Ethnic Minority Development Plan for Central Region Water Resources Project
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Asian Development Bank
ETHNIC MINORITIES DEVELOPMENT PLAN

A. Introduction

1. The Central Region Water Resources Project (the project) is to assist the Government of Viet Nam (the Government) in addressing water and poverty related problems in six of the fourteen coastal provinces in central Viet Nam. As part of the project’s preparation, a social analysis was carried out in each of the six core project areas. The social analysis has determined that an ethnic minority development plan (EMDP) only need be prepared for the Tra Cau Scheme in Quang Ngai province¹.

B. Ethnic Minority Development Planning for Core Projects

2. ADB’s Policy on Indigenous Peoples (IPP) requires the preparation of an Ethnic Minorities Development Plan (EMDP) for all projects which are likely to have impacts on indigenous communities. ADB’s Policy is based on recognition of the vulnerability of indigenous communities to development processes, as well as the need to ensure that have particular opportunities to participate equally in and benefit from development. The Bank’s strategies and interventions should avoid negative impacts to indigenous communities, and where it becomes inevitable, adequate and appropriate compensation must be provided. In the CRWRP, among the six subprojects developed under the PPTA, an EMDP is required for the Tra Cau sub project. The other five do not need EMDPs because with the exception of the Thach Thanh scheme in Than Hoa province, the subprojects are located in areas with very small proportions of ethnic minorities (i.e. between none and 5%) and the households are dispersed among the Kinh population. For Thach Thanh sub project in Thanh Hoa, the social survey undertaken during the PPTA, showed a 58% ethnic minority population (Muong), however, in the subproject area, the Muong are integrated with the Kinh, and have been so for some 200 years. Most of the 145 villages (62%) are mixed Kinh and Muong households and the Muong no longer retain a unique or culturally separate identity, way of life, language, or style of dress.² In all such cases, the policy requires an action plan or program for all communities in which ethnic minority and non-ethnic minority groups live in the same project location. In the Tra Cau sub project in Quang Ngai province, an EMDP is required to be prepared as there are ethnic minorities among the Affected Persons (APs) of the subproject.

C. Ethnic Minorities in the Tra Cau Subproject Area

3. While there are no ethnic minority households in the two beneficiary areas of the three scheme components (Mo Duc and Duc Pho), the people directly affected by the project (APs) in two villages – Ho Sau and Dong Ram – in Ba Kham commune (in Ba To district and beyond the beneficiary area as they are located in the head works of the Chop Vung scheme) are 100% Hre. Therefore an EMDP has been prepared to ensure that these households will in fact receive some benefits from the project. This will be in addition to the measures that can be received by these households through the gender action plan (GAP) which will also address the

¹ An EMDP is a community based intervention and therefore will not be prepared in cases where beneficiaries or APs are ethnic minorities but represent only a few households within a community or where the ethnic minority households are intermixed with Kinh households and do not maintain a separate or unique cluster within a community. These ethnic minority beneficiaries and APs will be taken care of by other project interventions and measures such as the social support program and gender action plan.

² During detailed design, if ethnic minority concerns are identified in any of the remaining sub projects, social and poverty analysis will be carried out, and EMDPs prepared under the EMDF, and ADB’s IPP, for approval by ADB and the EA.
needs of other poor and vulnerable households. The most significant adverse impacts of the project will be mitigated through the measures included in the resettlement plan (and the GAP), the risk posed by the proposal is that this community will incur the impacts of the project without receiving commensurate benefits (because they are located beyond the beneficiary area of the scheme), and this risk triggers the ADB’s safeguard policy in respect of indigenous people and therefore requires identification of measures and actions to address this risk. This plan has been prepared in accordance with ADB’s policy.

D. Social and poverty analysis

4. In Viet Nam ethnic minorities account for a growing proportion of the poor and disadvantaged sections. They make up only 14% of the population but account for 29% of the poor. The rate of poverty reduction among ethnic minorities is slower than that among the majority Kinh. According to Baluch et al., the ethnic minorities in the central highlands, followed by the northern mountain region are among the poorest groups in Viet Nam. Ethnic minorities find it extremely difficult to overcome poverty. In the subproject area of Tra Cau the social survey undertaken for the resettlement plan (100% sample of the Hre relocating households) showed that the Hre households are significantly worse off than the Kinh in terms of education, literacy, and basic skills. Further, they are significantly poorer and more likely to be engaged purely in subsistence agriculture than the Kinh. Therefore, in order to enjoy benefits under the project they will need to be provided with training and agricultural extension. The latter will be provided under the GAP and is not duplicated in this EMDP. Analysis of data based on the 25% AP survey which included information from all the Hre households to be relocated, shows the higher levels of poverty and growing gaps between the Hre and the Kinh. The households in Ba Kham (Ho Sau and Dong Ram villages) are 100% Hre, while there are no ethnic minorities in the twelve beneficiary communes (located in Duc Pho and Mo Duc districts).

E. Characteristics of the Hre

5. Hre household heads are younger than Kinh household heads, some 44% of Hre household heads are between 20 and 30 (compared with 6% of Kinh household heads), and fewer (17% compared with a quarter) are 60 years old or older. Overall, 39% of all AP households have between four and five members, while a third have two or three members, and some 13% of households are made up of six people. Some 8% are households of seven or more people (the largest being twelve). Hre households are larger than Kinh households, a third of Hre households compared with 9% of Kinh households have seven or more people, and while only a small proportion of all households (5%) are one person households, no single person households were captured in Ba Kham. In terms of gender of household head and size of households, in general female headed households are smaller. Interestingly there were significantly more Hre female headed households with nine or more people (a third compared with 2% of Kinh female headed households, and only 2% for male headed households).

6. Some 13% of Hre households are headed by women and some 22% of Kinh households are headed by females. Kinh household heads are better educated, with no Hre household heads having an upper secondary education, only 4% having a lower secondary education, and 53% of Hre household heads being without any formal education compared with 2% of Kinh. Male household heads, regardless of ethnicity, are significantly better educated than female household heads, with a third (35%) of female household heads compared with 20% of male household heads not having a formal education, there also are fewer female household heads

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graduating from either lower (14%; 28%) or upper (4% compared with 6%) secondary school. No Hre female household heads had higher than a primary education. Conversely in the Hre community in Ba To it was stated that there were very high levels of illiteracy amongst adults aged between 18 and 55 years old. All household heads stated that their main economic activity (livelihood) is agriculture, however a higher proportion of Kinh households (two thirds) included livestock raising, as opposed to rice or other crop cultivation. All Kinh AP households and 97% of Hre households have land use right certificates (LURCs) for their residential, garden and agricultural land. Only 13% of household also have LURC for their forest land, and this was always in the husband’s name.

7. Across the subproject area, the average per capita annual income is 2.7 million VND, with a minimum of 438,000 VND and a maximum of 19.9 million VND. Disaggregation by ethnicity shows that 59% of Hre households compared with 47% of Kinh households have two income source, twice as many Kinh households have three income sources (eighteen compared with 9%), and thirteen compared with 9% of Hre households have five or six (or more) sources. The gender disaggregation of this data shows there are fewer income sources in female headed households. A very high proportion of AP households fall below the poverty line (58%), leaving only a few in the transitional (13%), non-poor (a fifth), and wealthy (9%) categories. This pattern is confirmed by the project’s socioeconomic data (beneficiary survey) which also indicated high levels of poverty (61%). In terms of ethnicity, the Kinh households are significantly better off than Hre households. Three quarters of the marginal households and 45% of the poor households are Hre (compared with a quarter and a half). Some 98% of households in the transitional and non-poor categories are Kinh, and all of the wealthy households are Kinh.

F. Government policy towards Ethnic Minorities

8. Ethnic minorities in Viet Nam have been recognized as vulnerable groups by the Government. The Constitution also recognizes the need to assist ethnic minority groups in further development. A ministerial level agency with a mandate to address ethnic minority development was created in 1959. In 1994 the Committee for Ethnic Minorities & Mountainous Areas (CEMMA) was established and assigned the role of coordinating and monitoring ethnic minority development activities.

9. The Government has in place a number of programmers aimed at the integration of ethnic minority groups into overall Vietnamese society and in particular their greater participation in mainstream economic life. The Government is seeking to address the inequities of both development and infrastructure provision in the remote and mountainous areas with its cornerstone initiative - Program 135 – which provides assistance to communes experiencing special difficulties that have a high proportion of ethnic minorities. Most of the Government’s programs for ethnic minority development are marshaled under the auspices of CEMMA, and aim to improve the well-being of ethnic minority groups Program 135 is aimed at communes with special difficulties in mountainous or border areas that have high proportions of ethnic minorities Program 135 is aimed at communes with special difficulties in mountainous or border areas that have high proportions of ethnic minorities. It is also important to ensure that ethnic minority groups can access the anticipated benefits from the project and that they are not affected in any way that could exacerbate their vulnerability. Therefore, in terms of protecting ethnic minorities’ unique culture, traditions and lifestyle, the project must identify ways and measures in which the benefits from water resources management improvements can be enhanced and where investment can be made in tandem with other initiatives that cater specifically for the socio-economic development of ethnic minority groups.
G. ADB Policy on Indigenous People

10. The ADB’s Policy on Indigenous People (1999) focuses on the circumstances of indigenous people (ethnic minorities or nationalities in the context of Viet Nam) and on identifying and satisfying the needs and development aspirations of these people. It emphasizes the participation of ethnic minority groups in development and the mitigation of negative effects and impacts on particular groups by virtue of their culture and traditions. Any projects and programs funded by ADB must comply with the various requirements of the Policy as well as the Operations Manual Bank Policies (BP) OM Section F3/BP (May 2004). According to the policy, the impacts of ADB’s projects on ethnic minorities will be considered significant if they positively or negatively (i) affect their customary rights of use and access to land and natural resources; (ii) change their socio-economic status; (iii) affect their cultural and communal integrity; (iv) affect their health, education, livelihood and/or social security status; and/or (v) alter or undermine the recognition of indigenous knowledge. The term ‘indigenous people’ is generic and includes cultural minorities, ethnic minorities, indigenous cultural communities, tribal peoples, scheduled tribes, natives and aboriginals. The process set out in ADB’s policy requires a “screening” to be undertaken to determine the likely scope of effects on ethnic minority groups and categorization of each subproject which then determines what level of planning is required. In keeping with the ADB IPP, the sub project in Tra Cau is designated as a Category A project requiring the preparation of an EMDP. This EMDP has been prepared in accordance with ADB’s policy.

H. Scope & Components of Interventions in the EMDP

11. The components to be included in the EMDP have been determined through consultations with the commune and two affected villages within the subproject area. The households requested improving literacy and other skills (such as health awareness) through community education, and provision of agricultural extension and training to improve the productivity of their old as well as new agricultural land, as well identifying the potential for diversifying into new crops and products. Agricultural extension will be provided under the resettlement plan, and gender action plan, and is therefore not duplicated in this plan. The components being put forward in this plan, based on the needs and wishes of the affected households include:

- Literacy, numeracy, skills and social marketing training (including a small library of books for each of the two participating villages so people do not become “re-illiterate” due to lack of practice in reading and writing; and
- Extension of the transition subsistence for relocating households.

12. The training courses on basic education (including health and nutrition) and literacy will be aimed at male and female adults between the ages of 15 and 40 years.

13. The training courses will be implemented by the provincial and district Women’s Unions who will work in collaboration with district health care and DARD’s agricultural extension staff. As beneficiaries from the training courses, adults will learn how to enhance their families’ living conditions through improved income generation. The main objectives of the training courses are to; improve family health, improve adult literacy, and on a more general level to improve the capacity of the households to take care of themselves and the community.

14. The EMDP will be integrated with the activities being provided under the gender action plan which will seek to improve incomes from agriculture and livestock raising; with training
courses focusing on livestock raising (cattle and fish farming), and facilitating access to existing sources of credit. Training in credit use and management, in order to support the poor households and women in these ventures.

15. **Implementation arrangements.** Once the plan is approved, the PMU will be responsible for the overall implementation of the plan. The PMU will explain to participating organizations (i.e. Women's Union) how the funds will be disbursed and the methods of invoicing and payment.

16. The Women’s Union is a mass organization that is comprised of a comprehensive network from district level to village level. The district will work with the Women’s Unions in Ba Kham commune to implement the training courses. The overall cost estimate for the components of the plans (including a 20% contingency) is US$38,764. The EMDP includes a broad implementation schedule, actual implementation will depend on the timing of approval of the plan by MARD and ADB and then commencement by PMU in terms of overall implementation of the plan components.

15. **Monitoring.** An item for monitoring and evaluation will be included in the plan and it is hoped that this will ensure that the schedule, as set out in the plan, will be adhered to. Overall implementation and supervision of the EMDP is the principal responsibility of the PMU, with assistance from MARD and PPC if required. The internal monitoring of the EMD component should be undertaken as part of an overall midterm review of the project in order to document lessons learned and improve the EMD planning for subsequent sub-project phases of the project. An independent monitoring agency is required to verify resettlement has been implemented according to the framework and plan, this agency could also be engaged to monitor the implementation of the EMDP. This is an issue that will require further discussion between MARD and ADB.