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**Draft country programme document for the
Socialist Republic of Viet Nam (2006-2010)**

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I. Situation analysis

1. Since the launch of *doi moi* (reform) process in 1986, real economic growth in Viet Nam has averaged over 7% per annum. Quality of life for most people has improved dramatically and recorded poverty fell from an estimated 70% in the mid-1980s to 29% in 2002. Key lessons learned from *doi moi* include: quality, sustainability of growth especially equity of growth benefit distribution, inclusiveness, accountability and local governance capacity.

2. While Viet Nam is making rapid progress towards achieving the MDGs, recent data indicate that economic and social inequalities are rising. Decentralization has intensified pressure on planning, budget and implementation capacity and calls for greater transparency and accountability at all levels.

3. *Poverty situation:* Poverty remains highly concentrated in remote, isolated and ethnic minority regions. Inequality across income groups, regions, urban and rural areas is on the rise. Job growth needs to accelerate to absorb over 1.2 million new entrants annually into the labour market, but it has rarely exceeded 2% per annum and has often lagged behind economic growth. Constraints to accelerating income growth and employment creation include inefficient use of investment resources, obstacles to the development of the domestic private sector, and slow progress in setting up and operating a safety net and social security measures to protect vulnerable groups.

4. *Environmentally sustainable development:* Viet Nam has taken important steps towards establishing the legal and policy framework for environmentally sustainable development. Gaps, however, still exist in translating those legal and policy commitments into practice and in the implementation of environmental governance. Sustainability requires solutions that contribute to poverty and vulnerability reduction, and minimize the adverse impact of natural disasters.

5. *Democratic governance:* Democratic governance is a prerequisite to effective development. Steps have been taken to strengthen the institutions of the executive, legislative and the judiciary, and the roles and responsibilities of the National Assembly and locally elected People's Councils have been clarified, but capacity remains limited. Public Administration Reform (PAR) will promote accountability, responsiveness, and efficiency within government

institutions and support further decentralization. Continued legal and judicial reform will strengthen the rule of law and improve access to justice for all, especially for poor women and other vulnerable groups.

Key cross-cutting themes

6. *HIV/AIDS:* The number of people living with HIV/AIDS (PLWHA) in Viet Nam increased exponentially between 1999 and 2003. In response, the government has approved a National HIV/AIDS Strategy, to promote greater coordination and social mobilization. As donor support increases, stronger national leadership and coordination are essential, as is capacity building in relevant government agencies.

7. *Gender equality:* The government has worked hard to promote gender equality in education, services and employment. Girls and boys enjoy equal access to primary education but differences remain in secondary and higher education. Women remain under-represented in positions of authority, including legislative institutions at the central and local levels. More must be done to ensure that women enjoy equal protection under the law. Women also generally bear the double burden of domestic work and income-generating employment and, therefore, work substantially longer hours than men.

8. *Youth in transition:* Thirty percent of the Vietnamese population is aged between 12 and 25 years, a percentage expected to rise through 2010. The first comprehensive national Survey Assessment of Vietnamese Youth (SAVY) (2003-2004) reveals social disparities (ethnic minority and girls) among Vietnamese youth and emphasizes the need for further investment in continuing and vocational education.

9. *Decentralization:* While Viet Nam has set in motion an ambitious programme of fiscal, administrative and political decentralization, the institutional and legal framework for greater participation, accountability and transparency at the provincial, district and commune levels is not fully in place. Capacity development is needed to ensure that government is sufficiently responsive to meet the needs of Viet Nam's diverse population.

II. Past cooperation and lessons learned

10. Under the second Country Cooperation Framework (CCF) 2001-2005, UNDP concentrated on strategic initiatives in (a) reform management, (b) sustainable livelihoods and (c) environmental management, as well as cross-cutting initiatives relating to HIV/AIDS, gender mainstreaming and rights-based development. UNDP's governance focus is critical, as legal and institutional and capacity development for the executive and legislative branches of government are central to the reform process.

11. The Mid-term Country Review in 2004, the Assessment of Development Results and various evaluations and impact studies call for a greater strategic focus on governance reforms, a stronger shift towards policy advice and measures to enhance the sustainability and impact of UNDP assistance.

12. Overseas development assistance (ODA) plays a supporting role, with the Government and people of Viet Nam in the lead. To bolster national ownership, the selection of counterpart agencies and national teams must make full use of existing capacity or develop new capacity whenever feasible.

13. Generally, the policy of national execution has worked well and has helped to develop national capacities to manage external assistance. However, flexibility is required in selecting the execution modality, and using expertise from the United Nations Specialized Agencies and international organizations may augment the local talent pool.

14. Given constraints on UNDP's core financial resources, these funds must be used as catalysts, and supplemented with non-core resources. The government and UNDP have mobilized non-core resources through innovative approaches such as open and replenishable 'pooling arrangements', which also promotes the possibility of even greater harmonization among development partners.

15. Other key lessons include the need for: (a) an enabling macro framework where micro and pilot initiatives can be tested and replicated; (b) strengthening policy, oversight and local-level institutions, particularly in planning, budgeting, monitoring and coordination; (c) mainstreaming gender (in public policies and actions) and human rights; (d) improving knowledge management, including systematic documentation and dissemination

of best practices; and (f) forging stronger links with development partners.

III. Proposed programme

16. This country programme (2006-2010) was prepared in consultation with the government, United Nations organizations and other development partners. It aims to extend and deepen the *doi moi* process and support efforts to achieve the Millennium Development Goals (MDGs) and national socio-economic development targets.

17. The programme responds to challenges identified in the Common Country Assessment and to priorities in Viet Nam's Ten-Year Socio-Economic Development Strategy (2001-2010) and emerging directions of the next Five-Year Development Plan (2006-2010).

18. The programme contributes to two of the three United Nations Development Assistance Framework (UNDAF) areas of assistance: (i) Outcome 1, more equitable, inclusive and sustainable growth; and (ii) Outcome 3, governance which effectively supports rights-based development.

Improving the Quality of Growth and Poverty Reduction

19. Support to UNDAF Outcome 1 will be provided in three main programme areas: poverty reduction, environmentally sustainable development and disaster mitigation. UNDP assistance in poverty reduction will contribute to pro-poor policies and interventions that support equitable and inclusive growth. Work will focus on delivering critical outputs, including: (i) improved design and better implementation of national target programmes for poverty reduction and socio-economic development for the poorest communes; (ii) a comprehensive, inclusive and progressive social security/assistance framework; (iii) a needs-based and participatory framework for more effective monitoring of, and advocacy for, poverty reduction, Viet Nam Development Goals and MDGs; (iv) knowledge increased and policy options identified for pro-poor public finance policies that consider the impacts of trade liberalization and financial reforms; and (v) improved knowledge for promoting equal access of women to economic opportunities and social and legal services.

20. As Viet Nam joins the World Trade Organization (WTO), the country programme will promote the

domestic private sector though improvements to the regulatory and legal frameworks. UNDP will coordinate efforts and develop policies to derive the maximum benefits of WTO accession. Critical outputs will include: (i) a more conducive regulatory framework for private sector development that promotes investment, trade and employment, especially at local levels; and (ii) improved understanding of challenges, policy options identified to respond to the socio-economic impacts of globalization and integration, and more equitable distribution of the benefits of participation in the international economy.

21. Promotion of sustainable development will help develop policies that take into account environmental protection and rational use of natural resources. It will also help to ensure that resource allocation, utilization and mobilization decisions involve and are accountable to people and their representatives. Major outputs will include: (i) capacities and systems for enhanced oversight by national and local legislative bodies on the implementation of national sustainable development/environmental strategies, and related legislation; (ii) sustainable development and environmental legal frameworks developed and implemented with participation of local people and in line with international environmental conventions; (iii) improved institutional mechanisms and capacity to integrate poverty reduction and environmental concerns into development policies and planning frameworks with gender perspectives; (iv) improved and publicly accessible national indicators for monitoring systems, with the inclusion of poverty-environment indicators; (v) local initiatives identified to promote systematic approaches to the efficient use of energy sources; and (vi) increased use of economic instruments for environmental management, including environmental accounting.

22. Viet Nam remains particularly prone to natural disasters. UNDP will build capacity to reduce risks and respond to climate-related disasters. The most important outputs will include: (i) effective integrated national disaster reduction strategies and policies; (ii) strengthened disaster risk management capacity of local authorities, communities at risk and citizens, to cope with climate variables and minimize adverse social, economic and environmental impacts of natural disasters in targeted provinces; (iii) improved institutional capacity for coordination among national institutions, local communities, donors and non-

governmental organizations (NGOs) for effective disaster reduction; and (iv) enhanced international collaboration particularly on inter-country early warning systems.

Promoting Democratic Governance

23. UNDP's support to promote democratic governance will contribute to UNDAF Outcome 3. The main outcome will be a system of governance based on key principles of accountability, transparency and equity (including gender equality) consistent with democracy and rule of law.

24. Assistance will be linked to poverty alleviation efforts and geared towards initiatives that promote accountability, transparency, and greater public participation. Emphasis will be placed on pilots, local experiments, research, advocacy, and exposure to, and the sharing of, best practices. Attention will be paid to strengthening partnerships and sharpening UNDP's focus on strategic policy issues.

25. UNDP support to democratic governance will produce critical outputs, including: (i) more effective implementation of the second phase of the PAR Master Programme (MP) and the continued piloting and scaling up of local level PAR initiatives; (ii) formulation and implementation of strategies for the reform of the legal and judicial systems; (iii) comparative experience sharing and knowledge networking for improving parliamentary practices, and increased capacities of deputies (especially for women deputies) to the National Assembly and People's Councils; (iv) development of the legal framework and establishment of institutional mechanisms to support the implementation of the United Nations Convention against Corruption (UNCAC); (v) enhanced capacities and mechanisms for local associations/organizations and other non-state actors including women's groups to actively involve, oversee and contribute to the reform process.

Cross-Cutting themes and Potential Areas for Joint Programming with United Nations Agencies

26. UNDP will contribute to the national programme to control HIV/AIDS. This assistance will contribute to UNDAF Outcome 3, by providing critical inputs to the Party, the National Assembly and the government to develop appropriate responses. Its main result will be national and sub-national policies and laws in place to stop the spread of HIV/AIDS and minimize adverse

impacts on PLWHA. Critical outputs contributing to this outcome will be (i) improved legal and policy frameworks that call for stigma and discrimination-free, multi-sectoral and gender-sensitive approaches to HIV/AIDS; (ii) HIV/AIDS concerns mainstreamed in socio-economic development plans and new approaches to HIV/AIDS adopted in pilot provinces; and (iii) stigma and discrimination against PLWHA and people affected by HIV/AIDS reduced through improved communication work on HIV/AIDS.

27. Other key cross-cutting issues, especially gender and youth, are mainstreamed into the relevant programme components. During the course of the country programme implementation, these important cross-cutting issues will be addressed in project and policy advisory activities including data collection and analysis, policy research and formulation, programme design and implementation, and programme/policy monitoring and evaluation. DevInfo/VietInfo will be supported in this regard.

28. To harmonize United Nations policies and increase synergies among the United Nations system operating in Viet Nam, the government and UNDP will work to identify, design and implement joint programmes involving one or more United Nations agencies. Possible initiatives for joint programming include: (a) local capacity for integrated development in geographically disadvantaged areas; (b) fighting the spread of HIV/AIDS in line with the 'Three Ones' principle; (c) gender mainstreaming as part of rights-based approach; (d) improved policy and services addressing the needs of youth; (e) enhancing national and local capacities to improve disaster preparedness and management; (f) joint policy research and advice on migration issues, and g) strengthening a Gender Theme Group within the United Nations country team with the capacity to bring United Nations agencies and donors together in support of gender equality and women's empowerment, and to monitor progress.

IV. Programme management, monitoring and evaluation

29. National execution is the main modality for UNDP programme management, and will remain so. However, national execution implementation capacity will be assessed, and measures taken to address existing gaps, especially in light of the implementation of the ATLAS (software) system. At the government's

request, the country office will provide project support services. Within the framework of agreed policies, the government and UNDP will explore non-traditional execution and implementation modalities, such as execution by NGOs, United Nations Volunteers and technical cooperation among developing countries.

30. External expertise will be sought, as needed, from United Nations agencies. UNDP will access knowledge networks and cooperate with leading national policy and research institutions. Use will be made of the country office's in-house expertise and research capacity.

31. Government and UNDP will work closely with other development partners, including the private sector, to mobilize additional non-core resources. Modalities such as 'pooling arrangements' will be extended and improved to ensure flexible and effective use of development assistance.

32. UNDP will focus on broadening its partnership base. Attention will be given to increased United Nations Development Group (UNDG) harmonization and simplification by applying new guidelines on country programming and resource transfer modalities. Results-based management will be integrated across all UNDP-supported programmes and projects.

33. Participatory approaches for monitoring and evaluation (M&E) will be developed and applied to ensure that outcome evaluation and monitoring systems are consistent with the newly developed corporate monitoring and evaluation policy. Cross cutting issues such as gender equality across all programmes will be monitored so they are in place and aligned with the results framework. Joint monitoring and evaluation of UNDP and other UNDG agency-funded interventions will be encouraged, based on the monitoring and evaluation framework outlined in the UNDAF.

34. Resources from the country programme will be allocated to support critical activities relating to its review and evaluation as well as the learning of lessons from programme/project management modalities, and the improvement of management capacities of staff from the central government and UNDP. Five percent of UNDP's core resources will be set aside as a programme reserve, to respond to emerging national needs and priorities.

Annex: Results and resources framework for Viet Nam (2006-2010)

Programme component	Programme outcomes	Programme outputs	Output indicators, baselines and targets (Baseline 2005, in italics)	Role of partners	Resources by goal*(\$)
UNDAF Outcome 1: More equitable, inclusive and sustainable economic growth					
Goal 1: Achieving the MDGs and reducing human poverty	1. National pro-poor policies and interventions that support more equitable and inclusive growth.	1.1 Improved design/more effective implementation of national programmes for poverty reduction/socio-economic development of poorest communes. 1.2 Comprehensive, inclusive and progressive social security and assistance framework. 1.3 Needs-based/participatory framework for effective monitoring/advocacy on poverty reduction, VDGs/MDGs with a gender perspective. 1.4 More conducive regulatory framework for private sector development with incentives for investment/trade/employment, at local levels. 1.5 Understanding of challenges improved/policy options identified to respond to socio-economic impacts of globalization and integration/benefits of participation in international economy more equitably distributed. 1.6 Knowledge increased /policy options identified for promoting more pro-poor public finance policies, taking into account impacts of trade liberalization and financial reforms. 1.7 Improved knowledge promoting equal access of women to economic opportunities, social/legal services.	1.1. More than 90% target groups of poor actively participated in/improved their livelihood due to NTP assistance. <i>NTPs reached about 70% of target groups; 16% target communes of 135P are 'project owners'.</i> 1.2. Comprehensive/inclusive/progressive social security/assistance framework in use. <i>Some social security and assistance elements exist but the coverage is very low.</i> 1.3. Effective and harmonized poverty/VDG/MDGs monitoring framework in use. <i>Indicators for monitoring SEDP/VDG/MDG being developed; data collection and use are scattered.</i> 1.4. Best practices incorporated into common laws and implementation guidelines regulating investment and business. 1.5, 1.6 and 1.7 Studies conducted and findings are debated. <i>Almost no study on the topics planned.</i>	MOLISA, CEM and other government agencies involved in NTPs; Viet Nam Health and Social Insurance, GSO, statistical units of ministries and provinces; pilot provinces; ADB**, AUSAID, CIDA, DFID, OOG, MOF, MOT, MPI, NCAFAW, OOG, PMRG, SIDA, UNICEF, United Nations agencies, World Bank.	Regular resources:
					\$ 9 million
					Other resources:
					\$8 million
					Total: \$17 million
Goal 4: Crisis prevention and recovery	2. Viet Nam has adequate capacity to effectively reduce risks of, and respond to, climate-related disasters, particularly among the most vulnerable groups.	2.1 Effective integrated national disaster reduction (DR) strategies and policies in place. 2.2 Strengthened disaster risk management capacity of local authorities/communities/citizens to cope with climate variables and minimize social/economic/environmental impacts of natural disasters in targeted provinces. 2.3 Improved coordinating and institutional capacities of national institutions, local communities, donors and NGOs for effective disaster reduction, and enhanced international collaboration, particularly on inter-country early warning systems.	2.1 National DR strategy approved and used. <i>Comprehensive national strategy is under preparation.</i> 2.2 Training facilities/mechanism on disaster management capacity in place/training offered to targeted local authorities. <i>No training /mechanism for DR.</i> 2.3 At least 5 projects under disaster partnership approved/early warning system linked to regional system in place. <i>2 projects approved /early warning system weak/not linked to the region.</i>	AUSAID, Luxemburg, MARD, MONRE, Provincial PPC, SNV, VTV.	Regular resources:
					\$ 2 million
					Other resources:
					\$ 6 million
					Total: \$8 million

Goal 3: Energy and environment for sustainable development	3. Economic growth takes into account environmental protection and rational use of natural resources for poverty reduction.	3.1 Capacities and systems for enhanced oversight by National and local legislative bodies on the implementation of the Strategic Orientation on Sustainable Development, Strategy on Environmental Protection and other national environmental legislation. 3.2 Sustainable development and environmental legal frameworks developed and implemented with broad participation of local people and stakeholders and in line with international environmental conventions. 3.3 Improved institutional mechanisms and capacity to integrate poverty reduction and environmental concerns into development policies and planning frameworks. 3.4 Improved and publicly accessible national indicators for monitoring systems with the inclusion of poverty-environment indicators. 3.5 Local initiatives identified to promote systematic approaches to efficient use of energy sources. 3.6 Increased use of economic instruments for environmental management including environmental accounting.	3.1 National Assembly (NA), People Councils (PC) report on implementation of Sustainable Development Strategy (SD) and enforcement of Environmental Protection Law (LEP). <i>NA and PCs were assigned with oversight functions on SD and LEP implementation.</i> 3.2 Revised LEP and new Biodiversity Law (BL) approved. LA21 nationally implemented. <i>LEP is under revision and BL is not in place. LA21 is in design stage.</i> 3.3 Capacity for policy analyses for MONRE enhanced and poverty aspects reflected in environmental policies. <i>Poverty aspects not reflected in environmental policies.</i> 3.4 Poverty-environment indicators developed and monitored in the national system. <i>Indicators on environment do not reflect poverty concerns.</i> 3.5 Small and medium enterprises/public lighting adapt energy efficiency policy and regulation. <i>Efficient energy use awareness minimal.</i> 3.6 Environmental accounting system available/polluter accountability implemented. <i>No environmental accounting system available.</i>	DONRE, DFID, GSO, MARD, MOI MONRE, MPI, NA, National Center for Science and Technology, NGOs, Party, PCs, PPCs, SIDA, SMEs.	Regular resources:
					\$4.5 million
					Other resources:
					\$17 million
Total: \$21.5 million					

UNDAF Outcome 3: Governance effectively supports rights-based development to realize the values and goals of the Millennium Declaration

Goal 2: Fostering democratic governance	4. A system of governance based on the key principles of accountability, transparency, participation and equity, and consistent with the rule of law and democracy.	<p>4.1 Progress achieved against the nine objectives of the PAR Master Programme.</p> <p>4.2 Strengthened mechanisms of local government agencies to undertake requisite duties/responsibilities as part of the ongoing decentralization process.</p> <p>4.3 Comprehensive strategies formulated/implemented to support reform of legal/judicial systems.</p> <p>4.4 Improved parliamentary rules and procedures, and increased capacities of deputies to the National Assembly and People's Councils in targeted provinces.</p> <p>4.5 Legal framework/institutional mechanisms established to support implementation of the United Nations Convention against Corruption (UNCAC).</p> <p>4.6 Enhanced capacities and mechanisms for local associations/organizations and other non-state actors to actively involve, oversee and contribute to the reform process.</p>	<p>4.2. More effective techniques/instruments that are transparent/inclusive/pro-poor/gender sensitive introduced into planning/budgetary allocation/execution practices in selected pilot provinces. <i>Policy/regulatory requirements for intensifying decentralization/participatory planning/budgeting exist but not yet used.</i></p> <p>4.3. Effective LSDS management mechanisms/advocacy tools and outcome M&E system introduced by end 2007. <i>None of the above exist at present.</i></p> <p>4.4. More efficient rules/procedures for parliamentary administration/budget oversight including best practices suggested for approval by the National Assembly and enhanced capacity development facilities and techniques introduced before 2007. <i>Current practices are inefficient, lack capacity development tools and techniques.</i></p> <p>4.5. Technical inputs and policy advice to translate UNCAC into legal/ regulatory/ institutional/communication framework provided after 2006. <i>Viet Nam has just signed the Convention. No action</i></p>	4.2.1: MOF, MOHA, MOJ, MPI, MPS, local governments at all levels in selected provinces, nine state legal agencies including Party Internal Affairs Commission, the NA's Committees and People's councils of 26 pilot provinces, State Audit, Government Inspectorate, Party commissions, VUSTA, Australia, ADB, Care International, Danida, DFID, European Union, SBV, SDC, SIDA, SNV, UNCDF, the World Bank, international NGOs,	Regular resources:
					\$11.5 million
					Other resources:

					\$15 million
					Total: \$26.5 million
Goal 5: Responding to HIV/AIDS	5. National and sub-national policies and laws are in place to stop the spread of HIV/AIDS and minimize impacts on PLWHA.	5.1 Improved legal and policy frameworks that call for stigma and discrimination free, multi-sectoral and gender-sensitive approaches to HIV/AIDS. 5.2 HIV/AIDS concerns mainstreamed in socio-economic development plans and new approaches to HIV/AIDS adopted in pilot provinces. 5.3 Stigma and discrimination against PLWHA and people affected by HIV/AIDS reduced through improved communication work on HIV/AIDS.	5.1. Party's resolution/Ordinance/Law on HIV/AIDS improved. <i>2005: the Party resolution # 52 being reviewed/ ordinance being revised.</i> 5.2 Local SEDPs incorporated HIV/AIDS concerns/multi-sectoral approaches in selected provinces. <i>National HIV/AIDS prevention strategy approved. HIV/AIDS dealt with mainly by health sector/multi-sectoral approach not yet adopted.</i> 5.3 HIV/AIDS communication strategy developed and implemented. <i>Communication on HIV/AIDS still links the epidemic to 'social evils'.</i>	Party commissions for Science/Education/Ideology, Hochiminh political academy, NA Social Affairs commission, popular bodies/committees at local levels in selected provinces, MOH, Ford Foundation, Harvard, Population Council, SIDA, United Nations agencies, USAID	Regular Resources:
					\$3 million
					Other Resources:
					\$2 million
					Total: \$5 million

****Abbreviations in results and resources framework**

ADB:	Asian Development Bank
AUSAID:	Australian Government's Overseas Aid Program
CEM:	Committee for Ethnic Minorities
CIDA:	Canadian International Development Agency
DANIDA:	Danish International Development Agency
DFID:	Department for International Development (U.K.)
DONRE:	Department of Natural Resources and Environment
GSO:	General Statistics Office
LA21:	Local Agenda 21
LSDS:	Legal System Development Strategy
MARD:	Ministry of Agriculture and Rural Development
MOF:	Ministry of Finance
MOHA:	Ministry of Home Affairs
MOJ:	Ministry of Justice
MOLISA:	Ministry of Labour, Invalids and Social Affairs
MONRE:	Ministry of Natural Resources and Environment
MOT:	Ministry of Trade
MPI:	Ministry of Planning and Investment
MPS:	Ministry of Public Security
NCFAW:	National Committee for Advancement of Women
NTP:	National Target Poverty Reduction Programme
OOG:	Office of the Government
PMRG:	Prime Minister's Research Committee

PPC:	Provincial People's Committee
SBV:	State Bank of Viet Nam
SDC:	Swiss Agency for Development and Cooperation
SEDP:	Socio-Economic Development Plan
SIDA:	Swedish International Development Agency
SME:	Small and Medium Enterprises
SNV:	Netherlands Development Organisation
VTV:	Viet Nam Television
VUSTA:	Viet Nam Union of Science and Technology Association
UNCDF:	United Nations Capital Development Fund
UNICEF:	United Nations Children's Fund
USAID:	United States Agency for International Development

*The amount of the TRAC I regular resources for the country programme (2006-2010) is \$20,128,000
However, with the addition of TRAC II resources, this figure could go up to \$33,000,000.
In the results and resources framework, the amount of the regular resources reported is \$30,000,000
