		
03/13/03		
<i>Team 1:</i> Kanok and Cu 0930-1220 am	Meet with project specialists for interviewing Mr. Pham Van Hung, Marketing and Community Development Specialist	Ky Son Project Office
0200-0600 pm	Mr. Vu Duy Lung, Demand Reduction Specialist Continue meeting with project specialists Mr. Pham Van Trai, Participatory Training and Gender Specialist Ms. Le Nguyet Anh, Training Specialist	Ky Son Project Office
<i>Team 2:</i> Tuan and Phuong 0900-1200 am	Visit Nam Can for Grazing (grass) Model, Australian Peach Model and Cold Storage Station for Vaccination and Nurserey Service. Meet with extension workers (Mr. Vu Xia Va, Commune Extension Worker and Mr. Tho Chia Va, Army.	Nam Can Commune Office
0130-0600 pm	Visit Muong Tip and Muong Ai for Health Station (JICA funded project). Meet with Mr. Nong Tha Doi (Chairman of Commune People's Committee, Mr. Mau Pho Van (Secretary) and members of Women Union to discuss development support from Programme 135 (small dam for irrigation, village water supply and school construction).	<i>Sop Lao</i> village

DATE	ACTIVITY	PLACE/Remarks
Friday		
03/14/03		
0830-1145 am	Meet with District Partners for <ul style="list-style-type: none"> - Agricultural Extension Network (Ms. Nguyen Thi Nga, Vice Director of Agricultural Extension Centre (AEC), Ky Son district, Nghe An province, - Marketing issues (Mr. Lo Cam Lai, Staff of Financial and Planning Section, Ky son District Office). 	Ky Son project office
0230-0430 pm	Meeting at the District Office for consultation on <ul style="list-style-type: none"> - Information about Forest Land Allocation programme of the District office, - Operation plans for infrastructure development of the district, e.g., road construction and upgrading, village water supply, irrigation, school and health centre construction, services and market places. - Market Organization issues Interview Mr. Quyen, Chief of Finance and Trade Department	Ky Son District Office <ul style="list-style-type: none"> - Mr. Mua No Tu, Chairman - Mr. Hung, Vice Chairman - Mr. Chao, Deputy Chief People's Committee Office - Mr. Phuong and Mr. Phong from Ky Son Project - Mission Team members (Kanok, Tuan and Cu)
0500-0830 pm	Welcome dinner	Mr. Tu's place in Ta Ca
Saturday		
03/15/03		
0900-1015 am	Interview project specialist, Mr. Phi Quang Dien (Agricultural Extension Specialist)	Ky Son Project Office
1030-1230 am	Meeting with District Counterpart, Ms. Le Thi Nanh, Staff of Ky Son Veterinary Station, for situation of animal diseases and the outbreaks, services and village-based vaccination and cold storage systems, mortality causes and rates of livestock, collaboration with project and vaccination supplies.	Ky Son Project Office
0120-0400 pm	Visit <i>Tai</i> village in Pha Danh commune to follow up comment on efficiency of Village Paravet and inadequate incentive from Government (i.e., salary), the village-based vaccination network, disease problems and solutions to cope with the problems.	<i>Keo Lic 1</i> village in Pha Danh commune
0840-1030 pm	Meeting between the Mission Team Member <ul style="list-style-type: none"> - Drafting of the Mission report - Appointment with Mr Hoa (National Project Director) in MARD Office, Hanoi - Briefing at UNODC Office - Project activities to be followed up (e.g., Land and Forest Allocation Model, Government project site for visit - Schedule for Mission Team to discuss draft report 	Ky Son Project Office
Sunday		
03/16/03		
0815-1020 am	Interview project specialist, Mr. Phan Dinh Tham (Animal Husbandry) for Veterinary activities and Livestock Revolving Funds including demonstration of the Grass Model.	Ky Son Project Office
0145-0410 pm	Interview project specialist, Mr. Pham Van Hung for clarification of problems relating to the implementation of the Marketing Promotion activity, operation plan for infrastructure development in project document and activities for output implemented so far.	Ky Son Project Office

DATE	ACTIVITY	PLACE/Remarks
Monday		
03/17/03		
0830-1145 am	Report write-up in Project Office	Ky Son project office
0230-0500 pm	Visit Forestland Allocation site of Government Project 135 with accompanying of a District Staff from the Programme <ul style="list-style-type: none"> - Meet with farming household for impact of land allocation and visit their fields (Mr. Kha Van Pha), - Meet with Chairman of Commune People's Committee (Mr. Kha Xuan Hu) to discuss plan for land allocation, government investment , issuing of land certificates, information for land use planning, rules and regulations 	<i>Keo Luc 3</i> village in Pha Danh commune (non-project commune)
0525-0615 pm	Visit Women Group established in phase 1 for weaving contract with CRAFT LINK in Hanoi.	A <i>Tai</i> village in Muong Xen DT.
Tuesday		
03/18/03		
0830-0245 pm	Visit Khamu communities in Bao Nam communes for Forestland Allocation Programme (Project Commune) <ul style="list-style-type: none"> - Meeting with Commune People's Committee and Heads of Commune and Village Women Unions - Project activities in support of Government Allocation programme - Issues of poverty and development interventions, land and forest degradation on upper watershed 	Commune Office in <i>Nam Kien 1</i> village
Wednesday		
03/19/03		
0800-0300 pm	Report write-up	Ky Son Project Office
0300-0500 pm	Meet with Mr. Hoa and his team (representatives from CEMMA, Ministry of Police and MARD) and report on preliminary findings and recommendations from the Mission Team for Mid-term Evaluation (by Kanok)	Ky Son Project Office Meeting room
Thursday-Sunday		
03/20-22/03	Report write-up.	Ky Son Project Office
Monday		
03/24/03		
0300-0400	Meeting with Mr. Do Van Hoa	MARD
Tuesday		
03/25/03		
1015- 1230 am	Briefing at UNODC/Hanoi Office: Doris Buddenberg (UNODC representative), Per Vogel (Technical Advisor) and Nguyen Tuong Dung (UNODC National Programme Officer)	UNODC Office, Hanoi
Friday		
03/26/03	Return to Chiang Mai via Bangkok (International Consultant)	

APPENDIX 5 CHECKLISTS FOR KEY INFORMANT INTERVIEW AND GROUP MEETING.

1. Provincial Personnel:

1. What is your role in the Ky Son project phase 2?
2. What are the responsibilities of your organization in the project? Any support from the government or the project?
3. Is there any development activity elsewhere that can be related to Ky Son project? (Have heard of government project 135)
4. Is there any evidence on experiences and lessons learned from Ky Son project phase 1 applied to other development activities in Ky Son and other districts?
5. Did you see any change in Ky Son? Please identify and discuss!
6. Do you have any suggestions to project implementation for the rest of the period to the end of 2003?
7. Do you have any opinion, comments or suggestions about the project in general? Is there activity you like in particular, do not like or even want to change it?
8. What is your expectation from the Ky Son project?

2. Project Manager:

1. Is there any project chart with key personnel?
2. Who are the key persons for implementation and what are the descriptions of their mandate?
3. With decentralization policy of the government, how do you coordinate with the district, province and central offices, like MARD, CEMMA and etc?
4. How did you develop and process the project workplan?
 - Any procedure/methodology?
 - Any active involvement of project staff and specialists?
 - Community participation?
 - Difficulties encountered?
5. Do you have short descriptions and maps of target communes in phase 2?
6. How long does it take to receive money for expenditure after submission of quarterly workplan and financial forecast?
7. Have you been able to keep the implementation of project activity within the framework of project workplan?
8. How do you monitor project activities?
9. Is there any report on project results? If there is, where did the reports go?

3. Project Specialists:

1. What are the major tasks for your work in the project?
2. How do you carry out your tasks? Any modality for the implementation of project activity?
3. What have been the major achievements so far?
4. How do you collect the results?
5. Has there been any problem in your work? If there has been the problem, how did you solve the problem?
6. How do you report your activity done? (Successful and unsuccessful cases?)
7. Do you have any suggestion to improve your work?
8. Do you have any suggestions to the mission?

4. Guideline for field visits: farmers, commune and village leaders, local groups and local government and non-government agencies.

1. Assess activities being carried out in the field.
 - How are they related to project framework?
2. Assess selection process and discuss criteria for selection
 - Target farmers and farmers' groups
 - Sites (field, village and commune)
3. Assess efficiency and effectiveness of activities implemented.
 - Phase 1 activity: build on, emerging new idea and initiatives, expansion within and across demonstration sites.
 - Phase 2 activity: scale of implementation, representation of pilot demonstration
 - Sources of support: Ky Son project, P135, local government, community funds and others.

APPENDIX 6

2002 3rd QUARTERLY WORKPLAN

Project Number:	AD/VIE/01/F21
Executing Agencies:	MARD and UNODC
Implementing Agency:	Nghe An People's Committee
Quarter III:	1/July/2002 to 30/September/2002

#	Activities	Jul. 2002				Aug. 2002				Sept. 2002				Reference	
		T1	T2	T3	T4	T1	T2	T3	T4	T1	T2	T3	T4	B/L	Est.
I	I-Community development:														
Output 1: Improved capacity of officials and villagers in effectively delivering and using health and sanitation services (26p.)															
1.1	Participatory planning: (Review results from the Need Assessment Studies at commune level)														
	Review village plans after the workshop													Mr. Hung	
	Verify their plan in selected communes, 3 communes														
	Make complement to plan document (together with other specialists)														
	Make action plan for 16 communes														
1.2	Delivery health services and development of safe water sources/water supply													42.00	54,500
	Make detailed plan for delivering health station equipment/facilities/latrines, etc.													Mr. Hung	
	Contracting process														
	Implementing process														
	Progress report on delivery and construction														
Output 2: Improved education facilities (26p.)															
2.1	Provide assistance to the district and commune authorities to equip schools													42.00	16,000
	Make detailed plans for equipping schools													Mr. Hung	
	Contracting process														
	Implementing process														
	Progress report on delivery														

	Develop TOR for training of village-based vaccinators (together with Vet station)																		Mr. Tham	
	Preparation for training																			
	Implementing training																			
	Prepare action plan for next quarter																			
4.5	Develop plan for procure and provide basic material for vaccination																		42.00	8,500
	Identify potential providers and get quotations, prepare for the contract																		Mr. Tham	
	Implementing process																			
	Progress report																			
Output 5- Livestock fund ... (31p.)																				
5..1	Workshop with representatives from 8 selected communes and other relevant stakeholders in the district to develop operation plan and draw up eligibility criteria/regulations for the fund																		33.00 (combine with 5.2 below)	760
	Select 8 communes as potential fund given																		Ms Anh	
	Arrange and organize the workshop																			
	Progress report																			
5.2	Training for staff involved in administration in accounting practices																		33.00 (combine w/ 5.1 above)	
	Prepare for selecting facilitator/trainer and training																			
	Conduct training																			
	Progress report																			
5.3	Assist selected communes to identify approximate carrying capacity of the feed supply (grazing areas and maize supply), supply fencing material																		-	
	Identify potential feed sources in 8 communes																		Mr. Tham	
	Make action plan for improving animal feed sources and providing material next quarter																			
5.4	Cattle will be procured with a preference for external animals as an addition to the district stock																		53.02	10,000

Output 7- Identify village-based water technicians and train them in paddy development with trial terrace models ... (32p.)														
7.1	Discuss with villagers in 3 communes to identify water sources for the development of paddy areas												-	
	Identify areas for making terrace models (check local capacity for identify water sources to be able to support for building paddy terrace models in 3 communes)												Mr Dien	
	Make plan for developing terrace fields in next quarter													
7.2	Arrange study-tours to H'Mong paddy terrace and SALT users in other areas in the northern provinces												32.00	2,000
	Develop TOR/plan for study-tour												Ms Anh, Mr. Dien	
	Select location for study-tour													
	Arrange the study-tour													
	Write the report on the study-tour result													
Output 8 - Land and forest allocation model ... (33p.)														
8.1	Making plan for forestry development and discuss with CDB and villagers in 1 commune												-	-
	Discuss with the district authority and CDB about forestland allocation												Mr. Dien	
	Select potential households/groups of households for making trials plan													
	Make plan for forestry development in 1 commune													
	Progress reporting													
III Infrastructure														
Output 1- Prepare (detailed) operational for infrastructure at the district, commune and village levels ... (34p.)														
1.1	Nominate and select candidates for external study-tour in project planning, management and implementation												32.00	10,000
	Select topic and place/country for the study-tour												NPD	
	Prepare TOR for the study-tour												NPD/PM/ NPPP	
	Select candidates and prepare for the study-tour													

Output 4 - Making training videos on practical community-based activities in Vietnamese and minority languages ... (35p.) -														
4.1	Prepare detailed specifications for training videos to be supplied												21.00	
	Prepare TOR for making videos												Phong	
	Select topics and make draft script accordingly													
4.2	Prepare video scripts and film actions												-	
	Preparation												Phong	
PROJECT MANAGEMENT														
1	Prepare for recruiting international consultants (demand reduction, marketing and AD)												11.50	22,500
	* Develop TOR for international consultants												PM/NPPP	
	* Preparation for recruiting inter. consultants												NPD, PO, PA	
	* Recruited inter. consultant on AD start the work												NPPPs	
	* Recruited inter. consultant on DR start the work												NPPP	
	* Recruited inter. consultant on marketing start work												NPPP	
2	Prepare for meeting of Central Steering Committee												NPD, PA	
3	Procure additional equipment for the project office and communes												42.00	13,040
4	Repair project vehicles/office in Ky Son if necessary												51.00	3,400
5	Prepare work-plan and financial forecast for next Q												NPD/PM	
6	Write quarterly report												NPD/PM	
7	ROA/Status of Funds												FA	
8	Government Disbursement Report (GDR)												FA	
9	Monthly meeting with counterparts												PM	
10	Monitoring trip of NPD												NPD, Asst.	
11	Preparation for recruiting National Consultants												PA	
12	Preparation for study tour												PA	
														159,670

APPENDIX 7 LIST OF PROJECT REPORTS BY 31 DECEMBER 2002.

No	Title	Author	Time	Languages
A	Consultant Report			
1	Report on Need assessment for 32 villages/16 communes in Ky Son district	Pham Quoc Tuan	August-03	English
2	Drug abuse situation in 7 communes of Ky Son district	Le Ngoc Yen, Vu Duy Lung & Per Vogel	September-02	English
3	Report on market survey	Mr. Ho Chi Dung	October-02	English
4	Report of alternative development consultant	Mr. Mike Lord	December-03	English
B	NPPP's Report			
1	Regulations of Chamber of Commerce	Pham Van Hung	August-02	Vietnamese
2	Report of need assessment review in My Ly and Bac Ly.	Vu Duy Lung	August-02	English
3	Report of need assessment review in Nam Can	Phan Dinh Tham	August-02	English
4	Report of need assessment review in Keng Du, Dooc May, Na Loi	Phi Quang Dien	August-02	English
5	Report of need assessment review in Bao Nam, Nam Can and Bao Thang communes	Pham Van Trai	August-02	English
6	Report of need assessment review in Muong Long, Huoi Tu, Tay Son	Pham Van Hung	August-02	English
7	Report of need assessment review in Muong Tip, Muong Ai, Ta Ca	Le Nguyet Anh	August-02	English
8	Report on gender study tour for district, commune authorities	Pham Van Trai	September-02	English
9	Report of study tour to Ha Giang province for slope land cultivation	Phi Quang Dien	September-02	English
10	Report of study tour to Bac Can province for slope land cultivation	Le Nguyet Anh	November-02	English
11	Report of study tour of treatment and rehabilitation model in Ha Giang	Vu Duy Lung	November-02	English
12	Report of study tour to animal husbandry in Moc Chau	Phan Dinh Tham	September-02	English
13	Report of study tour to animal husbandry in Tuyen Quang province	Tran Nhat Phuong	December-02	Vietnamese
14	Report of training for commune vets	Phan Dinh Tham, Le Thi Nhan	August-02	Vietnamese
15	Report of training on hybrid rice intensive farming	Phi Quang Dien	October-02	Vietnamese
16	Report of training on grass planting techniques	Phan Dinh Tham	October-02	Vietnamese
17	Report of training for village vets	Phan Dinh Tham	October-02	Vietnamese
18	Report of training in RSA	Vu Duy Lung	October-02	Vietnamese
19	Report of workshop on livestock revolving fund	Le Nguyet Anh, Phan Dinh Tham	October-02	Vietnamese
20	Report of workshop on market	Pham Van Hung	November-02	Vietnamese
21	Report to solve feed sources for buffalo in 2 communes of project area	Phan Dinh Tham	October-02	Vietnamese
22	Report of training on irrigation for paddy terrace	Le Nguyet Anh	November-02	Vietnamese

23	Report of training on gender awareness raising for district and commune Women Union members	Pham Van Trai	September-02	Vietnamese
24	Report of workshop on priority ranking for planting, animal husbandry and veterinary techniques	PhỖ Quang Dien, Phan Dinh Tham	November-02	Vietnamese
25	Report of training on Mong Cai sow raising	Phan Dinh Tham	November-02	Vietnamese
26	Report of meeting at field on Chinese hybrid rice intensive farming	Phi Quang Dien	November-02	Vietnamese
27	Report of workshop on drug demand reduction	Vu Duy Lung	November-02	Vietnamese
28	Report of training on black chicken raising technique	Phan Dinh Tham	November-02	Vietnamese
29	Report of training on bee keeping	Le Nguyet Anh	November-02	Vietnamese
30	Report of training on paddy terrace and slope land cultivation	Le Nguyet Anh	November-02	Vietnamese
31	Report of training on gender awareness raising for district and commune leaders	Pham Van Trai	December-02	Vietnamese
32	Report of training on Nhan Hau persimmon planting techniques	Phi Quang Dien	December-02	Vietnamese
33	Report of training on Chinese hybrid rice sowing for the spring crop season	Phi Quang Dien	December-02	Vietnamese
34	Report of training on nursery and reforestation techniques	Phi Quang Dien	December-02	Vietnamese
C	Project document			
1	Training manual for commune vets	Phan Dinh Tham, Le Thi Nhan	June-02	Vietnamese
2	Training manual on Chinese hybrid rice intensive farming	Phi Quang Dien	June-02	Vietnamese
3	Training manual on grass planting technique in 4 villages of Nam Can commune	Phan Dinh Tham, Le Thi Nhan	July-02	Vietnamese
4	Training manual on grass planting technique in Tay Son	Phan Dinh Tham, Le Thi Nhan	July-02	Vietnamese
5	Training manual for village vets	Phan Dinh Tham, Le Thi Nhan	July-02	Vietnamese
6	Training manual of RSA	Le Ngoc Yen, Vu Duy Lung	August-02	Vietnamese
7	Document of livestock revolving fund	Phan Dinh Tham, Le Thi Nhan	August-02	Vietnamese
8	Document of marketing workshop	Ho Dung, Pham Hung	August-02	Vietnamese
9	Training manual on revolving fund management	Phan Dinh Tham	August-02	Vietnamese
10	Training manual on irrigation for paddy terrace	Le Nguyet Anh, Nguyen Huu Uoc	August-02	Vietnamese
11	Training manual on gender awareness raising for district and commune WU members.	Pham Van Trai, Nguyen Tuong Vi	September-02	Vietnamese
12	Training manual on small scale infrastructure	Le Nguyet Anh, Nguyen Huu Uoc	September-02	Vietnamese
13	Document of workshop on priority ranking for planting, animal husbandry and veterinary techniques	Phan Dinh Tham, Le Thi Nhan	September-02	Vietnamese
14	Training manual on Mong Cai sow raising	Phan Dinh Tham, Le Thi Nhan	October-02	Vietnamese
15	Minutes of meeting at field on Chinese hybrid rice intensive farming	Phi Quang Dien	November-02	Vietnamese

16	Document of workshop on drug demand reduction	Vu Duy Lung, Mr. Karim	November-02	Vietnamese
17	Training manual black chicken raising	Phan Dinh Tham, Le Thi Nhan	November-02	Vietnamese
18	Training manual on bee keeping	Do Van Sam	November-02	Vietnamese
19	Training manual on slope land cultivation and paddy terrace	Nguyen Tan Cung, Le Nguyet Anh	November-02	Vietnamese
20	Training manual on gender awareness raising for commune leaders	Pham Van Trai, Nguyen Tuong Vi	November-02	Vietnamese
21	Training manual on Nhan Hau persimmon planting techniques	Phi Quang Dien	December-02	Vietnamese
22	Training manual on Chinese hybrid rice sowing for the spring crop season	Phi Quang Dien	December-02	Vietnamese
23	Training manual on nursery and reforestation techniques	Phi Quang Dien	December-02	Vietnamese

APPENDIX 8 LIST OF INFRASTRUCTURE ACTIVITIES

no	Activity	Unit	Of which		Location	Time		Planned Budget	Expense	Balance
			Plan	Implementation		Start	End			
1	Pha Danh health Station	station	1.00	1.00	Keo luc III	10/15/02		15,000		
2	Health station in Nam Can commune	station	1.00	1.00	Tuong Son	10/20/02		15,000		
3	School in My Ly commune	school	1.00	1.00	Centre			20,000		
4	Drinking water scheme in My Ly commune	CT	1.00	1.00	Yen hoa			25,000		
5	School in Tay Son commune	school	1.00	1.00	Centre			20,000		

APPENDIX 9

LIST OF PROVISION OF EQUIPMENT

No	Descriptions	Quantity	Location	Note
I	Community development			
1	Facilities provision for school and health station			
	<i>(has not received budget for this activity)</i>			
2	Provision of some training aids for school			
-	Table for secondary school	250	Tay Son, Huu Kiem, Chieu Luu, Huu Lap	Wooden desk and table III
-	Desks for secondary school	250	Tay Son, Huu Kiem, Chieu Luu, Huu Lap	
-	Table for primary school	230	Tay Son, Huu Kiem, Chieu Luu, Huu Lap	
-	Desks for primary school	230	Tay Son, Huu Kiem, Chieu Luu, Huu Lap	
-	Blackboard for secondary school	15	Tay Son, Huu Kiem, Chieu Luu, Huu Lap	
-	Blackboard for primary school	15	Tay Son, Huu Kiem, Chieu Luu, Huu Lap	
II	Veterinary			
1	Veterinary kit provision			
-	Bag	166	16 project communes + Pha Danh commune	
-	Chinese steel syringe 20ml	166	16 project communes + Pha Danh commune	
-	Chinese steel syringe 10ml	166	16 project communes + Pha Danh commune	
-	10ml syringe	166	16 project communes + Pha Danh commune	
-	20ml syringe	166	16 project communes + Pha Danh commune	
-	Elastic band	332	16 project communes + Pha Danh commune	
-	Needles	1660	16 project communes + Pha Danh commune	
-	Pin	166	16 project communes + Pha Danh commune	
-	Forceps	166	16 project communes + Pha Danh commune	
-	Thermometer	166	16 project communes + Pha Danh commune	
-	Surgeon knife holder	166	16 project communes + Pha Danh commune	
-	Surgeon knife shape	1660	16 project communes + Pha Danh commune	
-	All types of surgeon needles	498	16 project communes + Pha Danh commune	
-	Box	166	16 project communes + Pha Danh commune	
-	Newcastle vaccination	100.000 doses	21 communes and town	
-	Streptomycin	3320	16 project communes + Pha Danh	

			commune	
-	Penicillin	3320	16 project communes + Pha Danh commune	
-	Distilled water	6640	16 project communes + Pha Danh commune	
-	Kanamycin	3320	16 project communes + Pha Danh commune	
-	150 litters refrigerator	5	5 communes (Huoi Tu, Nam Can, Na Loi, Muong Tip and Veterinary Station)	
-	50 litters refrigerator	1	1 commune(Na ngoi)	
-	Generator	4	4 communes (Huoi Tu, Nam Can, Na Loi, Muong Tip)	
-	Thermos	166	16 project communes + Pha Danh commune	
2	Feed provision			
-	High protein feed for hen	2000kg	Muong Long, Huoi Tu	
-	High protein feed for small chicken	2000kg	Muong Long, Huoi Tu	
-	High protein feed for piglet	2700kg	Ta Ca, Muong Tip	
3	Provision of materials for construction			
-	Nghi Son Cement	8,5 tones	Ta Ca, Muong Tip, Huoi Tu, Muong Long	Animal Husbandry model
-	Cement sheet No 1	160 sheets	Ta Ca, Muong Tip, Huoi Tu, Muong Long	Animal Husbandry model
-	Steel net B40 with 1,8 m of height	800m	Ta Ca, Muong Tip, Huoi Tu, Muong Long	Animal Husbandry model
-	Trellis with 0,5m of height	100m	Ta Ca, Muong Tip, Huoi Tu, Muong Long	Animal Husbandry model
-	Plate with the name of model	15 units		On going
III	Planting			
1	Fertilizer provision			
	Lime	9 tones	Ta Ca	Intensive farming model
	Phosphorous	9 tones	Ta Ca	of hybrid rice for spring and summer crop season
	Urea	20kg	Ta Ca	year 2002 - 2003
	Posstasium	16kg	Ta Ca	
2	Seedling provision			
	French peach	9200 trees	Muong Long	
	Han Ah persimmon plant	3000 trees	Ta Ca	
	Plate with the name of the model			
IV	Infrastructure			
1	Mink	20	16 project communes + Pha Danh, Uh Kim, Uh Kim, Chi Luau	Except Muong En town
2	Micro hydro-power machine installation	14	5 communes (Huoi Tu, Nam Can, Ta Ca, Doc May, Muong Tip)	

2002 ANNUAL PROGRESS REPORT

AD/VIE/02/F21

DRAFT Version February 2003

PART 1: SUMMARY

Title and Number: Alternative development to replace opium poppy cultivation Ky Son phase 2- AD/VIE/01/F21

UNDCP Input: USD 2,037,800

Government Input: VND 2,013,400,000

Executing Agency: UNDCP/MARD

Government Implementing Agency: Nghe An Province People Committee.

Duration: 2 years

Reporting date: 02/01/03

On 12/12/2001, UNDP, UNDCP and Vietnamese Government (MARD) signed to approve the project AD/VIE/01/F21 on 12/12/2001 and inaugurated on 03/27/2002.

Project purpose: To strengthen national capacity for socio-economy development, eliminate opium poppy cultivation and illegal drug abuse. Project will achieve this objective through technique development and demonstration models in Ky Son district.

According to Workplan of project document, in 2002 project has carried out some activities covering 3 components: Community Development, Alternative Income Generation and Infrastructure.

In the first six months of 2002, project focused on start up activities including staff recruitment, Ky Son office reparation, and equipment procurement for 2 offices and planning for implementation.

Organization issues

In the first and second quarter of 2002, project recruited Project manager, secretary and specialists.

- The project manager (3/2002) and secretary (4/2002) started to work in Ky Son district.
- In June 2002, Specialists on Livestock/Veterinary, Participatory planning, Community development, Agriculture Extension, and Training started to work. At the end of June the Drug Demand Reduction Specialist was also employed and presented to work in Ky Son district.
- In May 2002, the Central Steering Committee was established Nghe An Province People Committee, and Ky Son district People Committee also established the Local Project Management Board and assigned some staff to work as project counterparts with total number of 20 people including 4 drivers.

Up to the end of June 2002, the personnel issues was addressed and project launched officially.

Activities

- Arranging the accommodations and working place for Ky Son and Hanoi offices.
- Completing the reparation of Ky Son Project office
- Training in NEX for project staff including Director, Vice- Director, Manager, Secretary, Program associate, Financial officer and Hanoi counterparts.
- Workshop on participatory planning in Ky Son district
- Developing Workplan of the second quarter, 2002
- Inventorying and handing assets of Phase 1 over to Phase 2.
- Conducting needs assessment with the involvement of 7 research specialists and 8 local counterparts
- Procuring project facilities including 3 cars, 10 Russian motorbikes – Minks, office equipment such as PC, photocopy machine, printer.
- Repairing handed -over car and office equipment of Phase 1
- Finishing the need assessment survey in 16 communes
- Training in veterinary for vets in 20 communes and district town.
- Inaugurating the project AD/VIE/01/F21 on 06/27/02

Since third quarter 2002, Project began to its implementation

In conformity with NEX, the project office reports implementation progress as follows.

PART 2: WORKPLAN (SEE THE ATTACHMENT)

PART 3: IMPLEMENTATION PROGRESS

I. Community development

1. Objective: Reinforce the capacity of local authorities and ethnic population to improve the health care, education, women's development and reduce the demand of illicit drugs in coherent with the government policy and indigenous beliefs and practices

2. Output and activities

Output #1: Improved capacity of officials and villagers in effectively delivering and using health and sanitation services

We made detail plans in response to the needs of facilities provision. Project specialists and counterparts came to each commune and checked the needs of commune health stations. However, up to the end of 2002 we have not received the budget to provide these facilities from G21 budget yet.

Output #2: Improved education facilities for ethnic minorities

We completed the quotation procedure and signed contract to produce 480 sets of chairs and tables for pupils and 30 blackboards with total cost of VND173, 100,000. Now we already provided to schools in Pha Danh, Huu Kiem, Chieu Luu and Huu Lap communes.

Output #3: Improved capacity of officials and villagers (both men and women) in effectively upgrading and reinforcing the status and potential of women.

- ① Study-tour to Quynh Luu and Con Cuong districts for 24 members of Women Union at commune and district level.
- ① Three gender training courses for 72 participants including the district and commune leaders and Women Union members. Through this training course, participants acquired gender knowledge and knew how to integrate the gender sensitiveness in planning.
- ① Training course in mushroom planting and storage techniques in Hanoi for 12 farmer households in Bao Nam, Ta Ca, Huu Kiem, Huu Lap and Muong Xen town.
- ① Training in bee keeping for 16 farmer households. Project also provided 90 beehives for 30 farmer households in Muong Tip, Nam Can, Ta Ca, Tay Son and Huoi Tu communes.
- ① Project prepared the location for planting Linh Chi mushroom in Huu Kiem and Muong Xen town.

Output #4: Improved capacity of officials and villagers in effectively preventing new drug abuse and treating current drug addicts in Ky Son district.

- ① Training in RSA on drug situation for key staff and drug users (DUs) in commune and districts.
- ① Completing the reports of RSA on drug abuse situation that will be the resource of planning on drug demand reduction activities in the coming time.
- ① Workshop on planning for drug demand reduction in Ky Son district with 32 participants. Through workshop, project assessed the drug abuse situation in Ky Son and mapped out resolutions and action plan for drug demand reduction, then submitted to project director and UNDCP for approval to implement in coming years.
- ① Study tour to community- based rehabilitation models in Tuyen Quang for 25 local authorities.
- ① Setting up the network of outreach workers in 6 pilot villages of 5 communes including Chieu Luu, Huu Kiem, My Ly, Nam Can and Muong Xen town.

Alternative land and water based income generation

1. Objectives:

To develop the household economy through livestock, providing animal feed and breeds and veterinary services, diversifying food resources, using new crop and varieties, intensive farming, agro-forestry models, applying the appropriate technologies.

2. Outputs and activities:

Output #1: Established village agriculture extension network

- Two study tours on slope land cultivation to Ha Giang and Bac Kan province for local 28 cadres and farmers.
- Four training courses in raising techniques of Mong Cai pig and local black chicken for 121 farmer households in Ta Ca, Muong Tip, Muong Long and Huoi Tu communes.
- Two training courses in No 838 Chinese hybrid rice farming techniques for 47 farmer households in Ban Canh and Hoa Son villages- Ta Ca commune to apply in demonstration model for spring crop season 2002/2003.

Output # 2: Marketing promotion

- Conducting market survey and workshop on marketing in order to establish a Chamber of Commerce- Marketing organization and setting draft regulations of this organization.
- Conference on marketing for 21 district partners and local traders of Ky son district.
- Working with Craftlink for planning on cooperation and development of traditional handicraft in 2003 and following years.
- Strengthening the management board in all communes of project areas.
- Planning provision of facilities for marketing organization.

Output#3: Agro-forestry development activities

- Providing the grass variety which could be used as animal feed source for 152 farmer households of 12 villages in Nam Can and Tay Son with total grazing areas of 7063m². Up to now, grass grows very well in this grazing area, 5 other communes including Ta Ca, Muong Tip, Huoi Tu, Muong Long and Bao Thang has registered to apply this model in the next season.
- Figures of model registration are as follows: i) 46 households registered to carry out the rice model in Nam Can and Ta Ca communes. ii) 20 households applied the black chicken-raising model in Muong Long and Huoi Tu communes. iii) 50 households applied the Mong cai pig-raising model in Muong Tip and Ta Ca communes. iv) 5 households carried out reforestation model in Tay Son commune.
- Meeting at field on using fertilizer and pesticides for 45 households and village leaders in Ta Ca commune.
- Implementing 8 agro-forestry models as follows:

+ 3 demonstration models of pig raising: i) providing vaccinated 50 Mong Cai sows and 3 vaccinated boars (2 of Dai Bach breed and 1 Mong Cai breed) and some feeds for 2 villages in Ta Ca and one village in Muong Tip commune. Now the average weight of these pigs increases 10-15kg/month. ii) Providing materials for building stall of these 3 models with 5.45 tones of cement, 160 roofing sheets and 2700 kg of feed and vaccination.

+ 2 demonstration models of black chicken raising: These models were implemented in Huoi Tu and Muong Long communes. Project delivered the training for households participating in this model on breed selection, tending techniques, disease prevention. It also provided 3050 kg of cement, 800 m of B40steel net, 100 m of trellis, medicine and special feed. Now each household has 15-50 hens and some households have up to 100 chickens. This is one of effective activities in Ky Son district.

+ 2 demonstration models of Chinese hybrid rice farming: i) Provided 9 tones of lime for 15 ha of hybrid rice. ii) preparation of fertilizer, seeds and pesticides for sowing in 1/2003.

+ 1 demonstration model of VACR (agro-forestry combination with garden-pond-stall and forest) in Tay Son commune.

Output # 4: Veterinary activity.

- Providing 166 veterinary kits, 166themos, 166 medicine doses (including Streptomycin, Penicillin, Kanamycin, and distilled water) for 166 para-vets (village veterinary workers).
- Distributing 100,000 Newscattle vaccinations for 21 communes in district.
- Equipping 6 cold storage stations, each station received 1 Japanese generator, 1 refrigerator with capacity of 150 litters and 1 battery.
- Identifying the rate and causes of death of some animals in project area.
- Study tour of animal husbandry models and disease control in Tuyen Quang province for 24 people

Output # 5: Livestock revolving fund .

- Drafting and issuing the organization structure and operational regulations of Management board of Livestock revolving fund .
- Planning and completing procedures of fund disbursement
- Coordinating with Management board for disbursement

This is one of effective activites affecting directly on communities and we could expand in the near future.

Output # 6: Nursery services

- Implementing 4 nursery gardens in Ta Ca, Huoi Tu, Muong Long and Nam Can communes.
- Signing with contractor to provide 9.200 Australian and French peach plants for 104 farmer households in Muong Long commune. Now these plants grow well with rate of survival up to 100%.
- Providing 3000 Nhan Hau persimmon seedlings for 103 households in Ta Ca commune with 100% of surviving.
- Conducting survey and planning for forest and garden renovation in Hoa Son village- Ta Ca commune.
- Training in nursery techniques and fruit tree planting techniques for 24 agriculture extension workers and farmers in communes having nursery garden model.

Output # 7: Paddy terraces

- Completing the design documents of land exploitation area in Na ngoi, Keng Du and Huoi Tu communes.
- Exploiting 9 ha of paddy terrace. Of which, 4 ha in Huoi Tu, 2.5 ha in Keng Du, 2.5 ha in Na Ngoi.

Output #8: Forestland allocation and reforestation

- Selecting 5 households in Huoi Giang 3 village- Tay Son commune to participate in pilot reforestation model.
- Setting and finalizing forest protection regulations for communes in Ky Son district in collaboration with the forestry protection station.

III- Infrastructure.

1. **Objective:** Improved capacity in management, design, construction and operation of infrastructure works in Ky Son district to support agriculture, animal husbandry and community development in order to replace the economy-based on opium poppy cultivation.

2. Outputs and activities

Output # 1: Improved capacity of infrastructure

- Completing bidding procedure and building 2 health stations in Nam Can and Pha Danh communes. (Now two works are completed, checked and handed over the commune authorities.)
- Selecting the location and finishing the design for drinking water systems in Yen Na- My Ly and two schools in My Ly and Tay Son communes

Output # 2: Hydroelectricity and alternative energy

- Conducting need assessment survey, planning for micro-hydro power provision to target communes
- Selecting and signing contractor for pilot installation of micro hydropower machine in Ta Ca, Nam Can and Huoi Tu.
- Providing 409 micro hydro-power machines with the capacity of 200-1000W for target communes
- Discussing potential of energy cooperation with CODEV.

Output # 3: Irrigation schemes

- 3 training courses for 83 trainee for operation, maintenance of small scale irrigation scheme
- Selecting location and completing construction document of small scale in Son Ha- Ta Ca for implementation in quarter 1/2003

Output #4: Videotape of infrastructure techniques

- Signing with contractor to produce video tape on infrastructure construction techniques

IV- Project management

- By 10/2002, project replaced new Project manager. Despite the difficulties at the beginning due to unfamiliarity with NEX, now all activities are implemented in conformity with NEX regulations and timelines
- Receiving and working with the international alternative development consultant by 11/10. i) providing PM some techniques and skills on project management, NEX modality, and format of monthly and quarterly monitoring reports in accordance with NEX regulations. ii) working with NPPPs on marketing, Livestock revolving fund , participatory planning, and renovating the team work method of project staff; iii) visiting some target areas.
- Receiving and working with the international drug demand reduction consultant by 23/11; i) visiting field and meeting drug users; ii) preparing workshop on action plans for drug demand reduction in Ky Son.
- Contracting with some consultants of bee keeping, gender, slope-land cultivation, agro-forestry extension activities for training in project office and in commune level.
- Contracting with the mushroom consultant for training in Hanoi
- Contracting with a translator for Alternative development consultants from 11-25/10
- Receiving the international, Hanoi, Province people committee and local delegations visiting project area.

- Assigning detail works for NPPPs consistent with project activities. Conducting weekly, quarterly staff meeting to update project activities, to solve problems in time and plan for the next quarter.
- Reporting on time and planning as schedule.
- Cooperating with counterparts for implementation, keeping close liaison with local authorities, meeting with district partners for implementation.
- Managing project assets and vehicles in conformity with NEX.
- Repairing the project office and providing comfortable working place and accommodation for project staff. Repairing the fence of project areas.
- Procuring necessary equipment for 2 offices.
- Repairing all handed-over motorbikes of Phase 1 and buying 20 new motorbikes for project staff, counterparts and community development board at commune level.

IV- Progress Assessment

Community development

Output #1: Improved capacity of officials and villagers in effectively delivering and using health and sanitation services.

Project cooperated with the District health centre in planning project activities according to project document and local situation. The provision of health facilities has not implemented yet because the delay of transferring money from G21 fund

Output #2: Improved education facilities for ethnic minorities.

Facing with urgent need of schools in project area, despite the delay of G21 fund, project has provided these schools some sets of chairs and tables to improve the school infrastructure, quality of teaching and learning and attract more children attending school. Other teaching aids will be supported as receiving the G21 fund.

Output #3: Improved capacity of officials and villagers (both men and women) in effectively upgrading and reinforcing the status and potential of women.

- Through the study tour to other provinces and in Nghe An province, members of Women Union at all levels acquired knowledge of doing business to generate income, alleviate poverty as participating project.
- Project also delivered training in bee keeping, mushroom planting to support women in income generation.
- Through training course, participants increased awareness of gender and could mainstream gender view in planning. Gender is a new concept in the project area. Due to prejudices of local people such as gender is woman's issue, women problems are not

related to men as well as the small scale of project gender activities, the effectiveness of gender development activity is still limited.

Output #4: Improved capacity of officials and villagers in effectively preventing new drug abuse and treating current drug addicts in Ky Son district.

- The success of RSA and workshop on planning for drug demand reduction in Ky Son provided district authorities and community insight understanding about drug abuse situation and created the background for planning in 2003 and following years.
- Drug abuse and HIV/AIDS infection in Ky Son district are on the alert situation. It was the first time project carried out practical activities in this aspect, however with limited budget, project faced a number of difficulties in implementation.

Alternative land and water based income generation

Output #1: Established the village agriculture extension network

- An agriculture extension network was established with 21 workers at commune level and 192 workers at village level. They will be key people acquiring, transferring and putting in to practice advance technique of farming in project area.
- To facilitate the extension workers activities, project has carried out some study tours, workshops, technical training, meetings at field and agriculture extension models to provide them more knowledge and lessons learned.
- However the low education level of extension workers in mountainous area hinders their knowledge acquirement and competence. Quality of some training courses is not satisfied because the careless preparation for training.

Output # 2: Marketing promotion

- Community development board in all project communes was developed and strengthened. This organization will help the project to bring activities in local area.
- Although the procedure of marketing organization establishment and its regulations were completed, this activity has not been approved yet. That is reason why we could not provide equipment and facilities for this organization as workplan.

Output #3: Agro-forestry development activities

- To solve problem of feed resources, grazing model is an effective and feasible method. Its feasibility not only changes the traditional animal husbandry practice but also attracts the participation of communities. Besides livestock revolving fund activities, this model needs to be replicate in the whole district to increase number of cattle in project area.
- The implementation of project agro-forestry models achieved certain results.

For pig and black chicken raising activities: the average weight of a pig increases 10-15 kg/month. The local people change traditional farming practices from extensive farming to semi-intensive one to generate income for households. With the project's support in vaccination for existing local pig, no epidemic occurs in local area.

Local breed chicken (black chicken) raising model: Black chicken raised by H'mong ethnic in Ky son district are not only famous and delicious food stuff but also considered as traditional medicine. However without the advanced raising technique and veterinary service, the weight of this species of chicken increase slowly. Project helped farmers feeds, vaccination and some materials for making stall. At present these flocks of black chicken grow well, some households have up to a hundred of chicken. However now this model is just implemented in mountainous communes, project needs to study to multiply this model in lower region and chicken could become profitable good for selling.

Chinese hybrid rice models are being implemented in Ta Ca's village. Meeting at field shows that yielding increases additionally 1-2 tones/ha and it should be replicated in project communes.

The VACR (agro-forestry combination) model in Tay Son commune, project provides technical support, skills of planning for forest protection, model garden and forest combination. However, in a mountainous area as Ky Son, we should expand these models to the whole district and project should provide support in terms of nursery services such as seedling, breeding, veterinary medicine, pesticides to farmer for implementation.

Output # 4: Veterinary services.

- Project established a veterinary network at district, commune and village level. There are 175 village veterinary workers. With the equipped veterinary kit, cold storage system, medicine and training, the capacity of these worker in common disease diagnosis and treatment has been improved. In last year, no epidemic of animal occurred in the project areas.
- Project conducted survey and collected data of cause and rate of death of animals for effective prevention and treatment. The initial result shows that the main cause of death in animals is difficult weather, traditional raising practices and the low effectiveness of disease control and prevention activities.
- Government doesn't provide salary (incentives) for village veterinary workers leading difficulties in implementation.

Output # 5: Livestock revolving fund

This is a new activity of project. With the help of international consultant of alternative development, project staff and specialists developed regulations of Livestock revolving fund . In the first years, because of some characteristic of Ky Son district, this fund is used for cattle's herd development. Although this regulation of livestock revolving fund has just approved at the end of 11/2002, this fund activities has been launched. By present, 150 farmer households received 150 local breed cows from this fund. The operation of Livestock revolving fund (cow raising, grass planting) is implementing with the strong support of local people.

However, to ensure the effectiveness of this fund, it needs to conduct a workshop of lesson learned to adjust and revise regulations in response to the changes of practical conditions. On the other hand, this budget of fund is limited so in the following years the initial capital of this fund should be increased.

Output # 6: Nursery services

- Project started to work in rainy season and missed crop seasons. To prepare seedlings for the next crop season, project implemented 4 nursery gardens with tea, peach varieties.
- Project provided 9200 Australia and French peach plants for 104 households in Muong Long, 3000 Nhan Hau persimmon for 103 households in Ta Ca commune, with the rate of surviving up to 100%.
- Training in nursery, fruit tree planting and forestry techniques for 24 agriculture extension workers and farmers in communes having project nursery gardens

Output # 7: Paddy terraces

- In project document, this activity is considered as an important one so project has planned for this activity right after inaugurating. When project launched, Ky Son had also been receiving a Government project of land exploitation and irrigation. Under this Government project, in 2002, district has exploited already 326 ha of paddy terraces. Thus, the district asked project change it's planned activities and provide supports in fix terrace fields not wet rice. This activity is proposed to carry out in 2003.

Output #8: Forestland allocation and reforestation

Government and Nghe An province in collaboration with Mapping and Measuring Department has also been implementing the forestland allocation activities in Ky Son district in 2002 and 2003. Thus, project changes content of this output's activities to forestry model building, reforestation and establishment of forest protection regulation. These activities are proposed to carry out in 2003

III- Infrastructure

Output # 1: Improved capacity of infrastructure

Construction plans of health station, school and irrigation schemes were completed in third quarter of 2002. However because of the delay of money transferring form G 21 fund, these activities has not been started.

Project already completed 2 health stations in Nam Can and Pha Danh communes. These works are followed all procedures of construction to improve the primary health care services in these 2 communes

Output # 2: Hydroelectricity and alternative energy

- Through survey and practical conditions of project communes, micro hydro-electricity and solar energy are main energy resources for daily activities and production. Project has signed with contractor to provide target communes 400 micro hydro-electricity machines. Moreover,

project also planned to cooperate with Franco-Vietnam organization called CODEV in provision of some solar energy equipment and training for farmer on installation procedures and techniques, operation and maintenance skills for micro hydro-electricity machines.

Output # 3: Irrigation schemes

Through training courses on operation, maintenance for small-scale irrigation schemes, capacity of local people for using existing works is improved.

Project is on the way of completing investment procedures for irrigation schemes in Son Ha village -Ta ca commune for implementation in 2003

As the exploitation activities, Vietnamese government has already invested in some irrigation works in the same locations of project plan so selecting location for irrigation scheme faces a number of difficulties.

Output #4: Videotape of infrastructure techniques

On going

V: Summary of financial situation

VI: Assessment and Recommendations

As above-mentioned, some project activities need to be revised in responses to practice conditions changes. They are as follows

Community development

More budget for drug demand reduction in order to achieve better results.

Alternative development

- Marketing promotion activity is the most difficult task so it needs to have appropriate investment for transportation. It needs to recruit national and international specialists providing support in planning for this activity.
- It needs to allocate budget to expand effective models such as hybrid rice, pig raising, local breed chicken (black chicken), etc.
- It needs to request People Committee of Nghe An province to extract from counter-fund for incentives (salary) provision for para-vets (the village agriculture extension workers already have incentives (salary)).
- Livestock revolving fund : increase the capital of this fund for loan in the whole district
- Paddy terrace: It should reduce the cost and total area of wet rice in project area because Government has also invested in this activity.

3. Infrastructure component

In response to the need of local people in Ky Son's communes, project should provide a Parabol receiving antenna system helping people in 150 lower-area villages to watch Television

4. Project duration:

Because project was carried out later than schedule in a difficult area, with delay of G21 fund and difficulties of staff recruitment and NEX management, we request to extend implementation time to December 2004.

Ky Sown is one of poorest districts in Nghe An province, for socio-economic development it needs a long time and more government and international investment. The Project AD/VIE/01/F21 - 2 years capacity building project with total budget of US\$ 2,037,800 and VND 2,013,400,000 could not make a big change for Ky Son development. Thus, we kindly request UNDCP take serious consideration on project continuation and extension (Phase 3)

Other recommendations

Disbursement mechanism:

- Transfer an advance of 50% cost immediately after signing the construction and procurement contract will facilitate timely delivery of equipment and materials. The late provision of varieties and breeds as planned schedule will decrease project's reputation and loose confidence of farmers.
- Activities approved in plan with total cost under 1000USD should be transferred as an advance to Ky Son office and authorized the project manager to control in order to ensure planned progress of all activities.
- With goods (equipment, materials) having fix price stipulated by Government, we should apply the price of local area in order to facilitate the payment. If there is only one company (producer) could produce that machine/equipment/goods, we could not apply the procedure of procurement with three quotations (project manager will have detail explanation for each case).
- As signing on contract and receiving all goods, it should transfer money to contractor. If after providing these goods to farmers, we give payment, it violates the time of liquidation and make difficult when market price fluctuates.

1. Organization and management.

Phase 2 of project focused on agriculture production sector, however, the present specialist obtained forestry background and created a number of difficulties in planning and implementing project activities such as type of seedlings, breeding.

Due to health problems, some specialists could not go to village and meet farmers especially the remote area.

With limited capacity, counterpart specialists could not implement project activities at grassroots level

Agriculture activities need to have supports of international and national consultants on market and crop/ farming for better implementation.

The new project manager is not familiar with NEX, training and study tour in and outside country will help him to work better.

Project financial officer should be available in KY Son office at least 1 week/ quarter to solve disbursement issues and participate in planning for next quarter.

Annexes

Annex A: Personnel

Annex B: Sub-contracts

Annex C: Equipment

Annex D: Training

Annex E: Reports

Annex F: Proposed plan for next quarter

Prepared by

Project director

United Nations Office on Drugs and Crime

Project evaluation Summary assessment questionnaire

This questionnaire is to be filled out by the evaluator or evaluation team and to be submitted to backstopping office. A copy should be provided to the Senior Evaluation Officer, Division for Operations and Analysis. A separate questionnaire should be filled out for each project encompassed by the evaluation. The information provided must be fully congruent with the contents of the evaluation report.

The purpose of the questionnaire is to provide information for ODCCP's evaluation database. The information will be used to establish evaluation profiles which should give a quick and correct overview of the evaluation of individual projects and programmes. It will also be used for the purpose of analyzing results across project evaluations to obtain a systematic picture of the overall performance of the Programme.

I. NUMBER AND TITLE OF PROJECT:

AD/VIE/01/F21 Capacity Building for Alternative Development Project to Replace Opium Poppy Cultivation, Ky Son Phase 2

II. SUMMARY ASSESSMENT:

1. Please provide an assessment for all categories listed (including categories constituting headings) by ticking one of the boxes ranging from 0 to 5. The ratings from 0 to 5 are based on the following standard favor-to-disfavor scale:

- 5 - Outstanding, highly appropriate, much more than planned/expected, certain to materialize
- 4 - Very good, very appropriate, more than planned/expected, highly likely to materialize
- 3 - Good, appropriate, as planned/expected, likely to materialize
- 2 - Fair, less appropriate, less than planned/expected, less likely to materialize
- 1 - Unsatisfactory, not appropriate, far below plans/expectations, unlikely to materialize
- 0 - Cannot determine, not applicable

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2. If a category has been significant (as a cause or effect) in relation to the overall quality and/or performance of the project please tick the “S” column (if significant) or the “H” column (if highly significant).

	H	S	0	1	2	3	4	5
OVERALL QUALITY AND PERFORMANCE OF PROJECT:								
I. PROJECT CONCEPT AND DESIGN:								
1. Project document (overall clarity, logic and coherence).	X					X		
2. Identification/analysis of problem addressed by project:	X					X		
3. Project strategy (overall assessment):	X					X		
4. Drug control objective (s) (Appropriateness, obtainability):	X					X		
5. Immediate objective(s) (appropriateness, Obtainability):	X					X		
6. Achievement indicators:	X					X		
7. Base-line study/arrangements for base-line study:		X	X					
8. Outputs (compared to cost effective alternatives):	X				X			
9. Activities (compare to cost effective alternatives):	X				X			
10. Inputs (compared to cost effective alternatives):	X				X			
11. Executing modality and managerial arrangements:	X				X			
12. Identification and assessment of risks			X					
13. Prior obligations and prerequisites:			X					
14. Workplan/planned project duration:	X				X			
15. Budget:	X				X			

	H	S	0	1	2	3	4	5
II. PROJECT IMPLEMENTATION:								
1. Quality and timeliness of ODCCP inputs:	X					X		
2. Quality and timelines of Government inputs:	X				X			
3. Quality and timeliness of inputs by third parties:			X					
4. Equipment: *inappropriate in the sense of being premature and generous	X					X		
5. Advisory/training services:	X					X		
6. Project personnel:	X				X			
7. Sub-contracting:	X					X		
8. Management of project:	X				X			
9. Project workplans:	X				X			
10. Implementation of activities:	X				X			
11. Monitoring and backstopping by ODCCP HQ:	X						X	
12. Monitoring and backstopping by ODCCP field Office:			X					
13. Monitoring and backstopping by Executing Agency:	X					X		
14. Monitoring and backstopping by Government:	X				X			
15. Government fulfilment of prerequisites:			X					
III. PROJECT RESULTS:								
1. Timeliness of produced outputs;	X				X			
2. Quantity of produced outputs:	X				X			
3. Quality of produced outputs:	X				X			
4. Outcomes: achievement/likely achievement of immediate objective(s):	X				X			
5. Drug control impact achieved:	X				X			

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	H	S	0	1	2	3	4	5
6. Drug control impact to be expected	X				X			
7. Likely sustainability of project results:	X				X			

3. If external factors had an impact on project performance please tick the appropriate boxes: external factors impeded: ___/ promoted: X project performance. The effect on project performance of this influence was significant: X/ highly significant: _____. Please provide a short description of the nature of the external factor(s): Large scale public investment and national policy for development of new economic zones, existence of other international support projects.

4. Did the evaluation recommend to:

- a) _____ abandon the project
- b) _____ continue/extend the project without modifications
- c) _____ continue/extend the project with minor modifications
- d) X continue/extend the project with some modifications
- e) _____ continue/extend the project with extensive modification
- f) _____ terminate the projects, as planned

(please tick the relevant category).

5. If a modification of the project was recommended did the evaluation recommend a revision of: the drug control objective(s): _____, the immediate objective(s): _____, the outputs: _____, the activities: X or the inputs: _____. Please tick as appropriate.

It is recommended that the project be redesigned into a new project.

6. If the evaluation recommended that the project or significant elements of it be replicate please tick as appropriate: yes: ___/ no: X (but some comments have been made for the project to follow up and document the application of project model and expansion of activities outside project area)