

# KOREA-VIETNAM MINE ACTION PROJECT



# Vietnam Mine Action Capacity Assessments

**KOICA**  
Korea International  
Cooperation Agency

**VNMAC**  
VIETNAM NATIONAL  
MINE ACTION CENTRE



*Empowered lives.  
Resilient nations.*

# TABLE OF CONTENTS

FOREWORD .....	3
ACRONYMS .....	4
I. INTRODUCTION .....	5
II. MINE ACTION SECTOR IN VIETNAM .....	7
III. VNMAC CAPACITY ASSESSMENT RESULTS AND STRATEGY .....	13
IV VNMAC CAPACITY DEVELOPMENT ACTION PLAN .....	43
V. MOLISA CAPACITY ASSESSMENT RESULTS AND STRATEGY .....	47
VI. CAPACITY DEVELOPMENT ACTION PLAN FOR MOLISA .....	53
VII. NEXT STEPS .....	54
ANNEXES .....	55

## ***National institutions effectively lead and manage mine action functions and responsibilities***

### ***Strategic Outcome 3***

#### ***United Nations Mine Action Strategy 2019-2023***

*The Vietnam Mine Action Capacity Assessments were developed under the framework of the Project "Korea-Vietnam Mine Action Project", implemented jointly by the Vietnam National Mine Action Centre (VNMAC), the Vietnam Ministry of Labour, Invalids and Social Affairs (MOLISA), United Nations Development Programme in Vietnam (UNDP Vietnam) and Korea International Cooperation Agency (KOICA).*

*The assessments are based on inputs and self-assessments from leaders and staff of VNMAC and MOLISA through facilitation by UNDP Vietnam and UNDP consultant, Mr. Terence D. Jones. Views expressed in these assessments do not necessarily represent those of United Nations including UNDP, United Nations Member States, or Korean International Cooperation Agency.*

## FOREWORD

Picture

I am delighted to present the *Vietnam Mine Action Capacity Assessments*, which detail the process and findings of a self-assessment exercise undertaken by the Vietnam National Mine Action Centre (VNMAC), and a capacity and strategy assessment for the Ministry of Labour, Invalids and Social Affairs (MOLISA) within its role in victim assistance.

In 2014, Vietnam established the Vietnam National Mine Action Centre (VNMAC) as a national coordination centre for mine action in accordance with Prime Minister's Decision No 319/QĐ-TTg. VNMAC has the following duties: a) Take charge and cooperate with relevant bodies in researching and proposing policies, determining targets, developing long-term, mid-term and short-term plans for explosive remnants of war clearance; cooperate with Ministries, regulatory bodies and localities in deploying the approved plans; manage and monitor such deployment and submit compiled reports thereof to the Prime Minister; b) Act as a contact point for international cooperation and national sponsorship attraction pertaining to clearance of explosive remnants of war in Vietnam. c) Educate and attract sponsorships, take charge in improving capacity of the forces participating in tasks for clearance of explosive remnants of war; d) Take charge in managing information on clearance of explosive remnants of war; d) Develop, organize and implement monitoring of quality of the 504 Program's execution and evaluation of the 504 Program's results, and report to the Prime Minister. e) Coordinate projects and tasks concerning clearance of explosive remnants of war and assistance to victims, educate on methods for prevention of accidents caused by explosive remnants of war and perform other tasks of the 504 Program; g) Cooperate with and provide guidelines for social organizations operating in the area of clearance of explosive remnants of war.

With United Nations Development Programme in Vietnam (UNDP Vietnam) and Korea International Cooperation Agency (KOICA) support, VNMAC undertook the capacity self-assessment exercise in the spring of 2019. The aim was to ascertain the capacities of VNMAC and to identify any gaps to be filled in order to fully meet the centre's mandate. The result is a document outlining clear key action points for both VNMAC and MOLISA, with implementation of these expected to improve the entire mine action sector in Vietnam.

VNMAC is fully committed to further improve its institutional development, as well as increase effectiveness within the sector it oversees. There is a continued demand to provide cleared and safe land for further development of Vietnam, to reduce the risk of future casualties and help victims of tragic accidents with explosive remnants of war. As resources coming into the sector might never be fully sufficient to meet demands, it is important to have strong institutions capable of making necessary decisions and prioritizations in order to direct attention and support to where it is required the most. VNMAC has already taken steps to prioritise the key action points presented in the assessment and is developing a comprehensive action plan in order to move forward and build stronger organizations ready to meet expectations of its clients.

I thank all the development partners who have supported VNMAC in its institutional development thus far, and particularly UNDP and KOICA for their support to this assessment. I believe that this report and its recommendations will be useful for everyone in the sector who wants to continue supporting Vietnam in ridding itself of the deadly legacy of war.

Mr. Phung Ngoc Son  
General Director, Vietnam Mine Action Centre

## ACRONYMS

<b>BOMICEN</b>	<b>Technology Centre for Bomb and Mine Disposal</b>
<b>CMR</b>	<b>cluster munition remnants</b>
<b>EOD</b>	<b>explosive ordnance disposal</b>
<b>ERW</b>	<b>explosive remnants of war</b>
<b>HMA</b>	<b>humanitarian mine action</b>
<b>IMAS</b>	<b>International Mine Action Standards</b>
<b>IMS</b>	<b>information management system</b>
<b>INGOs</b>	<b>international non-governmental organisations</b>
<b>IM</b>	<b>information management</b>
<b>IMSMA</b>	<b>Information Management System for Mine Action</b>
<b>IT</b>	<b>information technology</b>
<b>JPCC</b>	<b>Joint Project Coordination Committee</b>
<b>JPMU</b>	<b>Joint Project Management Unit</b>
<b>KOICA</b>	<b>Korea International Cooperation Agency</b>
<b>KVMAP</b>	<b>Korea Vietnam Mine Action Project</b>
<b>LWG</b>	<b>Landmine Working Group</b>
<b>MA</b>	<b>mine action</b>
<b>MAPG</b>	<b>Mine Action Partnership Group</b>
<b>MAS</b>	<b>Mine Action Standards</b>
<b>MOLISA</b>	<b>Ministry of Labour, Invalids and Social Affairs</b>
<b>MOD</b>	<b>Ministry of Defence</b>
<b>MONRE</b>	<b>Ministry of Natural Resources and Environment</b>
<b>MPI</b>	<b>Ministry of Planning and Investment</b>
<b>NMAA</b>	<b>National Mine Action Authority</b>
<b>NMAP</b>	<b>National Mine Action Plan</b>
<b>NSC</b>	<b>National Steering Committee</b>
<b>QA/QC</b>	<b>quality assurance/quality control</b>
<b>QM</b>	<b>quality management</b>
<b>PwD</b>	<b>persons with disabilities</b>
<b>R&amp;D</b>	<b>research and development</b>
<b>SDGs</b>	<b>Sustainable Development Goals</b>
<b>SEDP</b>	<b>socio economic development plans</b>
<b>S&amp;C</b>	<b>survey and clearance</b>
<b>SOP</b>	<b>standard operating procedures</b>
<b>UN</b>	<b>United Nations</b>
<b>UNDP</b>	<b>United Nations Development Programme</b>
<b>US</b>	<b>United States</b>
<b>UXO</b>	<b>unexploded ordnance</b>
<b>VBMAC</b>	<b>Vietnam Bomb and Mine Action Centre</b>
<b>VNASMA</b>	<b>Vietnam Association for Support to Mine Action</b>
<b>VNBMAAF</b>	<b>Vietnam Bomb Mine Action Assistance Fund</b>
<b>VNMAC</b>	<b>Vietnam National Mine Action Centre</b>

## I. INTRODUCTION

- 1) Capacity assessment exercises are an integral part of the design of the Korea Vietnam Mine Action Project (KVMAP). The exercises themselves, as well as the subsequent strategy development, are intended to provide a baseline against which to design, prioritise and measure the impact of interventions supported by the project. Hence, this report will set out the context of the mine action sector, present results of the capacity assessments undertaken in 2019 and recommend a strategy and action plan for implementation with support from KVMAP.
- 2) This report is based on a review of documentation on the mine action sector in Vietnam, associated international experience, and individual and group interviews that were conducted prior to undertaking the self-assessment exercise for the Vietnam National Mine Action Centre (VNMAC), and to a limited extent for the Ministry of Labour, Invalids and Social Affairs (MOLISA).
- 3) This process, in accordance with United Nations Development Programme (UNDP) methodology, involves four processes: a scoping exercise, design of the assessment exercise, undertaking a facilitated self-assessment exercise and then formulation of the capacity development strategy and action plan. The three sources for this analysis were documentation, interviews with stakeholders, and responses to the self-assessment questionnaire.
- 4) The consultant, Mr. Terence D. Jones, was supported in this exercise by staff of the KVMAP project. VNMAC assigned a small team of three persons to work with the consultant. During the scoping exercise, the team was briefed by Mr. Jones regarding the first three steps of vision and timeline for mine action, stakeholder analysis for VNMAC and core issues for assessment (institutional, functional and technical). The team was valuable in reviewing project methodology, in analysing the content of each step and providing feedback from management, as well as organizing interviews and the assessment itself. Senior management of VNMAC were very supportive throughout the project. One advantage of the KVMAP is direct interface with government across major elements of mine action.

- 5) Capacity development strategy and action plan recommendations should be used to ascertain a baseline of current capacities and priorities for enhancing these capacities in order to realise objectives for Programme 504 and the KVMAP project. The draft strategy and action plan should be validated and developed with VNMAC leadership to gain commitments to implementation, with an annual review process to adjust targets to progress made. This part of the exercise would be undertaken by UNDP and KVMAP project personnel.

“Vietnam is massively contaminated by cluster munition remnants (CMR) but no accurate estimate of the extent exists, even to the nearest hundred square kilometres. The United States (US) dropped 413,130 tons of submunitions over Vietnam between 1965 and 1973, reportedly striking 55 provinces and cities, including Haiphong, Hanoi, Ho Chi Minh City, Hue, and Vinh. An explosive remnants of war (ERW) impact survey, started in 2004 and completed in 2014, was only published in 2018. It found that 61,308km<sup>2</sup> or 19% of Vietnam’s land surface area was affected by ERW but did not specify the area affected by CMR. It said, though, that CMR affected 32 of Vietnam’s 63 provinces and cities.

In Quang Tri, reputedly Vietnam’s most contaminated province, estimates of the CMR-contaminated area are increasing sharply with the progress of survey. On the basis of partial survey results in one district, international operators had estimated in 2015 that total CMR contamination would affect around 57km<sup>2</sup>. By the start of 2018, operators estimated total ERW contamination at more than 130km<sup>2</sup>, and with survey still to be conducted in three districts they expected the total would rise to between 150km<sup>2</sup> and 200km<sup>2</sup>. The higher estimate would represent less than 5% of Quang Tri’s total area of 4,470km<sup>2</sup>. The impact of clearance is evident in sharply reduced ERW casualties. The Legacy of War Coordination Center of Quang Tri Province (LWCC) reported 2017 as the first year without a fatal casualty since the end of the war.”

(Clearing Cluster Remnants Report 2018: Vietnam)



## II. MINE ACTION SECTOR IN VIETNAM

- 6) The mine action sector has been better documented in recent years as institutional arrangements have evolved and international engagement has increased. While the focus is usually on mine action after reunification in May 1975, Vietnam has a more extensive history of mine action. With over 45 years of mine action, including during the 1940's, in the war against France, along Cambodian and Chinese borders in 1978 and 1979 (possibly up to 1989) as well as major bombing between 1965 and 1973 resulting in contamination of all 63 provinces. Ongoing efforts have been made by military de-mining units to clear areas and destroy stockpiles in order to restore national security, enable the return of displaced people and minimise danger of exposure, especially after 1975.
- 7) Despite these efforts, it is reported that some 46,000 individuals died or were injured in almost equal proportions by exposure to unexploded ordnance (UXO) prior to 2012 (as per the National Survey published in 2018, the National Steering Committee (NSC) 701 presentation gives a figure of over 104,000). Contamination is reported in all 63 provinces and cities or 9,116 of 11,134 communes (almost 82%), covering 18.82% of the national land area (adjusted from 21% after completion of the full National Landmine Impact Survey in 2015). In particular, the six central provinces are considered to be most severely affected. Some 26 provinces were reported to also be affected also by landmines, mostly near the Cambodia and China borders or near ex-military bases. However, numbers of landmine remnants have declined rapidly, to less than 5% of all remnants cleared in 2017, after targeted interventions by the military.
- 8) The Ministry of Defence (MOD) reportedly spent US\$100 million prior to 2009 on clearance and disposal, while the international community (bilateral donors and international non-governmental organisations (INGOs) mostly) contributed US\$36 million between 2008 and 2012 and approximately US\$46 million in the period 2013-2017, with the highest level of contributions in 2017 of US\$13.8 million. However, in general there is limited data available on the costs and impacts of mine action.
- 9) INGOs started providing support for community-based humanitarian mine action in 2001 and are concentrated in the heavily contaminated six central provinces working in a well-coordinated manner with the four main operators (Danish Demining Group, Mines Advisory Group, Norwegian People's Aid and Peace Trees Vietnam). INGOs have also provided policy and technical support since 2001, including to NSC 701 and VNMAC more recently. Most national operators are army units organized through the Engineering Command or

enterprises funded via the Engineering Command. However, there is very limited information on these MOD-supported enterprises, who appear to prioritize clearance for investment and development project purposes. Under the government-funded Programme 504 the focus is on socio-economic development at the community level, and the KVMAP project working with army teams for 'humanitarian' or community level mine action. The government established a fifteen-year National Mine Action Plan (NMAP) in April 2010, broken into three five-year plans, the present plan covering the period from 2016 to 2020.

- 10) Institutional arrangements in the sector have evolved rapidly in recent years, from strong operational capacities in the army to the creation of Technology Centre for Bomb and Mine Disposal (BOMICEN) within MOD in 1996 as a national research and development centre and operator. There are reportedly 250 teams for mine clearance and battle area clearance working in MOD's Engineering Command throughout the country, and an additional 56 to 70 army supported enterprises servicing infrastructure, development and investment clearance needs. MOLISA has worked with victim assistance and mine risk education programmes at the provincial level, with sustained INGO support over a decade. Another MOLISA initiative was the creation of the Vietnam Bomb and Mine Action Centre (VBMAC) in 2008 to provide a civilian oversight body on mine action work to facilitate international partner and INGO partnerships. At the time responsibilities appeared to cover both regulatory functions and operational capacities. However, there was sporadic and limited funding support to work at the provincial level through VBMAC, with most donor resources channelled through INGOs.
- 11) In March 2014, the government approved the establishment of VNMAC as the national mine action centre, along with the Vietnam Association for Support to Mine Action (VNASMA), in support of victim assistance and mine risk education, and Vietnam Bomb Mine Action Assistance Fund (VNBMAAF) for resource mobilization. National regulations were passed in 2012 and Mine Action Standards in 2014, although these currently require revision to conform to current International Mine Action Standards (IMAS). The standard operating procedures (SOP) for bomb/mine detection and disposal were approved in 2003, yet there is currently no accreditation process so INGOs use their own SOPs.
- 12) In March of this year, the Prime Minister approved Decree 18/2019 *On management and implementation of mine action activities*. Signing of the decree was delayed several years, and its absence frustrated efforts to understand and fully realize the role expected of VNMAC. The preparation of a circular to implement the decree is expected to clarify at least



some of the institutional responsibilities in the sector (expected to be approved before end of 2019).

- 13) Sector coordination in the government was enhanced in 2018 with the merger of the NSC for Programme 504 on Mine Action and the NSC 33 on Toxic Chemicals, creating NSC 701 which is chaired by the Prime Minister and supported by a standing board chaired by Vice Minister of Defence and co-chaired by representative from MOLISA. This committee is chaired by the Prime Minister with Vice Chairs by four ministers (MOD, MOLISA, the Ministry of Natural Resources and Environment (MONRE) and Chairman of the Government Office). MOD is head of the standing board of the steering committee with 11 committee members at deputy minister level, the leader of Vietnamese Union of Friendship Organisations, and the Vice Director of Military Science Department. The structure currently does not include the Centre for Environment Technology under the Chemical Corp because its name is to be changed in equivalence to that of VNMAC but with focus on Dioxin.
- 14) The NSC 701 involves many ministries which illustrates the government's effort to work holistically on this sector while recognizing the challenges in doing so. NSC 701 has set the four following missions and responsibilities:
  - i. Studying and reporting to the Prime Minister solutions for important issues that are related to multiple ministries and sectors and mobilizing various resources to boost overcoming post-war consequences of unexploded ordnances and toxic chemicals activities;
  - ii. Assisting the Prime Minister in developing work plans and programmes on overcoming post-war consequences of unexploded ordnances and toxic chemicals and coordinating the implementation of approved plans and programmes;
  - iii. Assisting the Prime Minister in advising ministries, sectors and local authorities during the implementation of multi-sectoral issues relating to overcoming post-war consequences of unexploded ordnances and toxic chemicals; and
  - iv. Preparing periodical or requested reports on overcoming post-war consequences of unexploded ordnances and toxic chemicals and implementing other missions as required.
- 15) Four mission groups have been established to work on the activities under each mission:
  - v. Mission 1: Developing documents.

- vi. Mission 2: Directing works relating to mine clearance and toxic chemical remediation. Dioxin clearance on Danang airport has been completed, on-going clearance on Phu Cat and Bien Hoa airports.
  - vii. Mission 3: Directing works relating to the support of victims. While it is challenging to identify victims as the war has ended a long time ago, it remains very important to gather information.
  - viii. Mission 4: Directing works relating to communication, international relations, fund mobilization and technological research. The first report of country-wide contamination has been released covering 63 cities and provinces. MONRE has been working on developing a map of toxic chemical contamination using the United States (US) Map of dioxin spray. NSC 701 has also worked and analysed map information.
- 16) In March 2019, the Vice Minister of Defence participated in United Nations (UN) talks in New York City on mine action and has expressed interest in further exposure at that level as well as participating in future convention related events as an observer. The reluctance to sign the Anti-Personal Mine Ban Convention and the Convention on Cluster Munitions is partly due to concerns with regional security and concerns of not being able to meet the provisions for clearance within ten years. Publishing national data, developing a national strategy for mine action and moving to IMAS could be positive building blocks in moving towards achievement of provisions in both conventions. Also significant is the evaluation of Program 504 by end of 2019 or early 2020, including of VNMAC, as part of the preparation of the next five-year plan which can then set new targets for VNMAC's role during the plan period of 2021 to 2025.
- 17) The establishment of the Mine Action Partnership Group (MAPG) in October 2016 was intended to enhance coordination with international partners as evident at the first meeting of all parties in March 2017. No further meetings have been held, due to changes in institutional arrangements on the government side that are still being resolved. The major development partner in mine action is the US, mostly working through INGOs, with several other bilateral partners (including Ireland, Japan, Norway, Switzerland and the United Kingdom) providing much lower levels of financing also through INGOs. The US has supported four main INGOs in their integrated approach to work at the provincial level, cooperation in the context of the Landmine Working Group (LWG), and work over a decade to establish high levels of trust through transparency in their operations. Korea is a relatively new partner, working through UNDP in the KVMAP project. The KVMAP project works

closely with the Senior Technical Advisor to VNMAC, financed by the US, and relevant INGOs who support VNMAC.

18) The LWG brings together INGOs to share experiences across the sector, including government observers. At the LWG's recent meeting in December 2018, the group produced a proposed coordinated work plan for 2018-2020, including a capacity development matrix for VNMAC (see annex 5). These were presented to VNMAC in February 2019 and a response is pending. However, the completion of the circular on institutional arrangements in the sector, in which the LWG is also engaged, is currently of more urgency for the VNMAC.

For KVMAP it is important to recall that in response to the global evaluation of UNDP's work in mine action the agency confirms its mine action support will follow three tracks:

- i. Context analysis and needs assessment. This will help to ensure that the impact of landmines and explosive remnants of war (ERW) on development is well known and understood, and that relevant information is factored into the selection of recovery and development priorities. The assessment will also cover policy and institutional capacities required to enhance jobs and livelihoods through mine action programming.
  - ii. Careful selection of the areas of focus. The selection and packaging of the areas of focus will be informed by the assessment and analysis and guided by relevance to and synergy with related focus areas of the UNDP Strategic Plan.
  - iii. Emphasis on results and outcomes. Results achieved will be measurable contributions to development outcomes and will contribute either directly or indirectly to jobs created, livelihoods restored and other social and environmental indicators.
- 19) In relation to the present project in Vietnam, there is a clear reflection of global experience. With a focus on national capacities for planning, prioritisation and monitoring of performance while working across four of the five pillars of mine action (clearance/land release, mine risk education, victim assistance and advocacy) in two specific provinces to show results at the community level in reducing poverty and promoting sustainable development. The results expected from the project are organised by these categories:
- i. Survey and clearance, mine risk education, victim assistance, information management;

- ii. Policy development, sector coordination and capacity development; and
- iii. International conventions.

20) The results of the first year of KVMAP are captured in the Annual Progress Report for 2018 which was presented and approved at the Joint Project Coordination Committee (JPCC). A weekly Joint Project Management Unit (JPMU) meeting at VNMAC provides the opportunity to ensure timely decisions are taken about implementation aspects of the project.

21) This is the first operational project in Vietnam working within VNMAC across major facets of mine action. Most other projects were essentially implemented through INGOs at the provincial level or working on partial or policy aspects in government, for example with two technical advisor posts provided to VNMAC through INGOs. The results expected from KVMAP support are important not only for the impact at the provincial level but also in strengthening capacity in the VNMAC to manage the sector and improve standards.

22) The project and this exercise are important for KOICA, as it learns more about working with government institutions rather than INGOs and with UNDP. As one of their largest projects globally and the second in mine action, it is important to show progress through appropriate indicators and aim to be in a position after two years to consider further support to mine action. Special importance is given to impact indicators at the community level, hence the importance of relationships with provinces and in the effectiveness of technology and systems employed by project to improve national level results.

### III. VNMAC CAPACITY ASSESSMENT RESULTS AND STRATEGY

23) The capacity assessment is based on findings from the scoping analysis and self-assessment exercise. In this section, the self-assessment exercise is further analysed within context of the mine action sector and findings from the scoping analysis.

#### BACKGROUND

24) VNMAC was established in 2014 through decision 319 to support NSC 504. Although the centre appears to have sector wide responsibilities through being a national mine action centre, in practice activities of VNMAC cover only those under programme 504 according to various reports. A decree approved in March 2019 is meant to clarify the role of VNMAC as a sector wide institution in a circular; the centre provides a sector wide role only in operating a national information management system to which all operators must report. Most other aspects of mine action are assigned to MOD without a clear indication of how these are delegated and implemented.

25) The elaboration of roles and responsibilities in an accompanying circular to the decree, now being drafted, should provide more clarity. The initial outline appears to limit VNMAC role to accreditation and appraisal of mine action projects and tasks financed by international resources, as example. Thus, realising its full role as a national mine action centre as understood internationally may be a gradual process which is linked to working with international organisations to develop necessary capacities.

26) Nevertheless, the current set-up of VNMAC provides the structure to cover sector needs, with four functional sections (planning and coordination, external relations, technical and finance) and three specialised technical sections (training centre, survey/monitoring/quality control centre, and database centre).

27) According to government reports, in the initial 2011-2015 NMAP period VNMAC participated in the following activities: VNMAC headquarters were built, data entry and data processing for the "Landmine Impact Survey" was completed, the National Database Centre was put into operation, research and development (R&D) programme was developed and submitted for approval, and the centre participated and coordinated with international organizations and INGOs to organize capacity building training for stakeholder management and implementation.

28) In addition to the approved demining projects for the purpose of socio-economic development, based on the state budget Program 504 has implemented UXO and landmine

clearance work in 19 provinces with high contamination during the 2011-2015 period with a total cleared area of 50,000 ha. For the 2016-2020 period, the plan is to implement UXO and landmine clearance tasks for socio-economic development, targeting about 200,000 ha focusing on the Central Region of Vietnam, Central Highlands, Northern and South West Border Regions.

- 29) For the 2016-2020 period, the main priorities of VNMAC are to finalize and issue a new decree on management of mine action operations and the accompanying circular for guiding implementation, finalization of regulations on managing the implementation of Program 504, finalization of regulations on mobilization, receipt and use of funding for implementation of Program 504, propose the development and finalization of relevant mechanisms and policies, finish construction of VNMAC headquarters with sufficient equipment and facilities for full operation of VNMAC and its subunits, and conduct research on the development of training areas (both in-land and underwater) for the training centre.
- 30) For the 2016-2020 period, VNMAC will also establish and put into operation sub-branches for the National Database Centre (at regional and provincial centres) and will promote resource mobilization, memorandum of understanding signing, agreements, and plans to call for international support/official development assistance from donor governments, international and national organizations, INGOs and individuals for program implementation.
- 31) For the 2016-2020 period, the plan is to implement the following R&D activities:
  - i. Develop and announce quality management procedures.
  - ii. Develop a plan and prepare the budget for implementation of the Technical Survey Project based on the results of Landmine Impact Survey.
  - iii. Strengthen capacity of two R&D and two manufacturing facilities to design and manufacture in-country demining equipment with reasonable price and good quality. Implement proposals on technology development and designing and manufacturing of demining equipment.
  - iv. Develop, submit for approval and implement capacity building projects in terms of management, development, improving quality of human resources, design and procurement of equipment. Conduct research to classify operators according to their field of work.
- 32) There is limited information available on the progress within the priorities outlined above, although limited progress will be noted in the self-assessment presented later in this report.



“Over three decades since the end of the war, people still live and work in ERW affected environments where UXOs could be found deep under the ground surface, or even under their houses. Somehow, the Vietnamese have to learn to live with ERW. Learning to live with ERW and accepting the risks represents a unique adaptability of the Vietnamese communities, which needs emphasis in any research on the ERW impact in Vietnam. It is difficult to fully demonstrate in one survey how communities adapt to the ERW risks in order to exploit natural resources. In this Survey, the ability to avoid ERW accidents remains one important indicator for the awareness, learning and development of the ERW affected communities.” (section 4.1.2, page 62, Report on Explosive Remnants of War Contamination in Vietnam, VNMAC 2016)

## ANALYSIS OF CONSTRAINTS

33) There is fairly extensive international commentary on the Vietnam mine action sector, in some cases updated annually. In December 2016 the then US funded advisor to VNMAC prepared a Capacity and Needs Assessment Report that provided analysis of the constraints to operating in the sector. This report is still relevant and was reflected in the LWG analysis presented in December 2018. Using these and other sources, the constraints in the mine action sector might be summarised as the following:

- i. Lack of clarity and transparency in dealing with sector parameters overall, which makes it difficult to prioritise investments and interventions, and determine capacity requirements without data or other evidence to support planning and needs assessments. The question of MOD operating procedures in inhibiting transparency and lack of flexibility when dealing with priorities, SOPs and quality management issues in relation to the desirability of meeting UN international standards and conventions;
- ii. Lack of clarity on definitions in relation to international standards and how the sector is organised to deal with different aspects of ERW, especially in distinguishing humanitarian from development or commercial interventions and how residual contamination needs will be addressed sustainably over the long term;
- iii. Lack of clarity on institutional responsibilities including coverage of NSC 701, Programme 504 and the mandates of BOMICEN and VNMAC, although MOD has a key role in all aspects. The paralysis of the MAPG as a coordination mechanism as a

result of mandate issues or confusion over how the Ministry of Planning and Investment (MPI) works with MOD; and

- iv. Limited information on the role of VNMAC and its organization and how it intends to operate. The recent approval of a new legal framework for mine action is encouraging but requires a circular to elaborate on mandates and operational roles of different institutions, especially at the provincial level.

34) The priorities for action identified in the analysis of the above listed documentation include:

- i. Approval of legal framework and elaboration within circular to clarify institutional mandates and responsibilities;
- ii. Elaboration of national standards and regulations according to international standards;
- iii. Provision of evidence about extent and results of clearance and how this influences planning, prioritisation and expected capacities to deliver results and a focus on management information capacities and their use for planning and investment purposes according to revised guidelines on priorities;
- iv. Establishment of national quality management system based on international standards using the Cluster Munitions Remnant Survey methodology;
- v. Increasing awareness of and revising protocols for victim assistance and mine risk education, with clearer institutional arrangement and a national strategy;
- vi. Consider a resource mobilization strategy and action plan for international and domestic support to the sector, with monitoring and evaluation capacities linked to improved reporting, and operational coordination arrangements; and
- vii. Elaborate in detail organizational arrangements and capacities, especially for VNMAC, with capacity enhancements backed by training centre development.

35) Some constraints are being addressed, some await activation and for some government actions are required. Most recently and significantly, the approval of Decree 18 provides a clear incentive for all parties to work closely together in implementation of the decree, as already reflected in the work programme proposals prepared by the LWG (see annex 5). The proposals of the LWG provide a robust starting point to pursue an integrated approach across partners in addressing the issues listed above.

36) In considering the list of priorities for action, the NSC 701 office is another important stakeholder in bringing together government entities and MOD. Overall the NSC 701 office

sees a positive role for VNMAC in supporting state functions as outlined in Decree 18, especially MOD. However, there is caution regarding the timeframe for taking on all such functions given current VNMAC limitations. The following provides some examples how to address some of these:

- i. Building an information database is seen as the first priority due to the decree stating that all mine action work is required to be reported to VNMAC (not just programme 504 action work). A national information management plan is therefore a top priority.
- ii. Quality assurance functions are the next priority for development due to their ability to monitor the compliance of operators with national standards as they undergo change to meet international standards, and as well improving the quality of reporting in the database. At this point, certification of army units is done by the Engineering Command against existing national standards and practices. This situation should be periodically reassessed, and some aspects could transition from the MOD (Circular 121 on survey clearance certification) to the VNMAC as the centre builds experience.
- iii. The training centre currently has very limited capacity, especially for technical training which is supported by external support. Therefore, it is suggested that investment should be made in the engineering colleges of the Engineering Command to train new recruits, and to the Engineering Command to certify mine action teams. However, this could contradict the plan to promote investments in the VNMAC training centre.
- iv. It is unclear if VNMAC currently has the capacity to effectively coordinate initiatives across government such as the coordination of resource mobilisation efforts for mine action. Therefore, the NSC 701 office sees itself performing some of these roles. However, it must also be considered that building VNMAC capacities should not be postponed and VNMAC is able to build capacity to support state functions in mine action.

37) VNMAC is of the opinion that both Decision 319 and Decree 18 are clear regarding the centre's essential role: "the agency implementing the coordination of mine action activities" (article 47 of Decree 18). Therefore, the issue raised in point iv above may have stemmed from one of a number of causes: the lack of a formal mandate and absence of an adequate legal basis, that is now resolved perhaps by Decree 18; or due to both a perceived and actual lack of capacity in VNMAC to perform certain functions, which therefore continue to be done by others, or from a lack of incentive to change the system in the military command in favour of a civilian National Mine Action Authority (NMAA). However, all of these factors

tend to favour the status quo, and strong central government management support would be required to realize a more effective role of VNMAC.

- 38) Decree 18 has provided some clarity, especially regarding information management roles, and more should follow in the circular which is viewed by VNMAC as a critical factor in clarifying its role, especially in relation to the Engineering Command. For the purposes of this assessment, a full interpretation of the mandate assumes VNMAC as the leading national agency in the mine action sector. This is also informed by knowledge of its current role with other stakeholders and how these might evolve. Clearly this assumption needs to be reviewed once the circular is in final form, but also in relation to a longer-term national mine action strategy that sets out the full role for VNMAC. This process will be seen by VNMAC as a test of state interest in supporting the enhanced role of the centre over the medium term.
- 39) It is worth recalling that VNMAC was only established in 2014 and has been effectively only three years in operation. While much has been done, there are clearly challenges in realizing its full potential as a national mine action centre in such a short period. Hopefully the capacity self-assessment exercise will provide management and staff with the opportunity to express their views on what desirable capacity changes and how to address the gap between current and desired capacity in a realistic manner.

#### CAPACITY SELF-ASSESSMENT BY VNMAC

- 40) The analysis above provides the context for the capacity self-assessment. The core issues for VNMAC were developed in exercise three of the capacity assessment, based on exercise one on vision and strategy and exercise two on stakeholders. The discussions identified a set of core issues, which are provided in annex 7, as refined following a review of VNMAC's work through group interviews with staff of each division. The self-assessment questionnaire was finalized after discussion with VNMAC management, with changes to the format and content to be made to assist comprehension.
- 41) The following section is organised by 20 identified core issues arranged in four sections (enabling environment, institutional development, technical capacities and functional capacities) as used in the self-assessment questionnaire. For each core issue listed there are six sub-sections:
- i. The main indicator: Advised by the consultant and adjusted based on feedback from the self -assessment exercise.

- ii. Capacity gap ranking and analysis: Derived from averaging rankings provided in the self-assessment, to highlight the largest perceived gaps and possible priorities for change.
- iii. Current capacity: Taken directly from the self-assessment questionnaires submitted by VNMAC staff with only light editing to remove duplicate statements and probable errors in understanding the questions.
- iv. Future capacity: Taken directly from the self-assessment questionnaires submitted by VNMAC staff with only light editing to remove duplicate statements and probable errors in understanding the questions.
- v. Assessment: An attempt by the consultant and UNDP Vietnam to synthesise the various sources into one set of findings and recommendations.
- vi. Strategic intervention: Findings and recommendations from the assessment section expressed as suggestions for capacity enhancement.

## A. Enabling Environment

42) Core issue one: The capability of VNMAC to contribute to sector vision and strategy development, as a defining part of VNMAC's role.

**Main indicator:** VNMAC's ability to lead in developing a long term mine action strategy with target dates for reaching residual contamination state and for contributing to UN peacekeeping.

<b>VNMAC's Capacity Gap Analysis and Self-Assessment</b>	<b>Capacity gap ranking and analysis:</b> This action was ranked as third priority, with a need to understand the impact of target factors (technology, budgets, capacity and demand) as the largest gap influencing capacity to develop a long-term strategy.
	<b>Current capacity:</b> As perceived by VNMAC staff, it is a new organization with extensive responsibilities to advise, coordinate and implement different aspects of MA based on the 2014 Decision 319. VNMAC is implementing its activities in accordance with the provisions of the long-term plan, Programme 504, 2010-2025. Core staff have appropriate education and basic training to implement existing five-year plan budgets and support from several projects, but the workload is heavy and there is a need for additional resources (staff, facilities) and training to improve analytical capacity. Good cooperation exists with international organisations at a technical level to advise and train VNMAC staff, but overall coordination with stakeholders is not comprehensive. The impact of VNMAC results on

communities is not clear. VNMAC does not have all the authority needed in some areas to be effective and this is recognized in the provisions of Decree 18 of March 2019. While programmes are being implemented, the sector is characterised by rapid changes with many new technologies and systems which lead to differences in thinking and action within VNMAC.

**Future capacity:** Seen in the context of the approval of Decree 18 in March 2019 which provides authority to VNMAC as the national mine action centre, and the circular currently being elaborated which should provide clarity in how MA will be implemented for VNMAC to effectively fulfil its roles. VNMAC requires training on circular development, mechanisms and institutions. Staffing, facilities and budget should be augmented to ensure additional capacity is available to fully implement all roles, of which all staff should be aware of. A clear strategy would provide guidance on how to improve MA for communities, with regular reviews to improve impact as well as a better understanding of the mine action in Vietnam, lessons learned in implementation and adjustments to address future needs.

## Assessment and Recommendations

**Assessment:** Developing a strategy for mine action would highlight the importance of taking a long-term view of resolving contamination to meet a state of residual contamination as soon as possible. In the case of Vietnam, some 45 years of contamination, and the scale of munitions used, lead to projections that at current capacities and estimates of contamination many decades would be required to reach a residual state (estimate vary from 2080 to 2100). In developing an MA strategy, it is important to assess the likely impact on shortening this time horizon of such factors as changes in technology, enhanced budget levels, capacity to deliver results, and the changing nature of the demand, which should also impact prioritization criteria. Adequate data to drive the analysis is a vital factor, and the publication in 2018 of the National Contamination Survey of 2016 was a major advance in access to information. Unfortunately, while containing information on contamination, victim assistance and mine risk education, it has very limited information on past survey and clearance activities and their impact. Further research would be appropriate in the context of preparing a long-term strategy. This would require access to military records of past land release, as well as the most recent surveys and their impact on contamination estimates.

Another aspect of the strategy is consideration by Vietnam of the implications of adherence to the two international conventions relevant for mine action. Including these in the strategy would help justify the longer than usual time period required for such investments to reach a residual contamination state and promote the rationale for increasing the scale of international support. Another consideration for the strategy is the possibility to assign



mine action teams from Vietnam for service with the United Nations, as is done now with other peacekeeping forces. This will require certification of performance according to IMAS.

**Strategic intervention:** Develop a long-term mine action strategy, strengthening VNMAC's capacity and role to contribute to developing such a long-term mine action strategy. Use the review of the current five-year plan as a baseline for the MA strategy. This action would require the assignment of temporary qualified staff to VNMAC, working with international guidance, and an endorsement of this role by NSC 701 in order to engage all stakeholders in the exercise. Once the strategy has been drafted, and in the context of the circular for Decree 18, support should be given to VNMAC to develop a vision/mission/structure/capacity statement for endorsement by the government.

### 43) Core issue two: Prepare a five-year plan.

**Main Indicator:** VNMAC's ability to lead in developing the five-year MA plan 2021-2025, fully integrated with socio economic development plans (SEDP) nationally and at provincial levels.

#### VNMAC's Capacity Gap Analysis and Self-Assessment

**Capacity gap ranking and analysis:** This issue was ranked as the seventh priority, with one important factor highlighted; the limited capacity to undertake evaluation of the results from past plans.

**Current capacity:** VNMAC is successfully implementing the current 2016-2020 plan and was involved in implementation of the previous plan. At the time of the capacity assessment there was no planning role at provincial level and coordination among departments and centres could be improved, as could consultation with other institutions and international partners to improve support.<sup>1</sup>

**Future capacity:** To improve plan targets and results there is need for international support in synthesising results for impact at the community level for economic development, in mobilising additional resources, improving provincial MA planning capacities, and in training staff to improve impact of MA long term, with support from INGOs and others. More support is needed from senior management to staff, and additional international training, to develop and implement a five-year plan, develop short-term and long-term plans, reach consensus among provincial authorities, and authorities at national levels. As for the five-year plan, VNMAC plans to undertake a review of current results to formulate

<sup>1</sup> It should be mentioned that a new regulation has been drafted and is awaiting approval, in which the provinces will submit their action plan (1 or 5 years) to VNMAC for review and appraisal. VNMAC will establish a national priority plan in mine action based on the plans submitted from provincial levels.

the 2021-2025 plan, although lack of specific guidance hampers the evaluation and there is limited planning experience. Regular reviews and lessons learned are analysed to improve performance. Budget and staff constraints should be addressed.

#### Assessment and Recommendations

**Assessment:** Within the context of a long-term MA strategy, an important issue to consider is how to prioritize mine action over time, while reflecting the needs of different Vietnamese provinces. Priority for humanitarian mine action at the community level is given to the six most contaminated central provinces but at the same time there is considerable continuing demand for the clearance of land for commercial and development purposes. A strategy should analyse data about the range of demands over time and prioritize allocation of resources and clearance assets to reflect the results of such an analysis. In the context of long-term high GDP growth, urbanization and the priority of leaving no one behind in the context of the Sustainable Development Goals (SDGs), the government needs to provide guidance in the SEDP context for mine action priorities. As some of the most contaminated provinces are also some of the poorest in Vietnam, it is important for the government to articulate how to invest in sustainable development projects that support communities to take full advantage of mine clearance and land release. Transparency in the prioritization decisions should be assured in this process of integrated development based on the SDGs.

A vital area to review is the capacity of VNMAC to implement monitoring and reporting systems that focus on results achieved, rather than just activities and funds spent. If results-based management is feasible, the need for periodic independent review of results, including feedback from beneficiaries on impact of land release for example, should be explored as well. More effective monitoring would also justify regular annual reviews of priorities based on results and changing circumstances.

**Strategic intervention:** Support to VNMAC to evaluate the results of the current five-year plan and to prepare the new 2021-2025 plan, with advice on the evaluation of results and impacts at the provincial and commune levels, with data analysis of priority provinces, and using inclusive consultative processes. Additional expertise should be assigned to VNMAC for this purpose, to support evaluation, planning and prioritization analysis, with cooperation from international partners by end 2019 or as established by NSC 701.

44) Core issue three: Prioritization of survey and clearance activities.

**Main indicator:** Protocol for prioritization at provincial level approved and in operation, especially in heavily contaminated provinces.

<p><b>VNMAC's Capacity Gap Analysis and Self-Assessment</b></p>	<p><b>Capacity gap ranking and analysis:</b> This issue is not ranked as a priority.</p>
	<p><b>Current capacity:</b> VNMAC staff are very experienced in survey and clearance for Programme 504 and implementing plans at provincial level but need more resources and training to address limited capacities and the need for a more integrated approach.</p> <p><b>Future capacity:</b> Issues to be addressed include follow-up needed for provincial activities to be implemented according to priorities at commune level, data entry not up to date or incorrect and the introduction of business processes for technical survey. The linkage to SEDP of all projects has been verified by competent authorities and assessment of the level of contamination determines plans. Guidance on implementation should be more active, in order to follow the plan. Increase and train staff, increase international financial resources for heavily contaminated areas with prioritization of new socioeconomic development but also deploy to all provinces and cities as required, improve provincial level planning and supervision, and reaching consensus on priorities. Develop the plan based on lessons learned from implementation. Need to enhance annual work plans and implementation capacities through improved cooperation at provincial level, integration of existing projects to be more effective, a mechanism to improve collaboration with supporting organisations, and training for staff members on planning and implementation of annual work plans.</p>
<p><b>Assessment and Recommendations</b></p>	<p><b>Assessment:</b> There are clearly uncertainties in the mine action sector in Vietnam about what constitutes humanitarian mine action (HMA) compared to development interventions and so a detailed policy formation consultation would be helpful in reaching a consensus with the international community about suitable definitions and criteria for the prioritisation process in the Vietnam context, perhaps as part of developing the strategy. The KVMAP project may facilitate this process along with other advisors, as it is working on HMA directly with government and presumably the approach agreed for the two provinces should apply to all such government financed HMA. This is important also in the context of government preparations under Programme 504 to finance HMA in six more provinces from 2020, seemingly based on the integrated approach of the KVMAP project.</p>

**Strategic intervention:** Support VNMAC in organizing consultations on improving provincial level planning and prioritization, and defining a standard set of criteria for high priority interventions and other types of survey and clearance, in an inclusive process for reaching consensus. In the context of VNMAC taking an integrated approach to all MA activities and using information management system to cover all MA, support VNMAC in providing training to its staff and in the provinces so that improvements can be tried in the next annual planning process, and then scaled up in the next plan period.

#### 45) Core issue four: Resources for mine action

**Main indicator:** Higher levels of state, provincial and international resources in highly contaminated provinces to address long-term targets for MA in the context of the next five-year plan.

#### VNMAC's Capacity Gap Analysis and Self-Assessment

**Capacity gap ranking and analysis:** This issue is ranked first in priority.

**Current capacity:** The National Disclosure (Contamination?) Report, contaminated areas map and impact evaluation of mines on the development of national economy and society are available but lack long-term plans and result reports to encourage more investments according to agreed prioritization criteria. There is no resource mobilization strategy and there is lack of information about MA for provincial investments. There is a need to enhance stakeholder engagement for resource mobilization, but VNMAC staff have limited capacity of foreign languages and limited capacity in writing proposals and plans. MA budget is mostly dependent on the state's budget, with limited support from international organizations, with most survey and clearance (S&C) activities conducted through projects.

**Future capacity:** Improve general analysis reports to show results in relation to long-term plans and to justify increased resource mobilisation to clear mines and bombs in the contaminated areas of Vietnam by 2040. There is a need to establish a mechanism and plan for resource mobilization, to undertake consultation and make recommendation for higher levels, to strengthen fund raising activities and improve engagement and cooperation capacity with other stakeholders. Government and NSC 701 should pay greater attention to mine action. Also increase the state budget for S&C. Enhance coordinating capacity of VNMAC and encourage participants from other civil and international organizations.

**Assessment and Recommendations**

**Assessment:** In the context of an MA, strategy financing options are an important consideration. As a lower middle-income country, Vietnam is expected to finance more of its own development over time, and already development partner resources are being reduced. At present, there is a special justification for international support for HMA and this should be pursued by VNMAC as part of the MA strategy. However, for the medium to long-term the government may wish to consider other sources of finance, including preparing to access innovative financing sources. Investments focused on climate change and SDGs, where community based sustainable development in the provincial context starts with mine action and is designed to reduce climate change factors and promote sustainable development of natural resources, may provide an attractive impact investment opportunity in some provinces.

**Strategic interventions:** Support to VNMAC in preparing a resource mobilization strategy and in producing an annual report on MA in Vietnam, inter alia, for resource mobilisation purposes. In the context of the next five-year plan and with support from NSC 701 and stakeholders nationally and internationally, enhance analytical capacity of VNMAC for these purposes including for financial and cost-benefit analysis, linked to cost norms and results from MA, assign appropriate staff to support this function and provide international guidance.

46) Core issue five: Coordination for mine action.

**Main indicator:** VNMAC’s leadership and capacity for improved coordination of mine action.

**VNMAC’s Capacity Gap Analysis and Self-Assessment**

**Capacity gap ranking and analysis:** This issue was not ranked as a priority.

**Current capacity:** VNMAC has effective engagement with international stakeholders although this is not regular and lacking a consistent mechanism. VNMAC also lacks practical experience and guidance from leadership, so it mostly responds to needs when these arise. There is no strong coordination among members of MAPG and MAPG’s activities are delayed without MPI support. Coordination with relevant central and local authorities is limited and VNMAC lacks connection and support from other stakeholders. Quang Tri Mine Action Centre has been implemented by the coordination unit at provincial level.

**Future capacity:** Improved capacities for coordination through MAPG and enhanced coordination with local activities, improved information management and monitoring based also on circular to implement Decree 18, enhanced financial management capacity, more advanced training from international experts, experience and capacity of staff is improved including for management and stronger MA links to development.

#### Assessment and Recommendations

**Assessment:** Developing a vision and strategy may also highlight opportunities to enhance national oversight for mine action. While the present NSC 701 is designed to provide such oversight and guidance to VNMAC, and includes participation of all relevant government and related institutions, as the sector advances it may be important to engage other institutions. Including the national assembly and provincial level assemblies to give feedback on prioritization and SDG based integrated sustainable development of communities. Such arrangements would also improve the reporting of MA progress at the international level, in the context of international conventions.

Overall coordination at the resources and policy level should be regularized by activating the MAPG to meet annually with backstopping from VNMAC, while VNMAC should coordinate regular technical consultations with national and international stakeholders. At the provincial level consider lessons from Quang Tri province in establishing greater coordinating capacity in heavily contaminated provinces, based on information management for planning and monitoring purposes.

**Strategic intervention:** Support VNMAC in enhancing coordination and management capacities, first by organising regular technical consultations with national and international MA partners, secondly by backstopping annual MAPG meetings convened by NSC 701 and MPI, third by supporting provincial coordination capacities, and fourth by providing training at all levels on issues related to coordination and management.



## B. Institutional Development

47) Core issue six: Adequate staffing and budget.

**Main indicator:** VNMAC organizational structure, management systems and standards lead to improved productivity of staff and full utilization of budget, both of which are increased to levels adequate for expanded Decree 18 role.

<b>VNMAC's Capacity Gap Analysis and Self-Assessment</b>	<b>Capacity gap ranking and analysis:</b> This issue is ranked as eighth priority in the assessment with importance given to reviewing the adequacy of the organigram and its operation.
	<b>Current capacity:</b> Staff have adequate skills but work inefficiently due to their capacity not suited to their assigned function and responsibility. Limited capacity of staff in foreign language and writing skills, and equipment is insufficient and not capable to meet work requirements.
	<b>Future capacity:</b> Restructuring VNMAC to improve quality and effectiveness of operations for implementation of MA and draw on more effective managerial experience to achieve MA results in plans. Partners need to understand VNMAC's role, and the VNMAC needs to understand the international requirement of ethics and development, and application of international standards. The capacity building plan is slow and unclear, so it is important to increase professional training courses to increase capacity to the specialist level using international experts and train staff to improve foreign languages.

**Assessment and Recommendations**

**Assessment:** The clarification expected from Decree 18 and its circular in respect of VNMAC mandate and roles will help in determining if the current organigram, staffing levels and competencies are matched to the results expected over time. The fact that VNMAC is a new institution provides the opportunity to revisit its set-up and the constraints to realizing its role. It will be important to have access to detailed information on the current set-up and capacities and the assessment should address how to change these to match with expectations for the future. The same questions apply to the institutional budget of VNMAC and its capacity to manage finances, including international donor funds, to appropriate standards. It is also important to assess its procurement effectiveness for programmes, in relation specially to cost norms for mine action activities.

Another vital aspect of VNMAC operations is how its management systems enable it to effectively deliver on its mandate, working across several pillars of mine action and coordinating multiple stakeholders in realizing results. It will be important to understand the pros and cons of being part of the MOD in respect of access to and sharing information with stakeholders in decision-making, and what flexibility there is also in organizational, delegation and decision-making parameters that apply to senior managers. It will be useful to identify possible on the job/in-service training to improve management systems and capacities.

**Strategic intervention:** Review VNMAC organization and structure, responsibilities and mandates, management arrangements and capacity requirements (staff, budget, facilities) to coordinate and manage mine action nationwide.

48) Core issue seven: management of projects funded by international community

**Main indicator:** VNMAC staff capacity is adequate for the improved management of international resources.

**VNMAC's Capacity Gap Analysis and Self-Assessment**

**Capacity gap ranking and analysis:** This issue has a low ranking as a priority.

**Current capacity:** Staff have experience in successfully managing small projects and are now engaged with the KOICA KVMAP project. With the provision of policy guidance, a step by step approach should lead to a complete mechanism as Vietnamese regulations indicate international resources can be funded to divisions and locals. VNMAC is not involved in procurement. External support is needed in many projects due to weak professional expertise.

	<p><b>Future capacity:</b> Review experience of KVMAP and improve capacities based on lessons learned, immediate training to upgrade project management skills for future roles, use audit results to improve performance, control through quality and efficiency, project management, project coordination management, and quality and safety management.</p>
Assessment and Recommendations	<p><b>Strategic intervention:</b> In the context of other interventions mentioned above, focus on specific training in project management skills and in systems used in the implementation of international projects, with special focus on KVMAP experience.</p>

#### 49) Core issue eight: management systems for mine action

**Main indicator:** Improved management systems enhance capacity and delegation of authority.

VNMAC's Capacity Gap Analysis and Self-Assessment	<p><b>Capacity gap ranking and analysis:</b> This issue is ranked as fifth priority.</p>
	<p><b>Current capacity:</b> There is no system of specialized agencies and organizations from the central to local levels to manage mine action works. Mine action in Vietnam is integrated into the functions and tasks of the MOD and People's Committees at provincial and commune level. NSC 701 is inter-branch, but there are no linkages among MA activities with weak coordination, overlap in work, and some departments and divisions not clear about their functions and responsibilities, and not in close communication. This contributes to weak teamwork. Capacity is being improved, and policies and mechanism are being completed.</p>
	<p><b>Future capacity:</b> Internal information about MA responsibilities should be clearer and understanding the role of each component of MA activities. Training for capacity building is being implemented.</p>
Assessment and Recommendations	<p><b>Strategic intervention:</b> Improve management systems for mine action as part of review under core issue six in the context of in-service training plans, ensure training locally for all staff in relevant aspects of working in MA and with international organisations.</p>

50) Core issue nine: In-service training.

**Main indicator:** Staff capacities and performance improved in identified areas through more effective in-service training.

<b>VNMAC's Capacity Gap Analysis and Self-Assessment</b>	<p><b>Capacity gap ranking and analysis:</b> This issue is ranked fourth in priority, with concern of high staff turnover.</p>
	<p><b>Current capacity:</b> There is no annual in-service training plan and no training model for VNMAC staff on mine action, training is only provided when other stakeholders offer trainers, content and funds for VNMAC. VNMAC staff do not take lead roles and are passive in planning for each unit. The role of the training centre is not clear (organized only one course in English and one in project management) and is not performing well in staff training with training plan depending on senior management. There is limited foreign language capacity and adequate project management knowledge. Sometime staff turnover takes place without VNMAC having the final decision, staff turnover might then be unrelated to competency and professional knowledge</p>
	<p><b>Future capacity:</b> VNMAC in-service training plan and strategy with more training classes, training orientation and training business process including training on MA capacity building for VNMAC staff. Train staff to be experts, trainers and to have an overview of MA. Staff in KVMAP have experience through project implementation. Improve foreign language capacity.</p>
<b>Assessment and Recommendations</b>	<p><b>Strategic intervention:</b> after completion of circular for Decree 18 and vision/mission for VNMAC and in the context of recommended management review, high priority in 2020 should be given to an in-service training plan so all staff have opportunity to benefit from new approaches and systems. To intensify English language training over the long-term given VNMAC's international role.</p>

51) Core issue 10: Role and capacity of training centre.

**Main indicator:** Number and qualifications of national staff trained at the centre to MA standards relative to training needs analysis.

	<p><b>Capacity gap ranking and analysis:</b> This issue is ranked second in priority and requires attention.</p>
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**VNMAC's Capacity  
Gap Analysis and  
Self-Assessment**

**Current capacity:** Initial assessment of the current situation and the need to train staff to deal with explosives, a training needs analysis has been completed and staff have attended many local and international conferences. Evaluation and orientation for developing training centre has been conducted. The centre does not develop training plans for all staff and cooperates with international organisations for practical training. There is a lack of skilful staff including qualified trainers, with no trainer with international qualifications. There is also a lack of equipment, hence the organization is not complete.

**Future capacity:** Continuing international support is needed to address both short-term and long-term training needs according to a master plan that would ensure quality implementation of projects and adherence to IMAS across the VNMAC divisions and centres, while enhancing management capacity in VNMAC and other national and provincial institutions to implement Decree 18. Training centre, trainers, equipment and grounds at international standard with able to do training and research. The management team is able to develop long term training plan based on MA development. Cooperate with army engineering university and colleges for new entrants. Continue to mobilize funding to build a training centre at international standards, some staff and trainers are trained, and learn from international conferences and negotiate with US to support training courses and fields. Complete organization step by step and create opportunities for staff attend trainings abroad.

**Assessment and  
Recommendations**

**Assessment:** The training centre requires considerable effort to become operational and is many years from becoming a regional resource. The VNMAC Training Centre has less than a quarter of the staff required and no qualified trainers. The training centre has been used for ad hoc courses supported by various INGOs, using IMAS standards, and this practice should be extended by the KVMAP project for training activities. The US is considering support, after completing a study of training needs, while the United Kingdom is supporting the training of a first quality management (QM) team for the consultancy/monitoring/quality centre.

It would be useful for VNMAC to collect information about all MA training activities and use this and IMAS standards to determine content and audience for its training role and courses, in relation to those given by others, especially for certification purposes. An analysis would follow of professional staffing needs in relation to long-term plans, and decisions would then be required of NSC 701 to increase the budget and staffing to match requirements.

**Strategic intervention:** Support to align management and trainer staff capacities to the ambition of the centre, in the context of long-term plans for MA, overall staffing needs and training needs analysis for the sector. In relation to support expected from the US, ensure

all partners support development of the centre through their project interventions in a coordinated manner. Aim to establish training links to universities and colleges

## C. Technical Capacities

52) Core issue 11: Standardised survey and clearance methods/quality management.

**Main indicator:** More effective and cost-efficient survey/clearance for community development in accordance with IMAS, validated through QM systems.

**Capacity gap ranking and analysis:** This issue is ranked tenth in priority, to focus on training staff to new standards.

**Current capacity:** Good at prioritizing criteria and applying S&C methodology approved by the government. Non-technical and technical survey methods to identify contaminated area are present but don't meet international standards. There is limited training on new technology, with only a short introduction and no design and production of equipment locally. On the positive side, there is good cooperation with BOMICEN and Technical University on research and production of equipment and good at closing gap with IMAS and adjusting to Vietnam conditions, e.g. variety of ordnance. International standards are being applied in S&C and survey procedure is being completed. However, prioritization criteria haven't been approved, information management remains insufficient, the budget is limited, there is weak capacity and a lack of equipment and equipment integration.

VNMAC's  
Capacity Gap  
Analysis and Self-  
Assessment

**Future capacity:** Staff has experience but need to identify immediate prioritization criteria on survey and clearance. A human resource plan for management of S&C teams is needed with a design cooperation program with relevant stake holders. A request to revise national S&C standards to international standards, IMAS. Follow a lesson learnt approach to adjust procedures accordingly. To be able to research and make equipment for S&C and strengthen R&D. To finalize new survey and clearance SOP, with a focus on cooperation and technical discussion, and improve technical training to IMAS EOD level 3. Use experienced international trainers and establish national trainers. VNMAC will focus more on facilitation of QM including study about equipment and S&C methods to ensure quality.

Assessment and  
Recommendations

**Assessment:** From VNMAC's perspective there are concerns and even internal resistance about the level of risk with IMAS standards in relation to the different context for mine action in Vietnam, where development and commercial requirements have been considerable in relation to humanitarian mine action. Clearance to 30cm is regarded as the



standard in Vietnam for HMA community level survey and clearance but communities in Vietnam have been living with contamination for decades, may have benefited already from some early military humanitarian clearance operations, and often now want deeper clearances to pursue modern housing and livelihoods activities. On the other hand, there are still extensive areas of contamination which if cleared to HMA standards would provide more economic opportunities to communities. South-South Cooperation may be useful in providing practical examples and evidence for changing standards in different contexts.

If VNMAC is eventually to have the role, together with MOD, of a NMAA to verify and grant certification for survey and clearance operations then steps are needed to put in place the necessary protocols and capacities for such a function. It would be important to introduce this function as regulations and standards are revised in line with international standards and with appropriate changes to training capacities. Presumably the priority would be for HMA but eventually all demining units should be certified by an independent body, which ideally has been IMAS certified.

On quality control, new initiatives are taking place at the provincial level with a VNMAC team being trained this year in Quang Tri province and the KVMAP project beginning to also support improvements in quality management in two provinces. There are also some relationship matters to be clarified, between Engineering Command/BOMICEN and VNMAC for example in relation to certification process and the standards used across the MOD demining units as well as quality management systems. A similar exercise is needed on technology adaptation and development, to determine priorities and approaches that are cost-effective and able to provide quality improvements, although VNMAC appears to have no independent capacity in this area, and a detailed analysis is required of a feasible way forward. It is unclear what effort has been made to date and what developments have taken place in implementing the R&D plan included in the present five-year plan.

This should include establishing and strengthening internal QM teams, fully capable of conducting independent QM tasks within IMAS standards, as well as VNMAC managing internal QA/QC teams to ensure minimum standards are met on ever expanding areas of operation. This would entail a larger number of personnel gaining minimum IMAS EOD level 3, and a cadre of IMAS level 3+ as a supervisor/oversight level.

**Strategic intervention:** Support a collective effort through the circular to confirm the VNMAC role in ensuring standardized survey/clearance/quality management and eventual certification of demining units. Include in the training master plan certification to IMAS standards and support VNMAC in rolling out quality management capacities that lead to improved performance and reporting on survey and clearance. Support VNMAC in leading a feasibility study of technology adaptation and development of local production capacities, in the context of preparing the next five-year plan.

As VNMAC regulations and standards will be improved and changed over time with an emphasis on becoming IMAS compliant, it is also vital to ensure that the VNMAC QM standards are also constantly assessed, improved and enhanced. A good QM system develops into a self-assessing and consistently improving system, whereby the QM observations and improvements in the field help strengthen and improve evolving standards. Only through strong forward leadership, communication and sharing lessons learned from all levels of operations, can the positive aspects of increased accountability and full national ownership by the VNMAC be realized. This synergetic relationship will act as an added value and a catalyst in the effort to bring the VNMAC closer to the goal of Vietnam taking a more active role in participating, or leading, international mine action activities abroad including support to peacekeeping operations.

### 53) Core issue 12: Mine action regulations, standards, and SOPs

**Main indicator:** System of regulations and standards up-to-date and utilized in operations.

<b>VNMAC's Capacity Gap Analysis and Self-Assessment</b>	<b>Capacity gap ranking and analysis:</b> This issue was ranked ninth in priority.
	<b>Current capacity:</b> Revise business process and standards, developing a circular for guiding Decree 18 implementation. Standards and procedures are not completed and not matching with international standards. SOP for survey and clearance is in the process of finalization.
	<b>Future capacity:</b> Strictly follow Decree 18 in developing circular for guiding implementation. Developed working plan for adjustment after Decree 18 and submitting it for approval. Use lessons learnt more practically for adjusting procedures, regulations and standards on S&C and apply international standards step by step in accordance with Vietnam context. Complete legal framework and standards/SOPs to international standards and complete the information data centre.

**Assessment and Recommendations**

**Assessment:** Under strategy and other core issues assessed earlier, one of the critical issues is definitions, standards and of prioritization for MA. VNMAC’s capacity to lead on redefining standards for the whole sector and in relation to IMAS is another critical capacity question and should be reviewed in the context of the Circular for Decree 18 and in establishing a more effective process for approval, application and revision of such standards, in relation to international standards.

In addition, for VNMAC to fully exercise its mandate, it is essential to establish a clear responsibility between VNMAC and relevant local stakeholders in mine action, not least the military teams. This will help coordination and implementation of mine action activities across various levels.

**Strategic intervention:** VNMAC to revise national regulations and standards with a view to match international requirements as adjusted to the Vietnam context, initially in the context of the circular and then the associated efforts to adjust national regulations and standards, based on provincial level experience. To ensure a more transparent and flexible system of adjusting regulations is put in place and is serviced by VNMAC.

54) Core issue 13: Information management system.

**Main indicator:** Complete reporting of mine clearance results and impacts.

**VNMAC’s Capacity Gap Analysis and Self-Assessment**

**Capacity gap ranking and analysis:** This issue is ranked as critical by VNMAC.

**Current capacity:** Data has not been updated on time and methods of data collection and updates are not consistent and data on some mine action aspects is missing. Have equipment for information management (IM) to create national data base on Mine Action and trained staff with a step by step increase in capacity of staff.

**Future capacity:** Data collection system for all provinces, with adequate dedicated IM staff and all staff receiving basic training on IM with adequate management and facilitation capacity for staff. Equipment and facility on IM meet standards, with a good data base that can be shared with other stakeholders. Continue training and complete legal frameworks. Staff understand technique and use in IMSMA training. Establish a national mine action information management system step by step by 2025.

Assessment and Recommendations

**Assessment:** The database centre has received support since 2015 from the US channelled through the Norwegian People’s Aid and is operational. One of the issues is to ensure timeliness and consistency in the quality of data entered into the system, where the experience from Quang Tri Mine Action Centre and more recently from initial work in the KVMAP projects may provide useful guidance. Upgrading the system to ensure full integration of all provinces and all sources of mine action information, as envisaged in the Decree 18, may present capacity challenges for VNMAC, and therefore training, system data entry capacities and staffing levels will need regular review. The system in VNMAC is based on IMSMA 6 but it is not clear in practice what data will be made available, which is the second issue, given restrictions implemented so far by MOD. Hopefully the circular will address this constraint. Thus, later this year would be a good time to review experience and discuss how to upgrade systems and capacities once matters are clarified in the circular.

**Strategic intervention:** Clear mechanism and responsibility of related parties in mine action at different levels towards establishment and management of a national mine action database. Using experience from Quang Tri province, establish appropriate database and coordination centres in highly contaminated provinces and districts. Contribute to further improving timely and quality data entry and establish access/publishing protocols. Provide training to all staff in the centre and provinces, and review capacity needs regularly.

55) Core issue 14: Victim assistance and mine risk education.

**Main indicator:** National policy, strategy and plans for mine risk education reduce casualties and victim assistance meets needs for well-being of MA victims.

VNMAC’s Capacity Gap Analysis and Self-Assessment

**Capacity gap ranking and analysis:** This issue is ranked as a low priority.

**Current capacity:** Meets requirement as MOLISA is collecting data on persons with disabilities (PwD), including mine victims. Software on PwD data management are ready and updating has started. Coordination is passive yet the mine risk education and victim assistance of Program 504 is followed. Development of the national strategy for mine risk education is slow. The activities implemented are one off, not highlight activities. Implementation is the only form of activity. VNASMA provides livelihood support to victims in different localities across the country every year.

**Future capacity:** Need more personnel focusing on mine risk education, a mine risk education team and develop new methodology for mine risk education promotion. Increased capacity on management, facilitation and coordination mechanisms with other stakeholders. Need to improve capacity on data collection, management and facilitation. The communicators have actual capacity but needs to be improved. VNMAC needs to have an annual mine risk education plan in provinces and innovation in mine risk education. A victim database should be developed to improve upon and VNMAC to work with MOLISA to update data on mine victims. Have a thorough understanding of mine risk education responsibilities and define priority areas. Centre staff have knowledge of mine risk education and MA. Establish victim assistance system with support from the International Center. The centre should focus on resource mobilization and long-term mine risk education plan and programmes.

**Assessment:** The role of VNMAC in relation to mine risk education and victim assistance activities requires some further clarification. There is a unit in MOLISA also doing mine risk education, while VNMAC is supporting mine risk education in the KVMAC project in two provinces, and some one-off communication events nationally, including for Programme 504 overall. As all the activities are undertaken at the provincial and commune levels, the real capacity needs to be present there to assure a focused and consistent capacity as survey and clearance proceeds. The KVMAC project is replicating INGO promoted mine risk education approaches from other provinces and continues to adapt the protocol by including more partners and to arrive at cost-effective and locally contextualised operations. The military are involved appropriately as resource and technical persons, and as needed in what are socially integrated civilian led activities.

#### Assessment and Recommendations

For victim assistance the main responsibility is with MOLISA, which is implementing the software promoted by the International Center for an information management system that inputs data on all disability categories including mine action victims, which is being replicated in the KVMAC provinces. In that respect, the victim assistance information gathered through MOLISA does not collect the detailed information required by IMSMA. Given the relatively low number of incidents in recent years (13 in 2018 as reported by VNMAC), it may be feasible for VNMAC staff to collect information on site for new cases while investigating the incident, while MOLISA deals with data input and actions to cope with the consequences.

For both mine risk education and victim assistance there is little interest at the national level, and it is primarily integrated into overall social protection activities and education curricula at the local level. On the other hand, it is important to articulate a national strategy and policy for mine risk education and victim assistance, which could be assigned to VNMAC as a coordinating function so that the roles and capacities are clearly articulated at every level,

and performance adequately monitored. At the provincial level VNMAC should have a coordinating role for mine risk education but leave operational aspects to other more relevant institutions at the provincial level and below. In addition, international best practice has shown a clear advantage in ensuring close linkages between mine risk education and land release processes, as well as close relationships between stakeholders and agencies.

**Strategic intervention:** Clarify as part of the Decree 18 and its circulars how mine risk education and victim assistance should be managed at the national level, in particular the role of MOLISA in relation to operational aspects and the role of VNMAC for coordination purposes and in setting policy, plans and coordinating actions to support implementation, while recognising the present effectiveness of provincial level activities using multiple stakeholders. VNMAC staff should be trained to support victim assistance reporting to IMSMA standards for new mine action incidents.

## D. Functional Capacities

56) Core issue 15: Management of human resources.

**Main indicator:** Enhanced staff numbers and capacities as VNMAC role expands.

### VNMAC's Capacity Gap Analysis and Self-Assessment

**Capacity gap ranking and analysis:** This issue was ranked as a low priority.

**Current capacity:** Follow government regulation yet there are no detailed policies and regulations. Staff training depends on senior management and key personnel in some divisions works for short term periods only and there are no plans to add suitable personnel. Most staff are from military units without the needed qualifications, and there is limited participation of civil and international organizations in VNMAC.

**Future capacity:** Have capacity building plan to train second liners. T strengthen in-service training and send staff to attend training courses. To complete policies & regulations step by step and implement responsibilities of VNMAC as regulated in Decree 18. Better coordination of staff on MA projects with capable personnel assigned to divisions and departments and stronger participation from civil and international organisations.

**Assessment and Recommendations**

**Assessment:** Information on current staff, their capacities, job descriptions, work procedures and lines of reporting and supervision are important details, also in identifying gaps in relation to the mandate. This information was not available for the exercise, with assurances provided that VNMAC follows normal government systems. Most of the personnel are from the army and subject to its direction in relation to careers, while a few are recruited from the private sector. A second aspect is the experience with recruiting and retaining qualified personnel for VNMAC, and what causes relatively high turnover of staff in some instances and how to reduce or mitigate its impact.

**Strategic intervention:** In the context of other interventions, to improve management capacities of VNMAC to fulfil its role, ensure full implementation of personnel systems including training, assignments and rotation of personnel in light of new management structures and systems when introduced.

57) Core issue 16: Financial management.

**Main indicator:** Clean audit reports and timely implementation of budgets.

**VNMAC's Capacity Gap Analysis and Self-Assessment**

**Capacity gap ranking and analysis:** This issue was ranked as a low priority.

**Current capacity:** Staff currently do not receive any English language training, training on use of UN forms or UN finance system standards. Foreign language training courses for staff are being conducted. Financial management has strictly followed international standards and has been audited by qualified international organizations. Staff have many years of experience at graduate or postgraduate level, but English skills are limited and experience with UN financial standards is limited. It is necessary to improve financial management capacities to ensure the full use of capital and implementation of programmes.

**Future capacity:** Employees in charge of international cooperation and expertise are proficient in English. Staff are able to go abroad for training and have more training courses organized by donors. Advanced training courses are provided on project financial management and is training is provided on international financial standards for all staff under 504 programs. Equipment is provided for the finance unit. Currently VNMAC is implementing projects with other INGOs and donors. Studying UN forms and templates requires more training for which recommendations have already been raised.



**Assessment and Recommendations**

**Assessment:** In respect to finance, it is important to understand any constraints to accurate and timely financial management and reporting, and how well the finance unit performs as judged by audit and similar reports. At current levels of work, like “staff are able to perform well but would benefit from more detailed training on UNDP systems with needs reviewed as VNMAC expands.

**Strategic intervention:** In the context of in-service training plans, ensure all staff benefit from local training on using international project systems for financial management.

58) Core issue 17: Communications and website.

**Main indicator:** International and national appreciation for impact of MA and VNMAC role.

**VNMAC’s Capacity Gap Analysis and Self-Assessment**

**Capacity gap ranking and analysis:** This issue was ranked sixth in priority, with special attention needed to improve the website.

**Current capacity:** There are no guideline documents on sharing information, therefore VNMAC’s work is not widely known and information on mine risk education is not shared with communities. There is a website, but it is not often updated and has limited content. Information shared on MA to international stakeholders is limited but support has been received from some organizations. There are detailed regulations but still need further guidance. Organize an MA day. Upgrade and provide equipment to meet the demand of IR 4.0 asynchronous equipment.

**Future capacity:** VNMAC can share information widely. The website has an upgrade plan website and is the first priority in communications with assigned staff to write and post information on the website. There is public relation about the centre’s projects. International and national communication staff receive basic and up-to-date training. Management and facilitation of capacity for radio and television. Funds for mine risk education events and mine risk education on the website.

**Assessment and Recommendations**

**Assessment:** In addition to improving access to information externally, systems for sharing information internally should also be improved. Training modules should be developed for all staff to clearly understand MA activities and VNMAC roles. Finally, in addition to mine risk education work, it is important to assess the capacities and constraints to improving communications both internally and externally for VNMAC, and link this to plans for improving the website as is identified as the top priority area for improvement.

**Strategic intervention:** In the context of clarifying access to and sharing information, assign staff to update the website and related communications media daily with a range of materials to ensure the work of VNMAC is well presented to the public and internationally. Enhance in-service training on MA and improve internal communications across VNMAC.

59) Core issue 18: Information technology (IT) systems.

**Main indicator:** VNMAC staff productivity enhanced through application of IT throughout its operations.

VNMAC's Capacity Gap Analysis and Self-Assessment	<b>Capacity gap ranking and analysis:</b> This issue was ranked as a low priority.
	<b>Current capacity:</b> Staff are level three on IT. Only staff at the data centre have good knowledge. There is lack of IT capacity and asynchronous equipment.
	<b>Future capacity:</b> All staff can use the computer effectively in their routine work and be able to approach new technology.
Assessment and Recommendations	<b>Strategic intervention:</b> In the context of changes envisaged at VNMAC, ensure all aspects of IT are applied to VNMAC work and not just the data centre, with appropriate systems development and training for all staff.

60) Core issue 19: Procurement.

**Main indicator:** VNMAC staff and systems adequate to implement international standards for procurement.

VNMAC's Capacity Gap Analysis and Self-Assessment	<b>Current capacity:</b> International organizations provide all procurement. Procurement conforms with international standards on the KVMAP project. VNMAC has national certificate on procurement.
	<b>Future capacity:</b> A standardized system with procurement training for VNMAC staff and all procurement activities follow international standards.
Assessment and Recommendations	<b>Assessment:</b> There is no ranking of this issue and there was limited time to analyse the situation but at present procurement is conducted by partner organisations. There is a clear demand for training in international systems and staff should be trained and gain

experience in present projects, to prepare for a more direct role as the national context evolves.

**Strategic intervention:** Training of VNMAC staff on international procurement standards as part of current projects.

61) Core issue 20: Operations/logistics.

No ranking or analysis was possible in the assessment due to lack of time and priority, and no issues were raised regarding operations and logistics in interviews.

## IV VNMAC CAPACITY DEVELOPMENT ACTION PLAN

62) The analysis of the 20 core issues provides a set of priorities for capacity development that need to be addressed in the short to medium term of the next 18 months in order to prepare for implementation of the next five-year plan. Capacity needs are presented as a consolidated set of 11 targets with associated key actions:

- i. Mine action strategy for Vietnam in relation to international conventions, target for residual contamination and peace-keeping role:
  - Seek international guidance on preparing the MA strategy;
  - Secondment or hire additional staff for VNMAC to lead the exercise;
  - Seek NSC 701 office endorsement of and promotion of an inclusive process;
  - Initiate on completion of Circular for Decree 18 and as part of evaluation of current five-year plan.
- ii. Five-year plan, with annual targets, and monitoring and evaluation system:
  - Seek guidance from MPI and partners on evaluation methodology with focus on results and impact from beneficiary perspective;
  - Attempt to reflect results of all MA not just program 504;
  - Secondment or hire additional staff for VNMAC to lead the exercise;
  - Establish inclusive process and full integration with national planning process with inputs also from provincial level;
  - Establish monitoring and evaluation unit in VNMAC as a continuing function;
  - Timetable in-line with national process set by MPI.
- iii. Protocol on prioritization of humanitarian mine action at the provincial level in the Vietnam context:
  - Initiate inclusive consultation on definitions of HMA and their application in the Vietnam context, as part of the circular formulation process to arrive at common understanding of MA categories;
  - Establish protocol for prioritization criteria of mine action at the provincial level with focus on heavily contaminated provinces and apply in the next annual planning exercise, with a view to mainstream in the following plan period;
  - Establish and support coordination function at provincial level that is inclusive and led by local authorities.
- iv. Resource mobilization strategy, and manage and backstop regular technical and policy coordination mechanisms with international and national partners:
  - Initiate regular technical level coordination meetings amongst partners supporting VNMAC and MA more broadly, including in high priority provinces;

- Secondment or recruit staff for VNMAC that can backstop preparations for annual consultations with development partners, led by NSC 701 office and MPI;
  - In context of preparing the strategy and next five-year plan, prepare a resource mobilization policy and strategy, for presentation at the beginning of the five-year plan for MA;
  - Support VNMAC in preparing a national report on MA in Vietnam, for resource mobilization purposes, and to report to NSC 701 and the National Assembly;
- v. Vision/mission/organization statement for VNMAC and use national consultants to propose new organizational arrangements, management systems, staffing and budget requirements to fully implement VNMAC's role in fulfilling goals of Decree 18:
- Upon finalization of Circular for Decree 18, initiate inclusive process to develop a vision and mission statement for VNMAC;
  - Use national consultants to develop with VNMAC a new organizational structure and staffing qualities, management arrangements and working methods suited to a full NMAA role with the range of complex responsibilities related to coordination, planning and reporting functions, and relationships with a wide array of stakeholders. Have a timetable for implementation and recommended adjustments to staffing levels and budgetary provisions for full application by January 2021;
  - Implement capacity development activities especially for team-based approaches, project preparation and management, research and analytical aspects of VNMAC work, including appraising mine action tasks, projects and their cost-effectiveness.
- vi. In-service training master plan for implementation in 2020, based on needs arising from other capacity development targets:
- In the context of annual planning, prepare a master plan for in-service training for 2020, with a focus on areas identified in the analysis such as project management, monitoring, financial management of projects, English language, and procurement for projects;
  - In the context of point V above, design multi-year in-service training programme to meet requirements of VNMAC role as NMAA, integrating with the role of the training centre.
- vii. Master plan for phased development of the training centre with a 2025 target for completion at IMAS levels:
- In the context of point V above, and in consultation with partners, initiate development of training centre plan to reach IMAS levels;

- Ensure adequate budgetary allocations and qualified professional management and training staff assignments to the centre in keeping with its envisaged role and approved by NSC 701 office;
  - Undertake a full training needs assessment of the MA sector for all categories of staff, to align the centre to priority needs and ensure a consistent approach to training for the sector;
  - Coordinate an integrated approach amongst partners in support of the training centre.
- viii. Survey and clearance regulations and quality control process improved to international standards:
- As part of the circular development process for Decree 18, lead in the revision to Vietnam mine action standards to align with IMAS with coordinated international support, and align certification, training and quality control systems;
  - Further enhance VNMAC quality management capacities using provincial level experience to date for best practices to improve performance of units and reporting to information management system (IMS);
  - Support VNMAC in undertaking an inclusive review of implementation of the research and development plan as part of the five-year plan evaluation, and a feasibility study to identify priorities for the next five-year plan.
- ix. IMS and capacity in relation to VNMAC role in MA, including reporting to international standards:
- Institute a coordinated approach to further improve timeliness and quality of reporting to the IMS by all MA entities, as required in the Decree 18;
  - Continue to support staffing and capacity enhancement of the database centre and the sub-units at provincial level, with training at all levels based on regular reviews of performance;
  - Establish protocol with MOD for information and data release to ensure effective use for management purposes and reporting nationally and internationally.
- x. VNMAC to have a plan and coordination role in victim assistance and mine risk education national level strategy with coordinating, monitoring and reporting on provincial level performance:
- Lead in developing a national strategy and policy for mine risk education and victim assistance with relevant stakeholders, as part of MA strategy and five-year plan review;
  - Develop with MOLISA a circular providing details of roles and responsibilities with focus on provincial level coordination and planning;

- Clarify reporting of MOLISA to VNMAC database on victim assistance and establish a protocol of working with VNMAC in full reporting on new MA incidents.
- xi. Communications including website and media channels to promote MA in Vietnam and VNMAC role with clarified protocol on access to information:
  - Enhance capacity for daily management of website to fully reflect development in MA sector and VNMAC role;
  - Clarify with VNMAC the parameters for increasing release of information on MA and communicating VNMAC role;
  - Increase outreach to media channels and reflect outreach work in VNMAC communications and website;
  - Improve internal communications as part of a review of institutional arrangements and by in-service training of all staff on relevant IT systems.

## V. MOLISA CAPACITY ASSESSMENT RESULTS AND STRATEGY

63) According to government reports, achievements in victim assistance during the 2011-2015 period included coordination between MOLISA and local authorities to implement the following victim assistance policies:

- i. Completion of the legal framework to support victims of toxic chemicals and landmine and UXO victims as well as policy to assist persons with disabilities. As a result, many legal policies and documents stipulating assistance to landmine, UXO and toxic chemical victims on support to persons with disabilities and social welfare recipients were adopted, including the Labour Code, the Law on Persons with Disabilities, Decree No. 136/2013/ND-CP dated 21 October 2013 on social support policies for social protection subjects, Decree No. 68/2008/ND-CP dated May 30 2008 stipulating conditions and procedures for the setting up organization, operation and dissolution of social protection establishments and Decision No. 1019/QD-TTg of the Prime Minister approving the scheme for assisting persons with disabilities in the period of 2012-2020.
- ii. Development of a network of social service and rehabilitation facilities for landmine and UXO survivors and thereby implementing the government Decree No. 103/2017/ND-CP dated September 12 2017 on establishment, organizational structure, operation, dissolution and management of social support facilities. So far, 425 social assistance centres including 73 care facilities for persons with disabilities (including landmine and UXO survivors) and 45 specialized social work centres which provide rehabilitation, vocational training, employment orientation and social work for persons with disabilities, have been established and developed throughout the country. Provinces and cities are gradually changing models from social protection establishments to social work services for those who need social assistance, including victims of landmine and UXO and toxic chemicals.
- iii. Development of networks of social collaborators in the community in provinces and cities across the country. Currently there are 235,000 social workers and collaborators, including 35,000 government staff and employees working at public and non-public social service providers, nearly 100,000 people working at social and mass organizations at all levels and over 100,000 collaborators who are working on poverty reduction, prevention of social problems, child protection and community development.
- iv. Developed various models for support of landmine and UXO survivors to be integrated into communities, as well as piloting a model of supporting community



integration for persons with disabilities, including landmine and UXO survivors in some provinces and cities. The model focuses on:

1. Identifying and persons with disabilities and assisting with rehabilitation
2. Vocational training and employment creation for persons with disabilities, including assisting persons with disabilities to seek subsequent employment at home and residence
3. Livelihood support for persons with disabilities to integrate into the community.

64) For the 2016-2020 period, the plan is to develop and implement victim assistance projects to support the upgrade of orthopaedic centres and provision of rehabilitation devices for approximately 1,000 victims and provide vocational training and livelihood for approximately 500 victims with upgrading about 50 commune health stations to provide timely treatment for victims of landmine and UXO accidents at provinces with heavily contamination and high accident rate.

65) On mine risk education for the 2011-2015 period, government reports indicate that implementation focused on propaganda activities to raise awareness in communities and MOLISA cooperated with VNASMA in piloting mine risk education for people in select provinces.

66) In the 2016-2020 period, the plan is to implement mine risk education program in mass media, raise awareness for the community through radio, visual images, video clips, etc. in all provinces with landmine and UXO accidents based on the results of the Landmine Impact Survey, and to organize workshops, conferences and seminars on the activities of Program 504.

**“There exists a relationship between the rate of poverty and the level of ERW impact”.**

**“If the annual reduction in the number of ERW victims is considered as one important indicator, it can be concluded that ‘community adaptability’ has improved. Analysis demonstrated a link between Mine Risk Education and the decrease of ERW victims. This finding necessitates the need to increase the awareness and adaptability of affected communities” (National Survey 2016 Report).**

#### ASSESSMENT OF CONSTRAINTS

67) In respect to victim assistance in mine action, there has not yet been a detailed and up-to-date database for victim assistance activities at both central and local levels, only estimates of those impacted after the war. Therefore, one of the priorities of the MA plan is to

establish such a database, linked to VNMAC, that would provide data on all landmine/UXO victims and their families. It is unlikely this can be done comprehensively for past victims, given age and the length of time since the event took place. At the same time the number of new events has reduced dramatically in the past few years and will hopefully continue to fall due to active mine risk education and increased levels of survey and clearance. Thus, in 2018 there were only 10 new cases in two provinces and overall the number for the whole of Vietnam was 13, according to VNMAC.

- 68) A second factor is that landmine and UXO are included in the national social assistance system for PwD along with the people living in poverty (poor people tend to be predominant in contaminated areas and therefore deserving of support even if not directly disabled by landmines and UXO). The Social Administration therefore does not have a separate system for landmine and UXO victims. For the Social Administration, coping with victims is a greater challenge as numbers carry over for several generations. There is a pressure to deal with 6.2 million persons with disabilities (according to the latest survey from 2016), and the government therefore prioritizes 15% as the most serious disabled. About 30% of the persons with disabilities qualify for some form of social assistance. The government operates eight rehabilitation centres for persons with disabilities, with some being upgraded at present. Emphasis is given to responding effectively to new cases, across the range of necessary services, and taking on board the life cycle approach used nationally.
- 69) The system now being used for gathering information on all disabilities was piloted by the International Center in three provinces for mine victims. It is now being rolled out in the two provinces supported by KVMAP, with some adjustments to improve performance. The International Center is expected to continue their support as the system is taken nationwide, including the development of a mobile phone application. Participants can register online with support from commune level volunteers. Training has been provided to 400 staff on data entry operation, which needs to be completed at a faster pace. Data is used at the local level to issue certificates of disability and entitlements to various government services. MOLISA also operates a case management system for dealing with serious cases that need full support, while others may access certain government services, such as health insurance cards. War veterans get additional support through MOD.
- 70) The data being collected by the MOLISA system focuses on landmine and UXO survivor assistance, so it is inconsistent with IMSMA requirements especially on the causes of accidents, types of UXO involved, and full details of the impact. Thus, VNMAC should arrange for its staff or local military personnel who attend the scene of an accident to collect such information and report it to the database centre of VNMAC.

- 71) Catholic Relief Services has been supporting victim assistance for five years in the two provinces it has operated in (Quang Tri and Quang Binh provinces) and has a database of 3,000 victims. They operate at the commune level giving monthly allowances to volunteer teams. The leader is usually a local staff member of MOLISA, that provides processing support for victims and guidance on how to access disability services. According to MOLISA, the capacity to cope at the commune level is a critical bottleneck due to pressures on the government system. Social work positions have been introduced in some 40 provinces since 2010 and a new law is being processed, which aims to improve the status and conditions of service for of social workers. This might help overcome a high staff turnover.
- 72) Government resources are limited in coping with all sources of disability, hence the role of provinces in providing additional budget support. VNASMA was established as a nationally sponsored volunteer body that provides one-off support to mine action victims using government and private sector contributions. VNASMA has supported 5,000 individuals over the past four years but it is not very extensive in membership or outreach. Better data and expressions of need might be useful in securing more support overall for the disabled. While the KVMAP project encourages accessing private sector resources, it is not clear what is available, especially in communities in rural areas. Thus, it is important to support experimentation in organizing communities to provide practical support to victim assistance, either as volunteers or as local NGOs which can receive government support to provide services. Eventually these may become larger entities as development provides market opportunities.
- 73) For mine risk education, improvements are constrained by lack of an overt national policy and strategy resulting in leadership largely being dispersed at the provincial level ( by the Ministry of Education and Training in schools and teacher training institutions using materials developed by Catholic Relief Services, in the communities local MOLISA offices are supported by the Vietnam Red Cross and increasingly other social groups including the Women's Union, Youth Union, local district and commune staff, and local media channels. For technical aspects, local military units for mine action provide expertise. In heavily contaminated provinces this approach has been approved by provincial level authorities and results have been very encouraging. Refinements were made in the two provinces of the KVMAP project through a Knowledge Attitude Practices Survey, conducted by Catholic Relief Services.
- 74) It is recommended that this approach be institutionalized at the provincial level and be reflected in a national policy and strategy, which could be led by VNMAC, and would also produce national reports and other information to assess progress. This important community level engagement should not be confused with general awareness raising

events, for example around International Day for Mine Awareness (4 April), and other general awareness raising and communications activities of VNMAC.

#### CAPACITY ASSESSMENT OF MOLISA

- 75) Apart from meetings in Hanoi with MOLISA, VNMAC and KVMAP staff, and staff of The International Center and Catholic Relief Services, no self-assessment exercise was undertaken. It should be noted that there is a well-developed institutional set-up for social protection and assistance led by MOLISA for victim assistance. In addition, the mine risk education experience of Catholic Relief Services should be noted. In the meetings there were no new needs articulated beyond the support already provided or expected from KVMAP in the two provinces and at the national level.
- 76) There is a gap at the national level in respect of a national strategy and policy that is explicitly for victim assistance and mine risk education. The development of a circular linked to Decree 18 by MOLISA would be one approach to making the institutional arrangements more explicit across government and at the provincial level, especially for mine risk education. Given the pressures on those national systems, it would be appropriate to provide VNMAC with a role in coordinating national strategy and policy, as it does for other mine action pillars, and monitoring results and reporting on progress. Within national policies for victim assistance and mine risk education, the main responsibilities would lie at the provincial level. Close integration should be sought between mine action prioritization and the work programme for survey and clearance and mine risk education activities.
- 77) Similarly, victim assistance needs should be tracked through the MOLISA system but with additional support available as needed from both local and international sources to supplement national social protection programmes. As the weak link in the system is at the commune level, with high staff turnover and limited resources, the experience of Catholic Relief Services in mobilizing volunteers to work with MOLISA staff and supporting victim assistance from registration through to treatment and support should be continued in other provinces. This is one area where public private partnerships should be promoted to meet the varied needs of victims. Envisaged improvements to the Social Workers Programme of MOLISA should also contribute to a more effective system at the commune level. The fact that provincial authorities are willing to provide additional resources for such efforts should reinforce the importance of their leadership in these locally based activities.
- 78) The one aspect where VNMAC may have a direct role is in reporting new mine action incidents to IMSMA standards. It is required to define a mechanism to share and combine data between VNMAC and the national system run by MOLISA for all disabilities. For new

incidents, VNMAC may establish a protocol which ensures additional information specific to landmine and UXO incidents is collected by local staff to supplement that collected by MOLISA for purposes supporting survivors and persons with disabilities.

## VI. CAPACITY DEVELOPMENT ACTION PLAN FOR MOLISA

79) The main interventions are highlighted in the previous section and may be addressed through a few action points:

- i. MOLISA to contribute to national strategy and policy development as led by VNMAC, including articulating roles in a circular for Decree 18, especially on mine risk education;
- ii. MOLISA to roll-out a national database system for disabilities and promote its use at the provincial level, with support from the International Center, and by sharing and combining with data of IMSMA at VNMAC.
- iii. VNMAC to lead and coordinate with MOLISA and provinces to fully report on new mine accident incidents for IMSMA purposes;
- iv. MOLISA, with partner support, to document experience with volunteers and enhanced social work capacities in addressing needs of victims and explore private public partnerships for delivering better services to victims.

## VII. NEXT STEPS

- 80) This report provides recommendations for capacity development strategies and action plans for VNMAC and MOLISA, with most of the effort focussed on VNMAC. In the short time available for this assignment the work is mainly at a macro level, considering all feasible aspects of the sector. A time frame of 18 months is set for these actions, culminating in the conclusion of the current plan and hopefully preparing for successful implementation of a more ambitious plan from 2021.
- 81) The recommendations in the report require consultations with the senior managers in VNMAC and MOLISA as well as with SC701 office and other partners working in mine action, in order to further formulate the Capacity Development Strategy and Action Plan for each institution to the level of implementation. Given the growing interest in supporting mine action in Vietnam, it is important to encourage VNMAC to take a coordinated inclusive approach to this consultation process on implementation of the recommendations for action. Thus, the limited resources of the KVMAP project would be focused on priority areas that are not addressed by other partners and in which there is a comparative advantage for KV-MAP because it is working within VNMAC at national and provincial levels. In summary, many of the actions will benefit from a coordinated inclusive process led by VNMAC with support from various partners.

### Annex 1: KVMAP Project Brief

# Korea - Vietnam Mine Action Project

## Introduction

The project is aligned with the Socio-Economic Development Plan (SEDP) 2016-2020, the Sustainable Development Goals (SDGs) with particular relevance to SDG 11 and SDG 16, the 2017-2021 One Strategic Plan between the Government of the Socialist Republic of Vietnam and the United Nations in Vietnam. This task mainly aims to strengthen the governance and management of the national mine action programme in Vietnam. Specifically, the project aims to support the Government of Vietnam in the implementation of the National Mine Action Program for 2010 – 2025, known as the Program 504, through programmatic and technical support necessary to pursue the targets set out in this ambitious Program. Hence, the Vietnam National Mine Action Centre (VNMAC), the Ministry of Labor - Invalids and Social Affairs (MOLISA), the Ministry of Defense, Binh Dinh and Quang Binh Provincial People's Committees will act as responsible partners. The Ministry of Planning and Investment (MPI) will also be involved as focal point for the Mine Action Partnership Group (MAPG).

The project was officially launched in Quang Binh on 9 March 2018 with participation of representatives from KOICA, UNDP and the government of Korea and Vietnam including Minister at the ROK Embassy in Vietnam Lee Miyon and Vietnam's Deputy Minister of National Defense, Nguyen Chi Vinh.

## Beneficiaries

The direct beneficiaries of the project are the Government of Vietnam in charge of the Mine Action including the Vietnam Mine Action National Mine Action Centre (VNMAC), the Ministry of Labor, Invalids, and Social Affairs (MOLISA), the Ministry of Defense, Binh Dinh and Quang Binh Provincial People's Committee, as well as the UXO and landmine victims who will be provided with active supports. Indirect beneficiaries are the Vietnamese people who will benefit from recovering land and restoring economy.

## Key Objective

- Enhance the capacity of public administration of Mine Action through capacity building of the VNMAC and MOLISA for sector-wide planning and prioritization, monitoring and evaluation;



- Conduct technical surveys, safe and effective clearance of an estimated 8,000 hectares (based on survey results) in priority areas in Quang Binh and Binh Dinh provinces;
- Develop and deliver appropriate and effective support to UXO victims, targeted in Quang Binh and Binh Dinh provinces, and support further development of relevant aspects of national systems for persons with disabilities; support mine risk awareness raising and education for people in the project's provinces.
- Improve bomb and mine risk management nationwide, including improving the capacity to manage mine action information across the country.

## What are the project's key results?

### Expected Results

- Institutional capacities of VNMAC and MOLISA are strengthened to further improve the contribution of the mine action activities for human development in contaminated areas
- Contaminated communities in Quang Binh and Binh Dinh are cleaner through UXO interventions for support of human development, dignity and livelihoods

### Key Components

The project includes four components as follows:

- **Survey and Clearance:** Conducting surveys to identify the Confirmed Hazardous Areas (CHAs), recording these findings in the Information Management System for Mine Action (IMSMA) and undertaking the clearance of the CHAs; training on new techniques and technology is included;
- **Information Management:** Improving the available information for the UXO and mine action sector to support informed policy making and task prioritization; establishing a Coordination Office and Database Center for Mine Action under VNMAC in Da Nang; training staff and providing technical hardware and assistance for information management of mine action
- **Mine Risk Education:** Organizing workshops for relevant stakeholders to share best practices for risk education; training relevant professionals and other persons engaged in risk education; and identifying best practices useful for expansion in other areas or nationwide risk education programme
- **Victims Assistance:** Collecting and recording in IMSMA data of UXO and landmine victims in the Quang Binh and Binh Dinh provinces, ensuring that information is shared with the information systems of the Social Protection and Social Security of the MOLISA; and providing medical and rehabilitation services, as well as skills and vocational training and job placement for identified survivors of UXO or mine accidents

## **Annex 2: List of persons consultant met with during the capacity assessment exercise**

### Government of Vietnam

Mr. Than Thanh Cong, Head of Office of Standing Committee of National Steering Committee 701

Mr. Nguyen Hanh Phuc, Executive Deputy Director General of VNMAC

Mr. Nguyen Van Nghiep, Deputy Director General of VNMAC

Mr. Nguyen Ngoc Thuy – Deputy Head of Data Base Center, VNMAC

Ms. Nguyen Thi Minh Phuong, Assistant to Department of Foreign Relations, VNMAC

Mr. Nguyen Ngoc Tuan, Assistant to Department of Foreign Relations, VNMAC

Mr. Tran Dinh Thanh, Officer, Department of Planning and Coordination, VNMAC

Ms. Do Kim Dung, Information Management Officer, VNMAC

Mr. To Duc, Deputy Director General, Social Protection Administration, MOLISA

Mr. Doan Huu Minh, Head of Social Work Division, Department of Social Assistance, MOLISA

### International Partners

Ms. Jung-Myung Cho, Deputy Country Director, KOICA

Ms. Lee Jun Hong, Programme Manager, KOICA

Ms. Hoang Hanh Nguyen, ODA Specialist, KOICA

Mr. Edward Rowe, Norwegian People's Aid Senior Technical Advisor to VNMAC

Mr. Serif Bajric, Norwegian People's Aid Information Management Technical Advisor VNMAC

Ms. Nguyen Thu Ha, Director, Mine Action Programme, Veterans of America Foundation/The International Centre

Mr. James McCormick, First Secretary, Political Section, US Embassy

Mr. Nguyen Tien Truong, Officer, US Embassy

Ms. Ta Thi Hai Yen, Mine Action Programme Manager, Catholic Relief Services

### United Nations

Ms. Catherine Phuong, Assistant Resident Representative of UNDP for Governance and Participation

Ms. Bui Phuong Tra, Programme Officer, Governance and Participation Unit

Mr. Nils Christensen, UNDP Chief Technical Advisor, Korea-Vietnam Mine Action Project (KVMAP)

Mr. Tran Quang Lam, UNDP Project Manager, KVMAP

Ms. Dinh Le Quan, UNDP Survey and Clearance Component Manager, KVMAP

Ms. Nguyen Thanh Van, UNDP Mine Risk Education & Victim Assistant Component Manager, KVMAP

Ms. Nguyen Phuong Anh, Project Assistant, KVMAP

Ms. Emily Bak, Support Officer, KVMAP

Mr. Peter Hindy, International Advisor, Quality Management, KVMAP

Ms. Ha Thi Phuong, Translator/Interpreter, KVMAP

Ms. Han Mijeong, Mine Action KMCO, KVMAP

Ms. Nguyen Minh Chau, Project Assistant, KVMAP

Ms. Mizuho Okimoto-Kaewtathip, Chief of Social Policy and Governance Programme, UNICEF

## Annex 3: List of documents consulted during the capacity assessment exercise

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- Vietnam National Mine Action Centre. *Updates from Program 504, VNMAC presentation to the LWG*. Hanoi, 2016
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## Annex 4: Terms of Reference for the consultancy

### International Consultant – Capacity Assessments of VNMAC & MOLISA

**PROJECT:** Korea-Vietnam Mine Action Project

**LANGUAGE REQUIRED:** English

**DUTY STATION:** Hanoi, Vietnam, as well as home-based; as required, mission to one province

**EXPECTED DURATION:** 15 working days within 12 March – 30 April 2019

#### 1. Background:

As a result of many years of war, the land and people of Vietnam are severely affected by landmines and unexploded ordnance (hereinafter called Explosive Remnants of War or ERW). ERW presence has a negative impact on all aspects of social life. It slows down progress and increases the cost of construction of technical infrastructure; hinders people from cultivating on the land due to the fear for being harmed by ERW. As a result, in some areas, the land has become almost unusable while containing potential risks to the safety of the people. It remains a burden on the people's psychology, economy and society in the contaminated areas. The removal of ERW remains the most effective solution as it detects, remove and destroy the roots of the impacts caused by ERW in the local provinces.

In recent years, the Vietnamese Government has paid special attention to perfecting management and coordination system, funding and providing guidelines for the effective implementation of mine action operations. Substantial amounts of effort are spent each year on ERW clearance in order to release and recover land for cultivation, ensure safe livelihood activities, as well as provision of emergency treatment to ERW victims and support to their reintegration into communities and educating these communities about the risk to further reduce accidents and prevent casualties.

Quang Binh and Binh Dinh provinces, where large amounts of bombs and other types of munitions were dropped during the war, are considered a priority given the anticipated high-level of contamination, number of victims and limited amount of similar interventions in the past.

In order to support the ERW removal effort in Vietnam, the Korea-Vietnam Mine Action Project (KVMAP) was developed and founded on the close collaboration between the Government of the Republic of Korea and the Government of the Socialist Republic of Vietnam. In 2016, the Prime Minister approved the Project with the Ministry of National Defence as Executing Agency and Vietnam National Mine Action Center as the Project Owner. The main purpose of the Project is to strengthen the capacity of the Vietnam Mine Action Centre (VNMAC) and other responsible parties to remove ERW in Quang Binh and Binh Dinh provinces. UNDP Vietnam has been entrusted by KOICA to provide project management and technical support to this important project. As part of the project, it has been agreed that UNDP would undertake capacity assessments of VNMAC, and in a limited scope also of the Ministry of Labour, Invalids and Social Affairs (MOLISA), in the new programming period, in order to take stock of current institutional capacity and to develop capacity development plans for the future. This exercise would also enable UNDP to update

its baseline for capacity development support to these organizations and to determine the extent and nature of such support throughout the project.

In this context, UNDP desires to commission a consultant to conduct the above-mentioned capacity assessments and to develop detailed capacity strategies and action plans for the Project.

## 2. Objectives

A consultant will be engaged to lead the comprehensive capacity assessments of VNMAC and to develop a capacity development and response action plan. For MOLISA the scope will be limited to its ability to provide social assistance and other forms of support to survivors of UXO accidents and other People living with Disabilities on a Provincial and District level. The main objective of this exercise is to support VNMAC and MOLISA to review and assess current capacity within each organization and develop concrete plans to improve their capacity to more effectively and efficiently fulfill their respective mandates, as it relates to mine action (This is an opportunity for each organization to consider and present their visions for the future, including performance targets, and to develop a clear capacity develop strategy, plans and budget to achieve them.)

As the general methodology and scope of work (more in section 3) for the capacity assessments of the two organizations will be different, the Consultant will facilitate two separate capacity assessments and two capacity development action plans – individually customized for each institution. The consultant will also oversee the development of a combined analysis section that will assess UNDP capacity support for VNMAC as part of the ongoing project and to make recommendations for future capacity development support required from UNDP and/other stakeholders. This part will also include reflections of MOLISA’s ability to provide social assistance and other forms of support to survivors of UXO accidents and other People living with Disabilities on a Provincial and District level. The work will also include the preparation of a monitoring and evaluation framework to track progress of the capacity development action plan.

## 3. Scope of work:

The detailed scope of work should be presented in the work plan the consultant will be required to draw up as part of the assignment. It should include, but is not be limited to, the following:

### **Capacity assessments and development of Action Plans, M&E Frameworks and Budgets**

The consultant will lead and support teams assigned by government and partners to:

- Assessments of VNMAC to assess their capacities to fulfill their individual mandates, including but not limited to the areas of cooperation with UNDP;
- Reviews of enabling environment for VNMAC including their relationship with other relevant actors in the sector and suggest any improvements;
- Reviews of existing M&E mechanisms at VNMAC;
- Reviews of the current organizational structure of VNMAC and how each function, including responsibility of each unit, lines of reporting, coordination between departments, units etc.;
- Reviews of information provided on staff complement, including where available ToRs, etc.;



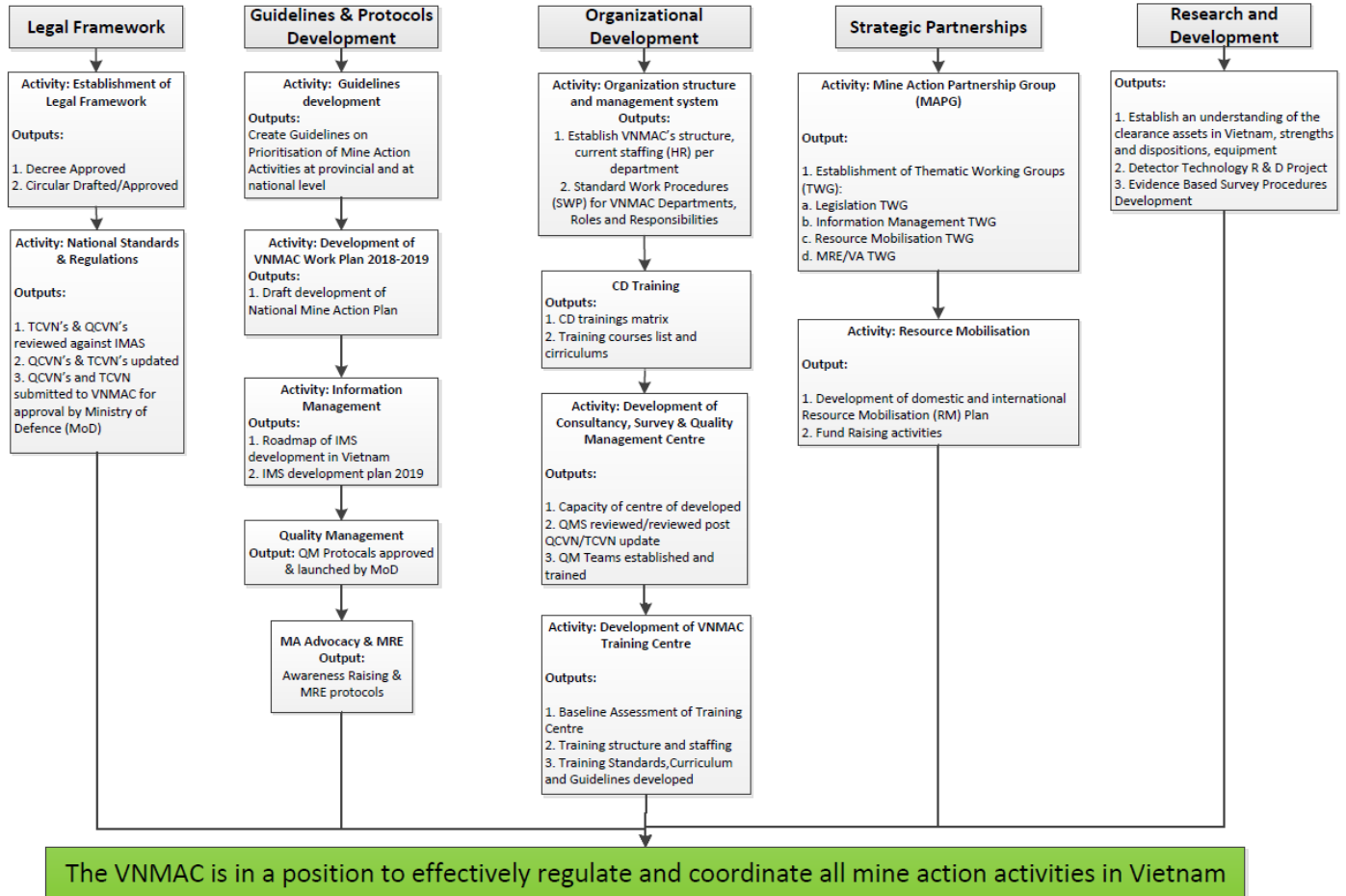
- Reviews of information and relevant materials provided on training/capacity need assessments, and past trainings/workshops in the field of mine action;
- Reviews of information provided and analysis of VNMAC internal and external communication, electronic communication and filing systems, the availability and adequacy of data collection and management systems, use of data and other relevant information, communication and reporting capacity, etc.;
- Reviews of information provided on programme management and administration systems (HR system, Financial System, Asset Management System etc.);
- Development of capacity development action plans, which will include specific recommendations to improve capacity and relationships (both internal and external) of each organization;
- Preparation of M&E framework complete with indicators to follow-up on the progress and effectiveness of the capacity development plan for each organization;
- Identification of any other areas of capacity development not currently considered;
- Capacity development action plans would include possible plans for recruitment, training requirements as well as other means of capacity development as identified in the capacity assessment report) and M&E framework including indicators and costing based on the assessment.

**Methodology should include but is not limited to the following points:**

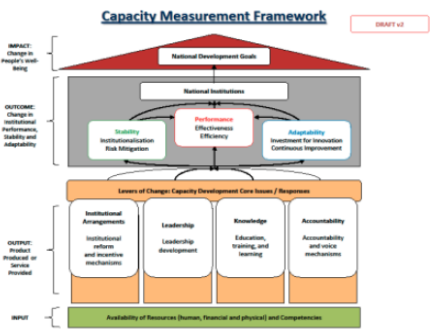
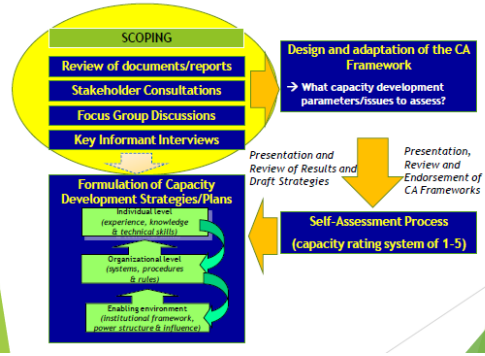
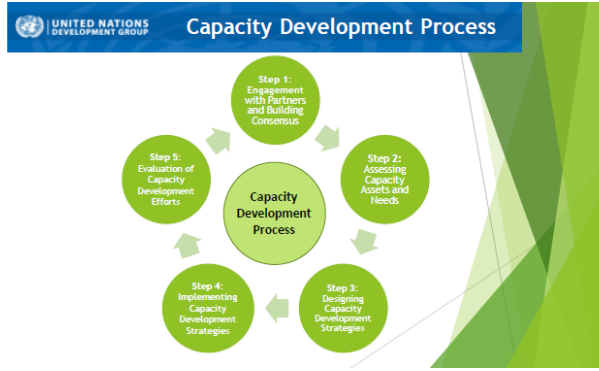
- Adapt the UNDP Capacity Assessment (CA) methodology to suit the Vietnamese context, specifically in the area of mine action. This would include forming teams to undertake the work, lead and guided by the consultant, in line with the participatory approach of the UNDP CA methodology;
- Develop capacity assessment tools and questions, based on the UNDP CA methodology;
- Desk review of relevant documents and define the scope and methodology for the capacity assessment;
- Review mandates of both VNMAC as set out in the relevant Decrees, Decisions, individual organizations Terms of References, etc.;
- Solicit and record the 'vision' of the Steering Committee 701, Programme 504 and other orders and decrees guiding the sector, in order to get a clear picture of the overall framework within which VNMAC operate, and what these regulations have determined VNMAC respectively must become, in order to best fulfill their individual respective mandates;
- Solicit the views of VNMAC senior management on all relevant aspects of their respective organizations;
- Conduct interviews with individuals within VNMAC with respect to their positions, units and the larger organization;
- Solicit the views of UNDP, key donors, operators, technical advisors to VNMAC and other stakeholders;
- Develop and present a draft report to VNMAC management and UNDP for review and consideration;
- Incorporate relevant suggestions and revise draft report;
- Develop a capacity development action plan and estimated corresponding budget for presentation and discussion with VNMAC and UNDP.

**Annex 5: VNMAC 2018 capacity development work plan needs matrix, prepared by the Landmine Working Group, December 2018**

## VNMAC Capacity Development Matrix



# Annex 6: Presentation of methodology for the capacity self-assessment exercise



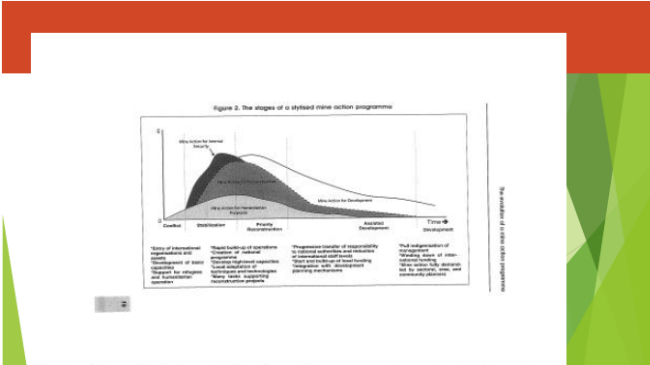
## Capacity Development Core Issues

- INSTITUTIONAL ARRANGEMENTS**: The policies, practices and systems that allow for effective functioning of an organization or group. These may include 'hard' rules such as laws or the terms of a contract, or 'soft' rules like codes of conduct or generally accepted values.
- LEADERSHIP**: Leadership is the ability to influence, inspire and motivate others to achieve or even go beyond their goals. It is also the ability to anticipate and respond to change. Leadership is not necessarily synonymous with a position of authority; it can also be informal and be held at many levels.
- KNOWLEDGE**: Knowledge underpins people's capacities and hence capacity development. Seen from the perspective of our three levels, knowledge has traditionally been fostered at the individual level, mostly through education. But it can also be created and shared within an organization, such as through on-the-job training, and supported through an enabling environment of effective educational systems and policies.
- ACCOUNTABILITY**: Accountability is about the willingness and abilities of public institutions to put in place systems and mechanisms to engage citizen groups, capture and utilize their feedback as well as the capacities of the latter to make use of such platforms.

## Types of Capacities

- Functional capacities**: which cut across all sectors:
- to engage stakeholders
  - to assess a situation and define a vision
  - to formulate policies and strategies
  - to budget, manage and implement
  - to monitor and evaluate
- Also...
- to collaborate with diverse stakeholders
  - manage change in a complex environment (including negotiating and building alliances)
- Technical capacities**: areas of expertise such as education, health, agriculture, etc.

## Exercise One: Timeline for Mine Action Sector, Vision and Mandate



## Exercise One: Timeline, Vision and Mandate for VNMAC

- Based on the generic figure on the previous slide, plot the main elements of the Mine Action sector evolution from 1964 to 2050, in particular showing how these will change in the future
- Show also important institutional developments and other significant events that influence progress with the mine action sector
- Vision for VNMAC: based on the timeline and taking a medium term perspective to 2050 describe the main elements of a vision for VNMAC
- Mandate for VNMAC: based on the timeline and vision identify any changes to the mandate of VNMAC needed to align with the vision, specifying main goals and objectives

### Exercise Two: stakeholder Analysis for VNMAC

- ▶ State the role of VNMAC in the mine action sector
- ▶ List the main stakeholders that VNMAC interacts with at all levels (provide and receive services; communications; cooperation; funding; competition; conflict; supervisory role etc.)
- ▶ Describe the relationship with each stakeholder (importance, influence) and list any issues with the relationship that affects the performance of VNMAC

### Exercise Three: institutional review for core issues

- ▶ In order to identify and prioritise Capacity Development interventions it is important to identify core issues that affect the performance of an organization.
- ▶ There are three types of core issues:
  - i. Overarching or cross-cutting issues that affect all aspects of the organization
  - ii. Technical aspects of the organization's work
  - iii. Functional aspects of the organization's work

In each case try to identify up to 3 or 4 core issues that require improvement and state the result/outcome foreseen and any indicators for each outcome, based on the templates provided.

### Exercise Three: overarching issues

- ▶ Institutional performance (effectiveness of work in quantity/quality/access and relevance; efficiency of work in cost/benefit ratios and timeliness);
- ▶ Institutional stability (e.g. managing risks such as staff turnover, resource changes, conflict; transparency and accountability; vision, mandate and legislation; budget; compliance with regulations and policies, SOPs)
- ▶ Institutional adaptability (responding to changes in outside world; level of investment in research and development to improve operations; systematic review of performance to identify improvements including methods, technology, training and learning; management review based on monitoring and evaluation);
- ▶ Institutional collaborative capacities (success in engaging stakeholders; communications; transparency and access to information; sharing knowledge)

### Exercise Three: Technical issues

- ▶ Operations: Survey and Clearance/Risk Education/Victim Assistance
- ▶ Information management
- ▶ Standards/QM teams/M and E
- ▶ National training centre

### Exercise three: Functional issues

- ▶ Finance
- ▶ Resource mobilisation
- ▶ Logistics/transport
- ▶ Administration/human resources
- ▶ Planning and Programming
- ▶ International cooperation/Public relations

## Annex 7: List of core questions for capacity assessment of VNMAC.

### A. Organisational development issues

#### Enabling environment for mine action in Vietnam

1. What is the VNMAC capacity to prepare a National Mine Action Strategy, Programmes and Plans:

- Is preparation of a vision and strategy a priority and what support is required?
- When does VNMAC expect to prepare the Mine Action Programme 2021 to 2025, and does it have the capacity to prepare and report on achievements 2016 to 2020?
- How does VNMAC intend to strengthen stakeholder relationships, including with provinces in prioritisation and sequencing of MA, in preparation of programmes and plans
- What are the decision-making processes to determine MA priorities over the medium term and annually, for commercial, development and humanitarian action?

2. What is the VNMAC capacity to mobilise resources for MA:

- What is MOLISA's role in resource mobilisation, including VNBMAAF?
- What should VNMAC do to improve coordination of resources, by activating the MAPG, and working with MPI?
- What ideas does VNMAC have to mobilise new sources of finance for MA (innovative financing) instead of relying only on traditional donors

3. What is the VNMAC experience with civilian oversight of the performance of VNMAC?

- Role of SC 701 and PM office?
- Other opportunities (e.g. national assembly focus on MA)?
- Reporting to international convention bodies?

#### Institutional development of VNMAC

4. VNMAC organigramme and staffing levels:

- What information is available on current organigramme and staffing levels and competencies?
- What changes are anticipated including in relation to expected clearer definition of mandates and responsibilities in the new circular related to decree 18?

5. VNMAC institutional budget:

- What information is available on current budget and expenditures?
- What budget constraints exist and for what functions?

6. VNMAC capacity to manage implementation of international resources for institutional and programme support:

- Who is responsible for these functions?
- What constraints exist in meeting partner requirements?

7. VNMAC management systems:

- How is leadership presently exercised for consistent and timely decision-making?

- Which areas should be prioritised for on the job/in-service training to improve management systems, for example in delegation of decision-making?

8. VNMAC monitoring and reporting systems:

- Is Results Based Management applied in VNMAC and is there adequate capacity for this?
- How effective is VNMAC capacity to report progress annually and what improvements are required?
- What reporting and monitoring capacities are in place and how well do they perform?
- Is there provision for independent reviews of results, including feedback from beneficiaries, on impact of land release?

**B. Technical issues**

9. Survey and Clearance:

- What is the relationship between BOMICEN/Engineering Division and VNMAC on survey and clearance methods, their implementation and quality control?
- What are the roles in relation to technology advances and adaptation?

10. MA regulations, standards and SOPs:

- What are the constraints in VNMAC to lead in changing MA regulations, standards and SOPs, in relation also to IMAS?
- What mechanisms exist or should be in place to achieve consensus and ensure consistent application of regulations/standards by operators for mine action tasks?

11. Information management system:

- How does VNMAC propose to improve the receipt, recording, release and use of timely MA data for all MA projects in context of implementing the IM system?
- How does VNMAC propose to lesson constraints caused by the security classifications of MoD?
- What has been learnt from the Quan Tri DBU, and other countries?
- What are the constraints to implementing quality control standards for MA?

12. Training Centre:

- What are the constraints to operating the VNMAC training centre using international standards?
- How does VNMAC coordinate training by other entities in mine action sector?

13. Mine Risk Education and Victim Assistance:

- What are the roles of VNMAC in relation to Mine Risk Education and Victim Assistance activities?
- What changes and capacities are needed to ensure a national strategy and policy for Mine Risk Education and Victim Assistance are in place and performance adequately monitored?

**C. Functional Issues**

14. Human resources:

- What are the constraints to recruiting and retaining qualified personnel for VNMAC?
- What causes relatively high turnover of staff and how to reduce or mitigate its impact?

- Do staff have individual TOR, work in units with clear supervisory relationships and well-developed work procedures?
- Are posts classified at appropriate levels for VNMAC role?
- Are there adequate feedback mechanisms on staff performance and incentives in place to encourage innovation and good consistent performance?
- What training opportunities exist for staff, and what is their impact on performance?

15. Finance:

- What are constraints to accurate and timely financial management and reporting?
- How well does finance unit perform as judged by audit and similar reports?

16. What capacities and constraints are there in procurement, IT, and logistics functions?

17. What capacities and constraints are there to improving communications and outreach?

