

CHAPTER 5 Present Institutional Set-up of the RWSS Sector

5.1 Political and Administrative Levels

The Government of Vietnam is a unified state de-concentrated into three local levels: Province, Districts, and Communes. In addition the mass-organisations are an official and integral part of the government system but forms a separate branch of the executive level.

The Communist Party of Vietnam has the central role in defining and determining the overall policy direction of the economic and social development strategy of the country.

5.1.1 Peoples Committee

The central government administration (ministries and central institutions) is the executive agent of the National Assembly (NA), implements the Constitution; directs central ministries and People's Committees at provincial level; draft laws and decrees for the NA; and manages the duties of the State.

Local level government administration is responsible for delivering services to the public, maintaining law, order and security within their jurisdictions; provide budget requests to the next higher level; reviewing an approval plans for socio-economic development; executing the budget; and undertake duties assigned by higher levels of administration.

The basic principles of "democratic centralism" in the Vietnam context allots a strong role of the Central Government to direct the pattern of development, while relying on local participation to ensure that development responds to local needs.

The administrative structure is referred to as "double subordination" e.g. local administrative bodies are accountable both to the popularly elected body - the Peoples Council at their same level and to higher level of administrative units (ministries and departments).

The provincial level administration is therefore a reflection of the national level structure and includes *departments* and *committees* representing the various national level ministries.

At district level these institutions are usually called *divisions*, *units* or *work teams* which are smaller in size than at the provincial level. Often several tasks or functions are combined into one division at this level.

Most of the functions found separately at district and province level are collected under the umbrella of the Commune People's Committee. The CPC has taken over many of the responsibilities from the co-operatives. It manages land and other natural resources, collect taxes, takes care of social welfare and prepare development plans and projects for the Commune People's Council to approve. It carries out the administrative, political and

economic decisions of the People's Council, but is also a relatively independent body. Each administrative level has its own budget controlled by the People's Council, which is elected every fourth year. The People's Committees include members elected by the Peoples Council as well as representatives of line ministries. The People's Committee are responsible both to People's Council at their own level, and to the higher-level People's Committees and line departments/ministries.

5.1.2 People's Council

At local level People's Councils are elected for province, district, town, and commune level. The People's Council is elected from the local jurisdiction. Candidates are usually nominated by the Fatherland Front, although mass organisation like Union the Women's or ethnic minority organisations may nominate some. Recently there have been some cases of self-nominations.

Candidates for lower level People's Councils are usually approved at the provincial level. Although the process varies among localities, the councils usually consist of representatives from each of the subordinated administrative units. The People's Councils select the chairman and vice chairman of the People's Committee, and their choice must be approved by the province and appointed by the higher-level administrative unit¹².

While laws and decrees can only be promulgated at the central level through the National Assembly, provinces are in a position to promulgate decisions and directives under the general central level framework.

5.1.3 Other Decision-making Bodies

The Communist party is also involved in decision-making at all levels of administration, but its role on technical issues has been significant reduced. Each PPC is headed by a Chairman and supported by Deputies who possess a lot of authority. The PPC members are the Directors of Provincial (sectoral) Services.

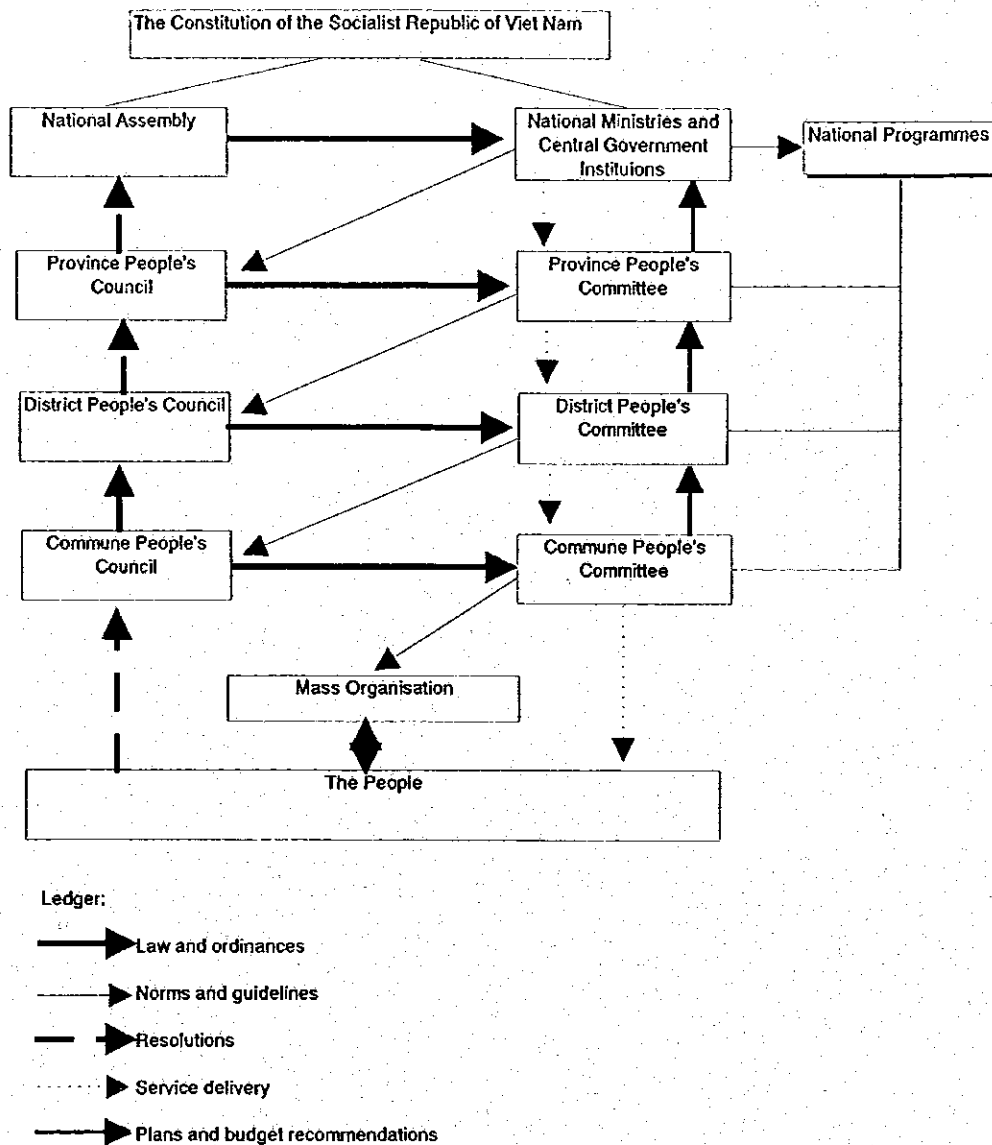
The mass-organisations/unions are an official and integral part of the government system but forms a separate branch of the executive level. They report directly to the National Assembly through its Standing Committees and have separate budgets, staff and programmes. The mass-organisations have central executive committees and a presidium, which manages the programme of the activities.

¹² Thus the Prime Minister approves the chairman and the vice-chairman of each Provincial People's Committee; the province approves the District's Peoples Committee leaders, and the district approves the Commune's Peoples Committee leaders.

For the purpose of the RWSS sector the Vietnamese Women's Union and the Youth Union are the most important stakeholders.

An outline of the institutional set-up is presented overleaf.

Figure 4.1 Institutional Set-up of Rural Service Delivery



5.2 The Private Sector

The private sector is still poorly developed particularly in the North and still operates under a number of constraints of which lack of capital is the most critical. During the NRWSS Study covering field studies in nine provinces only one privately owned water supply scheme (in Dak Lak). Private sector involvement is primarily limited to small family based drilling companies operating in a district and adjacent areas. There is also small teams of craftsmen who work for communities and individual households at commune and village level.

At commune and village level local masons, bricklayers and manual labourer form work teams often working with design companies under the Department of Construction or directly under the local People's Committees.

5.3 Water Resources Management Institutions

In October 1995 the National Assembly restructured several ministries and the Ministry of Water Resources was eliminated and most of its functions were transferred to the Ministry of Agriculture and Rural Development (MARD).

The semi-autonomous Institute of Water Resources Planning has been delegated the responsibility for water resources planning while the Centre for Rural Water Supply and Environmental Sanitation (CERWASS) has become responsible for rural water supply. The General Department for Meteorology and Hydrology is in charge of survey and the hydrographic network. Survey and groundwater monitoring is carried out by Geological Survey of Vietnam.

As part of the reconstruction of the government apparatus more responsibilities on water resources management have been delegated to the province and local level. In the rural areas the provincial Water Resource Service under the Provincial People's Committee is administratively responsible for the O&M of local infrastructure. Technical or professional responsibility lies with the line agency Department of Agriculture and Rural Development.

5.4 Central Institutions Involved in RWSS

The operating environment of the rural water supply and sanitation sector (RWSS) is in the middle of transition. Presently, water resource management, water supply, organisation, sanitation, and hygiene are all guided by a complex set of related legislation, which is also reflected in the sector organisation.

The most important stakeholders are:

- The National Steering Committee for Water Supply and Sanitation;
- The Ministry of Agriculture and Rural Development (MARD);
- The Centre for Rural Water Supply and Environmental Sanitation (CERWASS); and
- The Ministry of Health (MOH);

5.4.1 The National Steering Committee for Water Supply and Sanitation

NSCWSS is the main co-ordinating body for the sector. Under this mandate the committee advises key ministries on the progress of their programmes, preparation of administrative instructions and guidelines, development of new technology etc. The key ministries represented include among others MOC, MPI, MOF, MOSTE, MARD, and MOH. The chairmanship and physical location of the committee has been moved from MOC to MOST. Presently provincial committee exists in 25 of the 61 provinces. At local level it is requested

that the Vice-chairman of the People's Committee becomes the head member of the PSCWSS.

5.4.2 The Ministry of Agriculture and Rural Development

MARD is responsible for infrastructure development including water supply in the rural areas and plays a pivotal role in the development of the sector. The Centre for Rural Water Supply and Environmental Sanitation (CERWASS) was transferred to MARD when the ministry was reconstructed in 1995. The reorganisation brought the entire water sector management into MARD. Due to its central role in rural water supply a closer description of CERWASS is presented in a separate section.

5.4.3 The Centre for Rural Water Supply and Environmental Sanitation

The Centre for Rural Water Supply and Environmental Sanitation (CERWASS) is the main agent in rural water supply. It was established in 1982 under the Ministry of Labour, Invalids and Social Affairs (MOLISA) to implement activities in connection with the UN Water Decade. In 1995 CERWASS was transferred to MARD and was given the responsibility as the main agent for the development of rural water supply. Initially CERWASS acted mainly as a counterpart agency for UNICEF. More recently, CERWASS has also implemented a limited number of other projects with national and international financing. CERWASS is not promoting sanitation as this falls under the responsibility of the MOH.

Main Functions

Ministerial Decree 236 NN-TCB/QD issued on December 12 1995 outlines the following main functions of the centre:

- Report on the RWSS situation to MARD and assist the ministry in the preparation of annual-, medium-, and long-term planning for the sector;
- Prepare plans and projects for capital investments (including international investments);
- Implement programmes and projects in co-operation with other government institutions;
- Organise research and development of appropriate technology for rural water supply and sanitation;
- Organise intensive training courses in existing and new technology for cadre, workers and farmers on RWSS;
- Organise the supply of material and equipment together with technology transfer services on RWSS;

Organisation and Staffing

The centre has 43 staff in Hanoi and about 2500 located in the provinces. Each province has approximately 40 members of staff.

Central CERWASS is headed by a director and a vice-director and organised into the following five sections:

- Planning and Investment Section;
- Technology and Capital Investment Section;
- Environment, Communication and Sanitation Section;
- Building Material and Equipment Administration; and
- Station for Technology Transfer for RWSS.

Programmes and Activities

UNICEF's WATSAN programme takes up a large part of the activities where CERWASS only handles the water supply component. The Women's Union and the Youth Union play major parts in the community mobilisation campaigns and the administration of the revolving funds for sanitation. MOH and MOET are to some extent involved in the sanitation component, but Women's Union provides the major contribution towards IEC (information and education campaigns).

Central CERWASS has the overall responsibility for planning, provide financing, supervision and monitoring of rural water supply projects, implemented through the provincial branches of CERWASS.

Central as well as provincial CERWASS staff is all well qualified professionals within the technical disciplines of rural water supply. Through its involvement in UNICEF's WATSAN programme CERWASS has amassed considerable experience in designing and implementing different forms of rural water supply through its provincial units. However, water supply is still regarded as a technical matter in Vietnam and within CERWASS there is a lack of professionals with degrees in sociology and rural development. In connection with UNICEF projects Women's Union is taking on the role to facilitate community development.

5.4.4 Ministry of Health

MOH takes care of preventive and curative health services including environmental sanitation¹³. As this also includes RWSS gives MOH an important position in the sector. The role of MOH is to provide health education, to promote proper water supply and sanitation practises, and to implement sanitation programmes in the rural areas.

The key institutions are central level are the Department of Hygiene and Epiemiology and the Institute for Occupational and Environmental Health. At regional level the Regional Pasteur

¹³ It is therefore misleading when the phrase "environmental sanitation" is used in connection with CERWASS as the main task of this institution is rural water supply. Sanitation is to be dealt with by MOH institutions.

Institutes and the provincial level of the Preventive Medicine Centres are located.

5.4.5 Other Central-level Institutions Involved

Other ministries with a more indirect, but still important, role in the RWSS sector are:

- The Ministry of Science, Technology and Environment (MOSTE) responsible for environmental protection;
- The Ministry of Education and Training (MOET) responsible for health education in schools and one of UNICEF's counterparts in promoting school sanitary facilities;
- The State Planning Committee (SPC) is the most influential policy maker at national level as it recommends to the Council of Ministers the overall national allocation of state finances. All major water supply and sanitation projects (WSSP) financed from national budgets must pass the approval of SPC.
- Ministry of Finance (MOF) works closely with SPC and distributes the state budget finance to the sectors and projects according to the actual liquidity of the state treasury. MOFI also set annual sectoral goals, and regulates management accounting - any exceptions from the uniform system must be reported to MOFI.
- Ministry of Planning and Investments (MPI) has a very wide mandate, which covers the establishment of strategies and master plans for the socio-economic development of the country, the orientation and structure of domestic and foreign investments.

5.5 Provincial Stakeholders Involved in the RWSS Sector

5.5.1 Introduction

The provincial level administration is very much a reflection of the national level structure. It includes *departments* and *committees* representing the various national level ministries.

The provincial (and district) departments and offices and centres are all part of the State Management System, which is governed by the principles of dual authority. This implies that a provincial department is administratively responsible to the People's Committee and their Chairman. It is also, however, responsible for technical affairs to its parent ministry at the national level. As such staff at provincial (and district level) is accountable to their departmental superiors for technical work, and to the (provincial or district) People's Committees for administrative matters and implementation of development plans. Enterprises and factories under provincial authority are managed in the same manner.

While laws and decrees can only be promulgated at the central level through the National Assembly, provinces are in a position to promulgate decisions and directives under the general national framework. This implies that the National Government provides guidelines,

which are further detailed into master plans by the provinces on which they must report annually to the National Government.

The two main actors involved in implementing RWSS activities at province level are:

- the Provincial Department of Agriculture and Rural Development (DARD) through the Provincial CERWASS; and
- the Department of Health (DOH).

There are a number of other stakeholders involved in a more indirect manner. Together with the main stakeholders they are represented through the Provincial Steering Committee for Water and Sanitation (PSCWS).

Among Mass-organisation the Vietnam Woman's Union (VWU) and the Youth Union are the most active.

5.5.2 The Department of Agriculture and Rural Development

Organisation

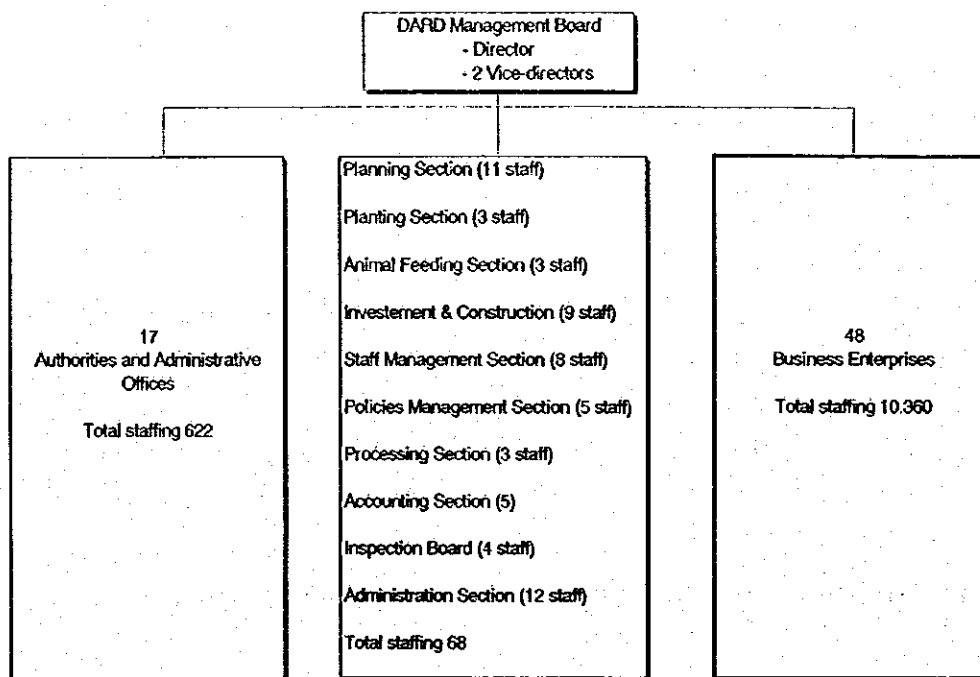
DARD was established in 1996 through the integration of Department of Agriculture, Department of Hydrology, and Department of Forestry. DARD is a very large institution. For instance in Than Hoa province DARD administrative itself contains of 10 sections with a total 68 staff headed by a Director and two Vice-directors. Under the umbrella of DARD there are 17 different authorities dealing with different aspects of facilities management including Water & Hydrology Facility Management and Flood and Storm Protection & Dam Management. The business enterprises cater very often for the largest division within DARD.

The most important organisations within DARD involved in RWSS are:

- CERWASS responsible for design and implementation of rural water supply facilities;
- Water & Hydrology Facility Management Authority responsible for managing ground and surface water resources. This includes giving license to exploit water resources. The authority is also overall responsible for approving projects dealing with water resource exploitation, monitoring and control.
- The Labour Arrangement Section is involved in terms of its overall control of CERWASS staff.
- Planning Section is responsible for compiling all plans within the sector including CERWASS projects.
- Social Section makes policies on water tariffs/financial support to poor households/communes.

An outline of the organisation of DARD is presented below (example from Than Hoa province).

DARD Organisation (using Than Hoa as an example)



Main Responsibilities and Duties

The main responsibilities and duties of DARD are related to agriculture production and water supply to domestic consumption and production. The duties of DARD is regulated by:

- Environmental sanitation regulations;
- Natural water resources law;
- Hydrological facilities law;
- Dike protection law;
- Guidelines from MARD.

DARD's (and CERWASS') involvement in environmental sanitation is very limited. The Provincial Department of Health deals this with, which is responsible, for all health issues related to water supply and sanitation. Department of Science, Technology & Environment is responsible for the impact on the environment from sanitation and sets standards for pollution as well as gives discharge permissions. The Provincial Department of Health and Department of Science, Technology & Environment gives guidelines to CERWASS on RWSS project issues.

The main responsibilities and duties of DARD includes:

- Make recommendations to the Provincial People's Committee (PPC) on policies and decisions within the sector;
- Make recommendations to the PPC on strategies, long-, medium-, and short term plans for the sector. Develop strategies and master plans as well as provide guidance and co-

ordination with other sector on implementation;

- Provide professional guidance on all productive issues within the sector;
- Make research and apply new sciences and technology to improve performance of the sector;
- Monitor performance of the sector including quality, safety, and environmental issues related to agriculture production and flood and water resources management;
- Secure the functions of state management of the state companies in the sector;
- Perform state inspection and professional investigation as required including providing and managing licences;
- Provide veterinary services and safety of foodstuff production and use;
- Conduct all internal co-ordination within the sector;
- Build capacities and human resources within each sub-sector;
- Conduct flood protection and prevention of drought;
- Guide the allocation of human resources and the development of new economic areas/zones;
- Manage all state properties and human resources under the control of DARD.

Except for CERWASS there is limited involvement in RWSS from the other organisations within DARD. In some provinces there is a team in the Planning Section dealing with IEC on water and sanitation issues. However, there is a long way from the province down to the communes and households and budget for IEC is limited. Most IEC from province level is handled by giving instructions to district administration and provide information through mass media. The main provider of IEC on health issues at province level is the Health Centres through the Provincial Department of Health and the Women's Union.

5.5.3 The Provincial CERWASS

Main Functions

The main functions of the centre are to:

- Evaluate present water supply systems;
- Assist the province in planning (short, medium and long-term) water supply;
- Organise and implement projects;
- Share domestic finances to execute work;
- Implement water supply projects supported by UNICEF;
- Authorised to make proposals supported by domestic organisations and international donor agencies;
- Carry out campaigns on environmental management and protection - train staff to do this;
- Construct pilot projects on RWSS
- Plan and implement piped rural water supply as well as provide bore-holes/wells for

villages;

- Training of local users to O&M
- Provide guidance;
- Enforce sector regulations

The Provincial CERWASS is guided by the Central CERWASS, which undertakes the following support functions for the provincial centres:

- Co-ordinate operations and priority investments in the sector;
- Prepare medium-, and annual plans and approve implementation of projects;
- Initiate the implementation of plans approved by national and provincial administration (MARD, DARD and Provincial People's Committee);
- Supervise the quality of construction and service delivery;
- Organise, directs and monitor domestic and foreign funds (including UNICEF funds);
- Organise training courses for participants from the RWSS sector.

CERWASS' involvement in environmental sanitation is very limited as this is the responsibility of the Department of Health.

Organisation and Staffing

CERWASS is the lead agency in the rural water supply sector and have created many of the norms and approaches that are now applied nation-wide. CERWASS is a centre under the Department of Agriculture and Rural Development (DARD) and reports directly to the provincial director of DARD and to Central CERWASS.

Most Centres were established in the 1980s to work with UNIFEC and other international organisations in RWSS in connection with the set-up of a new provincial administrative structure. In its initial phase CERWASS was only responsible for water supply but since 1995 when it was transferred from Minister of Labour, Invalids and Social Affairs (MOLISA) to MARD it has (in principle) also been responsible for environmental sanitation.

The centres are headed by a Director and supported by a Vice-director who together constitutes the Management Board. In most cases CERWASS is divided into four Sections.

The **Administrative Section** is generally staffed with a head of section supported by a document keeper. The main functions of the section are to perform staff management, administrate all documents, purchasing and handle security measures.

The **Technical Section** has generally a head of section that often is a geological engineer, which is supported by a technical expert in water supply. The main functions of the section are to prepare and collect all technical data on RWSS systems; make feasibility studies including preliminary technical drawings; conduct construction and facility inspection and handing over procedures including training of O&M operators.

In some provinces the Provincial CERWASS has not the authority to make detail technical design. In those cases this is performed by the Department of Construction under the Provincial People's Committee on payment basis (500.000VND for each drawing) or by central CERWASS' Technology Transfer Section also on payment basis.

The **Planning Section** has generally a head of and selected numbers of expert in charge of planning and cost estimates and calculations. The main functions of the section are to make annual projection plans according to the proposed RWSS projects to be investigated and implemented¹⁴. The planning is based on:

- 1) annual national government targets (MARD);
- 2) requested projects from the districts/communes;
- 3) Central CERWASS approval and priorities

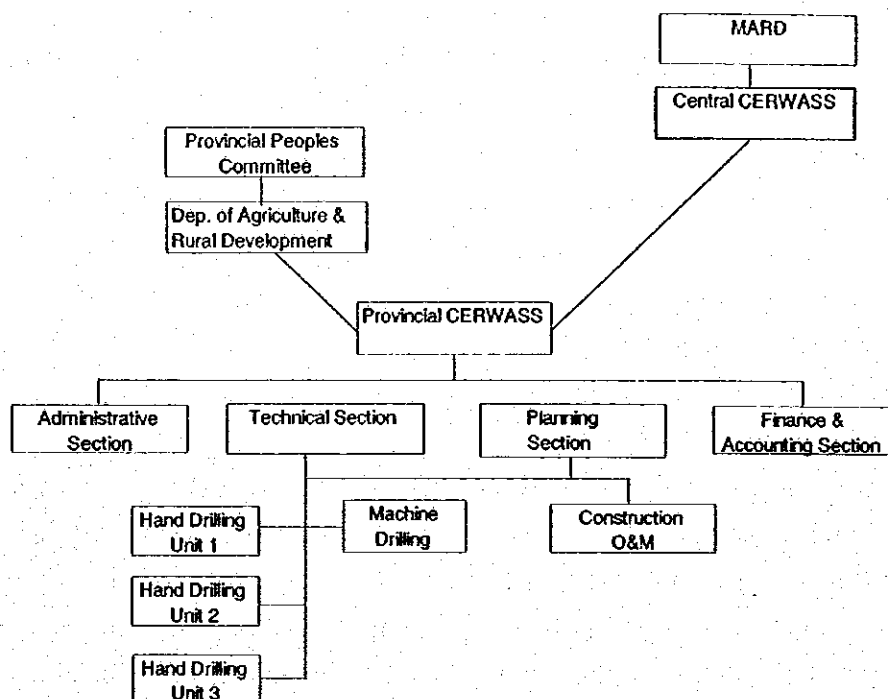
The **Accounting Section** has generally two staff members: head of section is BA, very often with a degree in economics, and an office. They are responsible for managing the internal operating budget and income generating activities of Provincial CERWASS (but not project related cost estimates, which is done by the Planning Section). Income generating activities are used to finance non-state employees (those who are not on the national/provincial budget pay-list, accounts are audited by a state company under MOF.

Drilling Teams. Well drilling is done by the Drilling Units, which are under the supervision of the Technical Section regarding job performance while the Planning Section directs job opportunities.

Total staffing is generally between 25 and 40 of which 2/3 are assigned to the drilling team. An outline of CERWASS' organisations is presented overleaf.

¹⁴ The Administrative Section does administrative planning on the operations of CERWASS. The operational budget is allocated from the provincial finances through national budget allocations.

Organisation of CERWASS Ha Tinh Province



A typical staffing pattern of CERWASS is outlined in the table overleaf.

Category	Mgt. Board	Adm.	Technical	Planning	Accounting	Hand Drilling	Machine Drilling	O&M
Univ. grad	1		1	1	1			
Technicians		2	1	2	1			
Workers		1				12	6	3
Total = 32	1	3	2	3	2	12	6	3

Employment is based on government regulations on state employees (staffing targets and professional qualifications). Average salary is VND 400.000 for professional staff and VND 300.000 for workers per months.

The funding of salaries comes from 2 sources:

- Senior and managerial staff plus administrative staff are paid through the national government payment system. 15 receive their salaries this way.
- Contract staff (drilling-workers and casual workers) are paid through CERWASS own sources of funding e.g. drilling assignments and consultancies conducted through local

contracts. The operational budget of CERWASS is therefore partly depending on income generating activities achieved through local contracts.

Staff training/courses have been conducted for drilling staff. However, funds for HRD is very limited and there are no plans available stating needs and priorities. Most training provided is through courses and seminar offered by international agencies (UNICEF).

Operations

The operations of CERWASS are related to planning and implementation of water supply facilities including well drilling for villages.

The work of CERWASS can be grouped into three main categories:

- 1) Emergency drilling projects due to lack of water in dry seasons. Funds from MARD and MOF.
- 2) Ordinary projects related to drilling for UNICEF projects as well as managing the building of rainwater jars. CERWASS provide the materials for the communes on payment basis.
- 3) Larger-scale piped water supply projects with either gravity flow or ground water pumping.

Until now the main workload of CERWASS has been coming from its involvement in the planning and implementation of UNICEF's WATSAN Programme.

Planning

The provincial long-term development plan together with national sector plans provides the yardstick for rural development. It includes targets for each sector to be achieved over a stated period of time (5 - 10 years). If necessary, these targets are revised during the annual planning cycle. They provide the basis for the annual plan for each provincial department and reporting shall include a comparison of planned and actual achievement.

In reality CERWASS planning horizon is normally annually as project funding are only approved on a year to year basis. No medium- and long term priority plans are therefore made by CERWASS (master planning).

The planning period for a larger-scale water supply project is generally 3 man/months on a part-time basis where each section have different tasks to perform (please refer to the sections above). The workload is foremost depending on funding available from UNICEF or other contributing agencies, local contribution and needs as well as provincial and government funds.

RWSS projects is supposed to be need based but on the other hand national and provincial development plans sets targets for the development of the RWSS sector. Requests on RWSS are collected from the communes in two ways:

- a) the CPP send a request to the District Agriculture and Rural Development Office (DARDO) who forwards the request to DARD which then is dispatched to CERWASS.

CERWASS initiates a pre-feasibility study on the water conditions local as well as do a socio-economic screening (willingness to contribute financially to the project).

A letter is then sent to DARD and Central CERWASS (and UNICEF) with remarks on to proceed or not.

If the pre-feasible study is approved by Central CERWASS the project is included as one of the targets for RWSS projects and a letter is sent to MARD for acceptance.

The reply/approval (only technically not financially) is then reversed in the same manner back to PPC, DARD, CERWASS, DPC, CPC and finally the village.

- b) The same process as a) but initiated by CERWASS, which approaches the communes on their own initiative.

It appears that the involvement of target communes in the whole project cycle is very limited. Planning is very much top-down performance and local participation is generally restricted to financial contribution and provision of manual labour on the request from the Commune People's Committee.

A closer description of the planning process is applied in Annex 1.

Design

It is a principle that the technology applied should be adjusted and fitted to local level skills. Local craftsmen shall therefore do maintenance and minor repairs. More complicated issues by CERWASS or an other professional organisation (the communes are free to select any provider as long as they are registered and certified). So far Vietnamese products have been used in the majority of RWSS schemes and there is no problem in getting hold of spare parts that fit to Vietnamese standards.

In most cases the technical design is then completed by the provincial Department of Construction or a company with a license to do such work¹⁵. It appears that provincial CERWASS does not have the authority to make detailed design and cost estimates/budget.

Mobilisation

Mobilisation of communes is done through IEC (propaganda) campaigns through involvement of local unions like Women's Union, Farmer Union etc. This is organised by the Provincial CERWASS in co-ordination with the District Agriculture Office, Commune's People Committee in the project area plus the local unions. The objective of the IEC is to get people committed, increase their awareness on RWSS issues and to contribute financially and manually to the construction and O&M of RWSS facilities. Limited funds are provided to training of RWSS facilitators.

Implementation

Except for drilling of wells are constructions of piped water supply systems conducted by local entrepreneurs (either by state companies or by private companies). The role of

¹⁵ Stipulated price is VND 3.8 mill./km of piped system.

CERWASS is restricted to contracting, supervision and control of construction and organises handing-over procedures.

Before construction starts CERWASS establishes a Construction Management Board with members from 1) provincial CERWASS (one engineer and one from the Accounting Section); 2) the District People's Committee; 3) The Commune People's Committee. The provincial CERWASS director heads the board. The main functions of the board includes 1) signing of contracts; 2) monitor/inspect and evaluate implementation; 3) approve and perform handing over procedures.

Operation and Maintenance

The main strategy is to make the local communities able to operate and maintain the water supply facilities themselves and by their own financial means¹⁶. A central activity of CERWASS is therefore to make the O&M of facilities sustainable. This is done by:

- Training of selected local people to O&M the facilities;
- Distribute manuals/booklets guiding O&M;
- Supply materials and spare parts (generally this can be purchased in the nearest town) or establish material shop where spare parts can be purchased;

In connection with gravity WS systems, however, a professional O&M group are established. Training of O&M personnel is generally done as a part of the handing-over procedures and conducted by CERWASS. The training is done as on-the-job training over a period of 4 weeks. Main focus of the training is the technical aspect of operation and maintenance while financial issues and collection of water fees are delegated to CPC and Village Heads.

After handing-over, the facilities are to be managed by the CPC. One caretaker who gets assistance from CPC on fee collection and administration generally performs operation and maintenance. The caretaker performs general maintenance, while CERWASS or any other licensed company can do major repair. Spare parts can in most cases be obtained from the nearest town. CERWASS has no spare parts in stock.

Monitoring

DARD is responsible for monitoring the work of CERWASS. According to DARD more emphasis must be put on improving local capacity as well as the professional skills of management organisations (CERWASS). However, limited resources are available for post-graduate training of professionals, most enhancements of skills and knowledge come from on-the-job experience.

The District Health Centres through the Disease Prevention Team, which takes water samples if there is a suspicion of bad water quality, do monitoring of water quality. Other tests are

¹⁶ Financing O&M is based on payment according to consumption – as “it is the people's facility so they have to pay themselves”.

done randomly. The communication between health authorities and CERWASS is generally limited to the detection of water-borne diseases in the drinking water.

5.5.4 The Department of Health

(1) The Overall Context

Health issues at national level are addressed through the Ministry of Health (MOH) and the Department of Hygiene and Epidemiology (DHE). DHE is represented at province level through:

- Department of Health (DOH)
- District Health Centre (DHC)
- Commune Health Centre (CHC)

Department of Health takes care of preventive and curative health services through the operation of the primary health care system at local level. DOH reports to the Ministry of Health (MOH) at national level and PPC at province level.

Its position, responsibilities and functions in the RWSS sector are governed by the Law on Public Health (1989). In the water and sanitation sector the role of DOH is to provide health education, to promote proper water supply and sanitation practises, and to implement sanitation programmes in the rural areas.

In the RWSS sector the law assigns mainly regulatory functions and information and education campaigns (IEC) to DOH. However, it also allocates responsibilities to DOH for prevention of communicable diseases, which also includes RWSS.

DOH is the umbrella organisation covering all health activities at provincial and local level. DOH is also a member of the RWSS Management Board, which is chaired by the Chairman of the Provincial People's Committee.

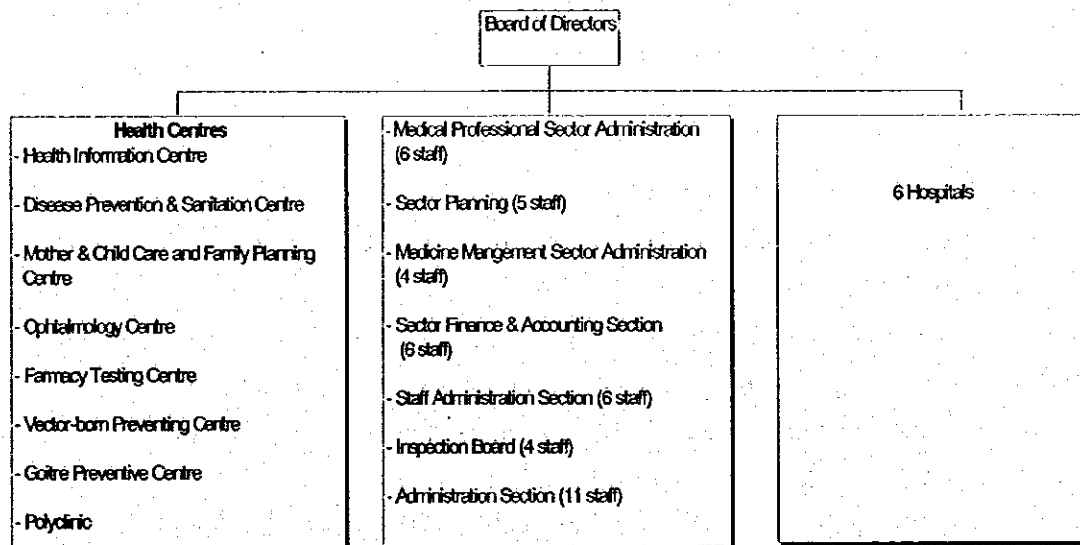
Its key functions within the RWSS are regulatory related to the monitoring and enforcement of standards, although delivery of public services and IEC programmes are also part of its mandate. The main functions relates to:

- Provide standards and guidance to the public on all health issues related to safe water and environmental sanitation;
- Give standards and guidance to professional organisation engaged in building and operating water supply systems;
- Monitor and evaluate health issues related to public use of water supply facilities and sanitation.

DOHs have comparatively large staff with qualified doctors, technicians, support staff and laboratories with basic equipment.

DOH in Thanh Hoa province can be used as an example on the organisation of DOH. In Thanh Hoa DOH is responsible for 6 hospitals and 8 health centres. Overall management and

administration is done by the Director assisted by 3 Vice-directors and 7 staff units (sectors) totalling 41 employees. An outline of DOH is presented below.



The most important institution related to RWSS is the Provincial Disease Prevention and Sanitation Centre (PDPSC) which is involved in preventive health care including environmental sanitation and safe drinking water.

(2) The Provincial Disease Prevention and Sanitation Centre

Main Functions

The PDPSC reports to the provincial Department of Health. Its key functions are regulatory related to the monitoring and enforcement of standards, although delivery of public services including IEC programmes are also included in its mandate. The main functions of the PDPSC are:

- Provision of primary health care services;
- Control and monitoring of environmental sanitation;
- Monitoring of industrial and occupational health;
- Health monitoring in schools;
- Inspection of sanitary facilities in public works;
- Provision of malnutrition prevention programmes;
- Epidemiological monitoring of 23 communicable diseases;
- Vaccination programmes;
- Health education;
- Control and monitoring of epidemic diseases.

As available funding determines the activities of PDPSC, the National Environmental Sanitation Programme of UNICEF for controlling and testing of latrines and water quality is a core activity.

Organisation

The PDPSC has comparatively large staff with qualified doctors, nurses, technicians, laboratories and support staff. In Thanh Hoa PDPSC includes 56 members of staff. The staff is headed by a director and organised in 5 main sections:

- Administration;
- Planning Section;
- Laboratory (provide testing of domestic water);
- Sanitary Faculty (provide training on health issues related to RWSS);
- Disease Prevention Faculty;

The National Environmental Sanitation Programme of UNICEF is a core activity of PDPSC. This includes control and testing of latrines and water quality. However, laboratory equipment is often outdated and testing is often rudimentary as available funding determines the activities of PDPSC.

The PDPSC works through the District Health Centres (DHC) and the Commune Health Centres (CHC) through delegation of responsibilities, issuing orders, monitoring performance according to set targets, and provides professional support including laboratory services.

The most important unit regarding RWSS is the **Sanitary Faculty** responsible for all aspects of public and environmental sanitation. The faculty has professional medical staff and health workers responsible to the head of faculty. Normally, the faculty has four sections:

- Public Sanitation;
- Industrial Sanitation;
- Foodstuff Sanitation;
- Environmental Sanitation.

All sections are interacting and support the District Health Centres as well as Commune Health Centres on the different aspects of RWSS.

Main Activities

The main activities related to rural environmental sanitation includes:

- Provide guidelines and guidance on how to handle water to be safe and the importance of using (clean) latrines;
- Provide guidelines and guidance on how to dig wells and operate and maintain them in a proper manner;
- Monitor and evaluate the RWSS situation.

These functions are generally done the following way:

Upon request from the Department of Health - which in turn is requested by the Commune Health Centres (CHC) - staff from the DHC laboratory collects water samples and other samples to establish the causes of any water diseases. If the tested water is found condemned, the polluting source must be detected by the CHC with technical support from DHC or the

PDPSC.

In principle water from wells should be tested regularly - especially after flooding. In general water from wells should be tested every 3 months. In connection with piped water systems testing of water quality should be performed twice a week. If there are problems with the water quality PDPSC send a request to CERWASS through DARD on the matter and demand for proper action to be taken (treating of water etc.)

Division of responsibilities and co-ordination of work between the province and the district is done on monthly meetings (every 10th day of the month). Based on the reports PDPSC prepare actions to be taken at district level. Except for UNICEF programmes and vaccinations most planning is done on a monthly basis. When there is an outbreak of diseases caused by contemned water, PDPSC will ask the responsible authority to take actions.

IEC is generally performed the following way:

- Campaigns through mass-media;
- Use of mobile amplifiers (loudspeaker on cars);
- Each hamlet has a person responsible for propaganda.

PDPSC instruct the DHC which then organise CHC to conduct the campaign. In general, campaigns are only conducted when there is an outbreak of disease. Most programmes on environmental sanitation are conducted with financial support from UNICEF. In those case were there are no external finances provided, each level (province, district and commune) are responsible for financing their own part of any action (planned targets based on higher lever projections) if it is not part of a national programme or campaign receiving targeted financial resources.

Government campaigns to improve latrine conditions have bee conducted through a pilot programme which introduced clean latrine models in selected communes. The objective was that through experience, the commune people would copy the model and build one on their own. This programme has not been too successful.

It seems that the only form of co-operation between CERWASS and PDPSC is through the process of testing domestic water. DOH through PDPSC is not involved in any integrated RWSS activities with CERWASS. It seems that both organisations perform their activities more or less autonomously from each other. CERWASS, though, is guided by the health regulations regarding water quality which is controlled by PDPSC. When it comes to environmental health education PDPSC is part of a educational network managed by the Ministry of Education (MOE) where PDPSCs provide guidance on health education. This is generally done by arranging training courses for teacher on different health issues. The budget is provided by MOE and PDPSC is given a small allowance. In general, IEC budgets are very small and the effect limited. The Commune Health Centres perform primary health care information while CERWASS confines their role to construction and operation and maintenance of water supply systems. Thus, safe drinking water is not directly related to

environmental sanitation in the context of projects promoted by CERWASS.

In those cases where a more programmed approach to environmental sanitation is applied it seems that DOH is conducting these independently from the operations of CERWASS. Often DOH promotes its own water supply project (provides information and guidance on construction of well and rainwater collections systems (water jars).

5.5.5 Vietnam Woman's Union

Among the mass-organisations is the Vietnam Woman's Union (VWU) is the most active. They are mainly involved in the implementation of UNICEF's projects on community mobilisation.

The role of VWU in RWSS activities can not be overestimated. Its nation-wide coverage, its close interaction with the users and their understanding of village people's attitude and customs makes VWU an obvious and valuable partner in assuring practical solutions to RWSS issues.

Main Objectives and Functions

The objectives of Women's Union in connection with RWSS are to:

- Improve local communities awareness of proper environmental sanitation;
- The importance of using clean water and how water can be safe to drink;
- Help women to build clean sanitation facilities

The Vietnam Women's main involvement in the RWSS sector is through the implementation of UNICEF projects on community mobilisation. The aim is that each household should have:

- One clean well;
- One clean latrine;
- One clean bathroom.

The WU distributes RWSS booklet to the village counterparts as a guidance to perform IEC campaigns and conducts training of "counterpart women" from target communes. The aim is to facilitate the national goals on RWSS e.g.

The financial resources to support this on a national basis is very limited, however, WU are able to contribute some resources to the poorest communities as well as direct UNICEF resources to the most needed commune. WU is a member of the Provincial RWSS Management Board.

Main Activities

The main activities promoted by the union includes:

- Creating credit systems for WU members to improve water and sanitation facilities such as buying buckets/jars, build smokeless stoves, and latrines;
- Training selected actors at commune level on management of credit and loan systems; on education and information for villagers on O&M of water source and latrines. This is done

in close co-operation with CERWASS;

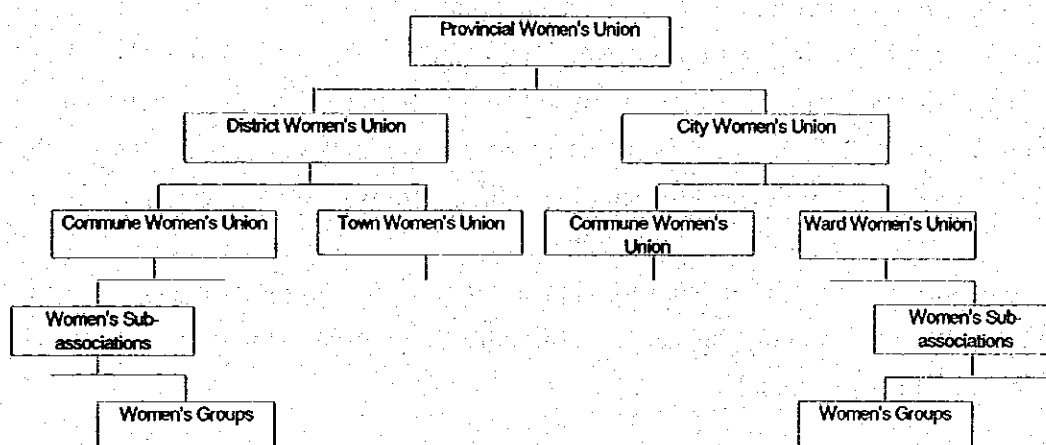
- Creating networks of trainers and networks of VWU at all levels within the sector promoting community mobilisation and participation;
- Organising review workshops and promoting campaigns on sanitation and hygiene and clean behaviour, etc.

Organisation

The Women's Union works in a similar way to the other provincial departments e.g. through delegation and instruction of district and commune branches of the union. The main implementing unit is therefore at commune and village level. This is done through:

- Regular village meetings with participation from the district or province;
- Organising clubs or task-forces;
- Conduct IEC campaigns and distribute information materials (often provided by UNICEF).

An outline of the organisation is presented below.



In most cases is the Provincial Women's Union is divided 5 section a board of directors. The Sections includes:

- Administration;
- Human Resources;
- Family Relations ;
- Propaganda and IEC;
- Project Management.

Provincial staffing counts in most cases around 20 people, many of them academics within the area of sociology and rural development.

At district level the Women's Union office has an average of 4 staff, commune level or towns have 2 and in each village there is one representative. In addition there is a network of "counterpart" women at village level organised in sub-associations and women's groups. The

units are used as mediators of implementation.

5.5.6 The Provincial Steering Committee for Water and Sanitation

The Provincial Steering Committee for Water and Sanitation (PSCWS) is a comparatively recent innovation among the local level RWSS institutions. By 1997 provincial networks were established in 25 provinces. In the current transitory phase of the sector is not immediately apparent if the committee will assume the same mandate as the national committee.

The Provincial Boards are guided by the National RWSS Management Board but is responsible to the PPC.

The members of the board includes: DARD, Department of Science, Technology and Environment, Department of Health, Department of Planning and Investment, Department of Construction, Department of Finance. CERWASS is participating as an observer. Board meetings are to be conducted every quarter or when needs arise.

The main function of the board is to co-ordinate joint effort development within the RWSS sector. The board meets every quarter and review progress and challenges addressed on previous board meetings. Proposed actions on how to meet targets and challenges for the remaining planning period as well as addressing immediate actions so solve severe problems.

RWSS Management Boards has been established in all the five programme provinces. It is the impression that in most cases so far this is only a formality and more time and support is need to make the Boards fully operational.

At district and local level the RWSS is often confused with the Project Management Board which are established in connection with project implementation. These boards, however, are dissolved, after completing construction.

5.6 Other Provincial Institutions Involved in RWSS

5.6.1 Department of Science, Technology and Environmental Protection

The department has a very wide mandate with both regulatory and research functions. Its main activities in the RWSS sector is related to protection of water resources, and in particular industrial pollution and the misuse of pesticides in agriculture production. It has overlapping responsibility with the PDPSC to control water quality standards in order to perform environmental monitoring and control.

5.6.2 Department of Planning (DPI)

DPI is one of the most powerful institutions of the state administration at province level. It coordinates the inputs of the line ministry's sub departments in accordance with the Government's long-, medium-, and annual plans. Advises the Provincial People's Committee (PPC) on budgets for each sector, and exerts an indirect control over expenditures. In each line ministry's provincial departments there is a Planning Section which liaisons directly with DPI. The same occur at district level where DPI is represented by the District People's Committee Planning Section.

5.6.3 Department of Finance (DOF)

DOF is closely connected to DPI. Its main tasks include support and guidance to the PPC in the preparation of the annual budgets and assist in rafting the medium-, and long-term financial plans. It also participate in the drafting of the annual socio-economic plans and plans for capital investments.

When the different authorities implement their plans DOF provides support and guidance on how to reach targets and provide assistance on management of loans and debt payments. It has the duty to control the finances of self-managed institutions as well as manage the auditing and accounting service for PCC. This includes participation in the evaluation of all project where foreign funds are involved.

5.7 District Stakeholders Involved in the RWSS Sector

5.7.1 District Agriculture and Rural Development Office

Main Functions

At district level the District Agriculture and Rural Development Office (DARDO) is the main agent for rural development e.g. agriculture production. However, DARDO is to a very limited extent involved in RWSS. Formally, all requests on support on water supply goes formally through DARDO which forwards a letter to DARD and CERWASS. DARDO has also the right to request private drilling companies with a licence to make wells upon approval from DARD and the Provincial Authority for Water Resources Management which is represented at district level by the Office of District Authority for Water Resources Management¹⁷.

¹⁷ The co-operation between Office of District Authority for Water Resources Management (ODAWRM) and DARDO is restricted to provision of collected data. DARDO collect data on

That the main functions of the DARDO is directed towards agriculture production. As such it is CERWASS that takes care of most rural water supply activities organised through the MOARD framework.

The main functions of the DARDO are related to:

- Support and improve agricultural production and thereby the income and living standard of the population;
- Organise and supervise co-operative systems according to national policies;
- Construct rural infrastructure necessary for agriculture production (roads, irrigation channels etc.)

The most related activity related to rural water supply is done in connection with flooding as this might ruin wells or effect wells by other means. Under these conditions DARDO gives advise to the Commune People's Committees on what to do after assessing damages (might recommend testing of water and/or construction of new wells etc.). DARDO then inform the responsible department at district or province level (District Health Centre, CERWASS, Department of Science, Technology and Environmental Protection etc.). During drought DARDO can request CERWASS or a private drilling company to establish new wells. This work has to be paid by the communes/households.

The main activity related to water source management is in connection with water supply for agriculture production. In this context DARDO calculate the water needed for irrigation.

DARDO is either involved in any kind of activity related to environmental sanitation as this is under the responsibility of the health sector.

Organisation

The District Agriculture & Rural Development Office is in most cases divided into 4 sections. The number of staff is generally between 5 and 10 employees of which 1 is head of division assisted by a vice-head. The other staff-members have backgrounds in agricultural engineering or related subjects covering:

- Agriculture (crop production);
- Animal (animal feeding and production);
- Co-operatives Management (control of co-operative production)
- Water Resources (dealing with water flood management).

the need for water resources for agriculture production which is provided to ODAWRM which then make projections on water needs and calculates water costs for each co-operative (water is treated as an economic good).

5.7.2 District Health Centres

At the district level it is the District Health Centre which have the form responsibility for the implementation of rural environmental sanitation projects. The DHC is also in charge of the monitoring of water quality and sanitation in the district. DHC also manages the revolving funds set up under the WATSAN programme and undertakes promotion campaigns and training courses in the construction of latrines for the community health workers and masons at commune level.

The DHC reports to the Provincial Department of Health on all professional matters but is also responsible to the District People's Committee on implementing specific district health policies.

Main Functions

The DHC is directly in charge of the monitoring of water quality and the sanitation situation in the district through the Commune Health Centres or directly through the Disease Prevention & Sanitation Team, which is the main responsible unit for RWSS in the district. The DHC also manages a revolving funds set up under the WATSAN Programme (UNICEF) and undertakes promotion campaigns and training of selected community health workers and masons in connection with pilot project on clean latrines.

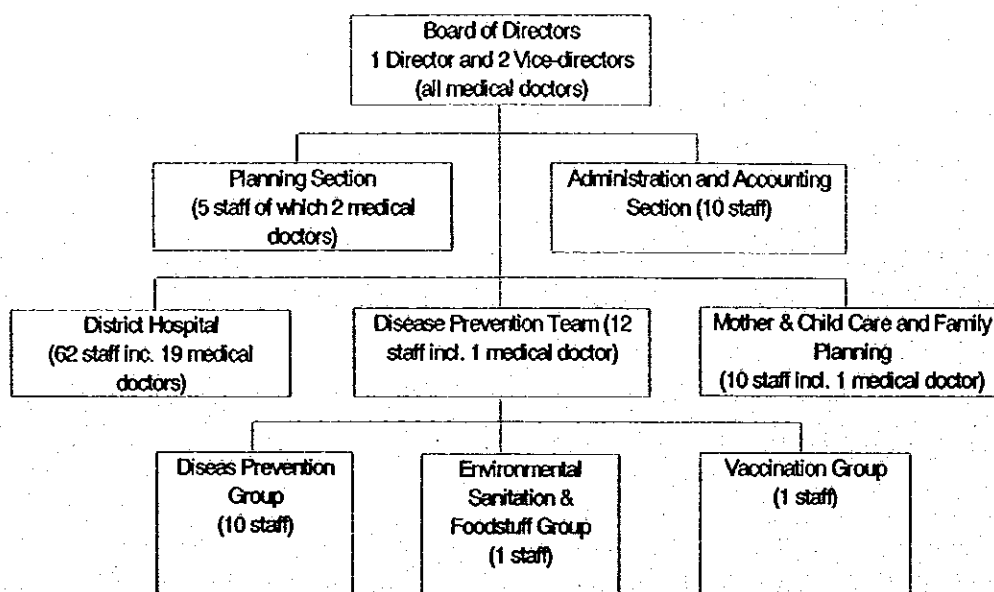
The Disease Prevention & Sanitation Team consists in most cases of a medical doctor and a selected number of nurses. The main functions of the team are:

- Manage vaccination campaigns;
- Introduce preventive action towards infection diseases;
- Facilitate awareness on environmental sanitation and promote construction of "clean latrines, clean wells, and clean bathrooms.
- Promote proper handling and storage of foodstuff.

These functions are done mainly through the Commune Health Centres (CHC) where DHC send instruction on specific actions to take. The role of the Disease Prevention & Sanitation Team is to make guidance and training to CHC staff, provide information material, monitor and ensure that instructions are implemented.

Organisation

Thieu Hoa District Health Centre is used as an example regarding the role of District Health Centre (DHC) in RWSS. A Board of Directors consisting of a Director and two Vice-directors heads the DHC. Totally there are 102 staff of which 26 are medical doctors. The organisation of DHC is outlined below.



Disease Prevention & Sanitation Team

The Disease Prevention & Sanitation Team is the main responsible unit for RWSS in the district. The DHC also manages a revolving funds set up under the WATSAN Programme (UNICEF) and undertakes promotion campaigns and training of selected community health workers and masons in connection with pilot project on clean latrines.

One staff has the main responsibility for co-ordinating health issues related to the RWSS sector. This is mainly done through the Commune Health Centres (CHC) where DHC send instruction on specific actions to take. The role of the Disease Prevention & Sanitation Team is to make guidance and training to CHC staff, provide information material, monitor and ensure that instructions are implemented. Some of these functions include among other things:

- Provide instructions on national campaigns like the “international environmental day”;
- Provide guidance on how to make proper latrines (technical design are provided to the communes via the CHC);
- Guidance on how to make and secure clean wells;
- Distribute IEC materials received from the province and direct any IEC campaigns instructed from the provincial level;
- Collect, assess and approve monthly reports on RWSS from the CHC;
- Compile data and produce statistics on RWSS issues;
- Conduct investigations on RWSS issues at commune level as required;
- Make reports to the District RWSS Management Board on RWSS issues.

The Disease Prevention & Sanitation Team works through the Commune Health Centres, which they guide, based on instructions from the Department of Health.

5.7.3 District RWSS Management Board

It seems that only Than Hoa district has established a District RWSS Management Board¹⁸. According to the DPC the board has branches in all the 31 communes of the district. The board is headed by the Chairman of the PPC and members are from district administration and district unions.

In Ninh Binh there is no District RWSS Management Board in the district but according to the Vice-chairman of the District People's Committee it will be established upon the initiation of the JICA project. Presently, the District People's Council discusses RWSS matter on its quarterly sessions.

The members of the board reflect the same composition as the one at the province level.

5.8 Local-level Stakeholders Involved in the RWSS Sector

The main involved stakeholders at commune level are:

- The Commune People's Committee;
- Commune Health Centres
- Local Mass-organisations;
- Village committees

5.8.1 Commune People's Committee

A commune consists of several villages, which is divided into hamlets. There might also be one or more production co-operatives within a commune. Most of the functions found separately at district and province level are collected under the umbrella of the Commune People's Committee. The CPC has taken over many of the responsibilities from the co-operatives. It manages land and other natural resources, collect taxes, takes care of social welfare and prepare development plans and projects for the Commune People's Council to approve. It carries out the administrative, political and economic decisions of the People's Council, but is also a relatively independent body. In most commune the following functions can be found under the jurisdiction of CPC:

Section/Function	Staffing
Management Board (Chairman and Vice-chairman)	2
Military	2
Police & Security	2

¹⁸ The board was established in Marts 1997.

Family Planning & Population	9
Culture & Social Matters	2
Administration	1
Finance & Accounting	2
Land Property	1
Communication, Water Resources & Sanitation	1
Total	22

The example is taken from Duc Ten commune in Ha Tinh province. The number of staffing can change from commune to commune according to its size. The Chairman of the CPC heads the CPC. The CPC has limited resources and is mostly occupied with administrating circulars and orders which is passed on to the Commune Health Centre (CHC) or other responsible local administrative units.

Domestic water supply is mainly provided through household wells or common wells. CPC involvement in water supply is therefore very limited. Involvement is mostly restricted to protect water source from flooding during rain seasons and close wells if condemned. Environmental sanitation is left to the CHC which gets additional support during national campaigns or when directives are received from higher level of administration.

The performance of the CPC differs significantly from commune to commune. Some communes have good facilities and access to revenues while others have very few resources in terms of staff and finances. In the case of Thie Hung Commune in Than Hoa it was experienced that the CPC has established both a rubbish collection team as well as a RWSS Management Board. An other example can be found in Xuan Dinh commune, which also has established a RWSS Management Board. In most cases, however, CPC do not have sufficient capacity to apply such organisations. In general, It appears that CPC is very limited involved in any kind of infrastructure development as this is provided the district authorities and the province. Although some experience on utility management has been obtained by selected CPC staff through employment in the agriculture co-operatives the CPC have very limited experience in managing public utilities.

5.8.2 Commune Health Centre

CHC is reporting to the District Health Centre but is also responsible to the CPC who makes plans and implement decisions made by Commune People's Council and district authorities.

Main Functions

Generally, CHC shall perform the following :

- Conduct awareness campaigns together with Commune People's Committee members and

village/hamlet chiefs;

- Promote use of clean latrines and how to produce safe water;
- Take regular water samples and dispatch them to DHC for testing.

Monthly reports are sent to DHC upon which meetings are held with DHC and CPC.

Organisation and Staff Responsibilities

The number of staff differs but generally CHC has 4 nurses of which one is the Chief of CHC. The Chief is responsible for prescription of medical drugs and medicine, 2 nurses are birth maids and the third is responsible for vaccination.

General preventive health care is done by all including propaganda on safe water and environmental sanitation. More intensive campaigns are performed upon instructions from the district authorities or the CPC.

Preventive health care campaigns are held twice a year - before summer and before winter seasons. The campaign includes information about the importance of drinking clean water and using (clean latrines). In addition campaigns are held if there is an outbreak of any contemptuous disease.

Campaigns are generally done through public media using loudspeakers mounted in the villages as well as conducting village meetings. No extra funds are provided to perform IEC campaigns. In some cases information material from UNICEF are used. Information campaigns are also conducted by using mass-media communication facilities (each village has a loudspeaker mounted).

The CHC is also using Village Health Counterparts, which gets instructions to inform the households on different health issues. Presently campaigns are done in connection with, dinky fever prevention, and AIDS prevention etc. The CHC also conducts household visits to check the standards of latrines and cleanness.

A country-wide campaign on clean toilets was introduced in 1980. Pilot communes were selected and latrine models constructed with the hope that the households would copy the "clean latrine" model. So far 44 % of the households have established latrines similar to the model. The peak of construction was in the beginning of 1980's, since then many latrine have collapsed due to lack of maintenance. Lack of continues campaigning for clean facilities has also effected household priorities as many find "clean toilets" too expensive.

5.8.3 Commune RWSS Management Board

As an example of Commune RWSS Management Board Xuan Dinh and Thie Hung communes is used to illustrate the present, common situation.

Xuan Dinh RWSS Management Board was established in 1997 when the commune became a pilot commune rural development. The board was initiated through a decision made by the

Hanoi Municipal People's Committee and the District People's Committee. There are 15 board members including:

- The Chairman of the People's Committee (Chairman of the RWSS Board);
- Vice-chairwoman of the Women's Union;
- Representatives from the other unions;
- Chief of the Commune Health Centre;
- One member of the CPC;
- Chief of Villages;

Three meetings has been conducted so far with representatives from the District People's Committee attending. The main agenda is to review the water and sanitation situation and outline actions to be taken by the different responsible authorities. Last meeting the topic was pollution/waste from a nearby factory disposing waste into the nearby stream and causing diseases in the commune. A resolution was made and a complaint forwarded to the factory supported by a delegation and meetings with the factory director. No action has been taken so far on RWSS.

Thie Hung RWSS Management Board was established in 1995 following instructions from the district administration. Board members includes: Representatives from the Commune Peoples Committee (the Chairman of CPC is the Board Chairman); Commune Health Centre; police/security; all the local unions; representatives of schools; and the Land Management Office. Total members are 10 representatives.

The functions of the board are to:

- Co-ordinate all RWSS activities;
- Promote the use of proper WSSS facilities through IEC campaigns;
- Outline action plans and forward this to CPC and the council;
- Upon approval of action plan, monitor and evaluate activities on the use and improvement/construction of RWSS facilities;
- On the occurrence of any immediate crises of health risks related to RWSS proposed actions are to be taken by the CPC.

The board meet once a month to review the RWSS situation and outline actions to be taken before the next meeting. At the annual meeting the board outline the actions to be taken the following year supported by target figures on RWSS facilities.

5.8.4 Village Level Organisation

Head of Village

The Head of Village/ward is an official position in all rural and urban areas in Vietnam. Most of the Heads are men. In the administrative structure he is the link between the commune administration (CPC) and the local community. He is thus the lowest representative person of

the State Management System. The Head co-operates with the CPC for dissemination of information, implementation of decisions and activities as well as the mobilisation of the village. The Head is also responsible for settling local disagreements and solving local problems based on tradition, customs and the regulation of the village or ward. To some extent the Head is responsible for reconciling the state law and traditional rules and regulations. Monthly meetings are held between the Head and CPC.

Generally, the Head is a very important person in all community matters. According to the NRWSS survey it is sometimes easier to discuss local problems and issues with the Head before approaching the CPC otherwise it might induce a feeling of "over-ruling" the needs and views of the local people.

Groups of Households

Groups of households are part of the administrative system in urban areas, where they are the level below the ward. Groups of household also exist in rural areas, but here they are formed in connection with specific purposes e.g. payment of electricity, collection of solid waste etc.

Normally a group exists of 10 households, with one person nominated as the head of the group. The group appears often to set its own rules as to when to collect payment etc. The head of the group is responsible for collection of fees and in passing the money on to the recipient. In some areas the person is given a small allowance taken from the fee as payment.

Network of Volunteers and Motivators

In some communes networks of volunteers and motivators or "counterparts" are established. This is particular common in communes where WATSAN projects are running or have been running. In some cases these networks have been established as extensions of local or national NGOs. In some commune the commune health worker have village counterparts – Village Health Workers which have organised local WATSAN networks. The Village Health Workers have in general received more training than other volunteers.

Mass-organisations

The Women's Union (WU) is generally considered to be the most active mass organisation at community level. Like most mass-organisation in Vietnam, WU has an organisational network from national to village level. WU is involved in a number WATSAN project supported by UNICEF but have also its own agenda dealing with the economic and social position of women. This includes among other things credit schemes, mother and child care programmes etc.

The Youth Union is also relatively active in some communities. Members of the Youth Union are usually involved in information activities, often making announcements on loudspeakers.

The Farmers Union mobilises farmers to participate in different activities, mainly in connection with agriculture extension, integrated pest management as well as facilitating loans from the Agriculture Bank.

CHAPTER 6 Planning and Co-ordination of RWSS Activities

This section gives a brief overview of the general planning procedures for RWSS projects.

6.1 Overall Planning

All planning is to be adapted the National Development Plan 2010. In principle the provinces should apply the following planning framework:

- A Master Plan stating needs and available water resources (ground and surface);
- Overall infrastructure development plan (20 -30 years) based spatial planning data (socio-economic projections and land use);
- Long-term development/investment plan (10 - 15 years);
- Medium-term development/investment plan (5 - 10 years);
- Short-term/annual development/investment plan;
- Project designs and budgets.

Planning and co-ordination of RWSS activities should be based on national targets and priorities as well as local needs.

Within RWSS sector it appears that this planning cycle as explained above is not applied at present. At national level MARD and MOF plan capital investments within RWSS on a year to year basis. Investments rely to a great extent on co-funding from UNICEF and other international organisations. Present planning procedures make it difficult CERWASS to plan investment more than a year a head. However, some preparatory work is done to facilitate possible project on a longer term (generally 2 years ahead¹⁹). In some cases two-year prospective planning and annual plans guided by the National Objective Programme and UNICEF programme are used.

6.2 Annual Planning

Annual plans are to be developed and compared to the capacities and resources available at province and lower levels of administration. Annual plans are then made and adjusted according to, if available, long- and medium plans of the RWSS sector. Annual plans are based on guidance from

1. DARD and the Provincial People's Committee;
2. Central CERWASS directives;

¹⁹ Presently by the National Objective Programme for 1998-2005.

3. MARD directives

Information on local needs are provided from the Commune People's Committees which dispatch their plans and requests to the PPC through the priorities of the District PC. RWSS plans are then investigated and evaluated by CERWASS and other provincial institutions before projects are approved and forwarded to national level ministries for final approval. The plans are then reversed back to the province for final budget allocation and implementation by the responsible agency.

6.3 The Project Cycle

If a commune want to have water supply the following procedures are generally applied:

- 1) Commune and district Agriculture Office send a letter to DARD and explain present situation and requested the time of implementation. In many cases CERWASS initiate investigations on commune level to identify waters supply needs. This is done in a random manner as no master plan or priority/action plan on RWSS exists. In some cases the investigation is done on request from CPC in some cases investigation is initiated by CERWASS on the possibility of receiving funds from UNICEF or other (international) organisations. If the preliminary investigations justify the possibility of a water supply project, the CPC is asked to make a formal letter which is dispatched to DARD and CERWASS via the responsible district authorities (Agriculture and Rural Development Office).
- 2) DARD and Department of Planning and Finance submit recommendations to the Provincial People's Committee with copies to CERWASS;
- 3) After receiving a formal application (letter) provincial CERWASS conduct a pre-feasibility/preliminary design study on the water source conditions and make an agreement with the CPC to apply for funds and approval from PPC and the national level (CEWASS and MARD).
- 4) Preliminary technical design and cost estimates are then forwarded to CERWASS at national level for approval. The project is then added to the number of projects received from other commune/provinces. The collected projects are then evaluated and selected by central CERWASS according to available financial resources from UNICEF or the national budget.
- 5) Upon approval of the technical preliminary design a letter is sent back to provincial CERWASS via DARD and PPC. Possible contributions are then evaluated by the PPC and eventually put on the financial plan for the coming year or taken form the present budget if there is an urgent need (draught or flooding).
- 6) Upon approval by the PPC CERWASS conduct a feasibility study and a commitment by

- the community to contribute to the project financially and through labour (contract). The feasibility study is done by a survey company; hydrological exploitation company and by CERWASS (only in small scale projects);
- 7) The study report and design-outline is submitted to the People's Provincial Committee through DARD and eventually approved.
 - 8) In most cases the Provincial Department of Construction or a company with a license to do such work then completes the technical design 20. It appears that provincial CERWASS does not have the authority to make detailed design and cost estimates/budget. The final design is then dispatched to the same authorities once more for final approval.
 - 9) Upon receiving the funds, the project is put on an open tender if the budget extends VND 500 mill. If the budget is less CERWASS select a licensed contractor to construct the facilities. A selection committee is established with members from Department of Construction and Department of Planning and Investment. The contractor has to provide
1) a letter of intent; 2) make a financial deposit and present a bank insurance guarantee ;
3) present their license and legal status; 4) provide tender cost estimates (based on technical specifications provided by CERWASS)
 - 10) The selected contractor has then to be approved by the DARD, the PPC and national CERWASS.
 - 11) Provincial CERWASS the make all the necessary preparations related to the contract (the involvement of the commune people and their contribution and the financial arrangements with the contractor) before the budget is released²¹.
 - 12) Before construction starts CERWASS establishes a Construction Management Board with members from 1) provincial CERWASS (one engineer and one from the Accounting Section); 2) the District People's Committee; 3) The Commune People's Committee. The provincial CERWASS director heads the board. The main functions of the board includes
1) signing of contracts; 2) monitor/inspect and evaluate implementation; 3) approve and perform handing over procedures.
 - 13) During construction CERWASS perform supervision and control of construction as well as the drilling of wells.
 - 14) Upon completion of construction, provincial CERWASS does training of facility operator (if a piped system is applied).
 - 15) Handing-over procedures and final approval completes the project cycle.

20 Stipulated price is VND 3.8 mill./km of piped system.

21 Generally finances comes from 3 sources: UNICEF (material counting for 20% of the costs), provincial budgets which includes peoples contribution (60%), allocations from national budgets (20%).

DARD's Functional Section is formally responsible for project implementation. This is done by:

1. A Project Management Board is established. The Board prepare contracts; make appointment of design company;
2. Transfer funds for design;
3. Initiate site clearance and construction;
4. Monitor contract responsibilities;
5. Makes final report to People's Committee

Community involvement is restricted to provision of labour and financial contribution.

6.4 Funding

The Department of Planning and Investments (Economic Section) provide supervision and approval of budget provisions and release of funds.

Budget for RWSS is very limited, most financial resources comes from UNICEF and users with some additional funding from the provincial budget and national level. Capital sources are in general:

- MARD dispatched through Provincial DARD budget;
- UNICEF (on materials);
- Provincial budget with contributions form District People's Committee.
- Peoples contribution

6.5 Monitoring

The provincial long-term development plan together with national sector plans provides the yardstick for monitoring and evaluation. It includes targets for each sector to be achieved over a stated period of time (5 - 10 years). In principle, these targets are revised during the annual planning cycle. They provide the basis for the annual plan for each provincial department and reporting shall include a comparison of planned and actual achievement.