

THE ETHNIC MINORITIES DEVELOPMENT PLAN OF AN GIANG PROVINCE

I. OVERVIEW

1.1. Project description

The development objective (PDO) of ‘Vietnam: Improved Land Governance and Database’ Project (VILG) is to improve efficiency and transparency in land administration services in selected provinces of Vietnam. The PDO will be achieved through the development and implementation of the national Multi-Purpose Land Information System (MPLIS), an unified system of Land Registration Offices (LROs), and a system to monitor and evaluation of land use and management, both at national and sub-national levels. The project would comprise three components, as follows:

- **Component 1: Strengthening Quality of Land Service Delivery.** This component will support (a) modernizing and strengthening LROs to provide better land services; (b) training and providing communication systems and awareness raising for stakeholders, including implementation of ethnic minority development plans; and (c) establishing and operating a monitoring and evaluation (M&E) system for land-use management. The investments under this component will support quality enhancement of land service delivery by streamlining service procedures and standards, renovating facilities, and building up the capacity of personnel working in LROs in project provinces. The component will also help monitor the implementation of land use management in accordance with Land Law 2013 and progressively respond to current and emerging economic and social demands for better access to land information and better land services. The component will support unification of business standards and LRO working infrastructure at provincial and district levels. In addition, it will also enhance the participation of the public, corporates, and other stakeholders through communication and awareness campaigns. The activities under this component will facilitate and operationalize the technological advances that will have been brought about in Component 2 of the project and ensure better community participation.
- **Component 2: Establishment of MPLIS.** This component will support the development of the software by funding the IT Expert Panel and implementation of software for the MPLIS; the development and implementation of the national land database through digitizing existing maps and property rights records; verification, updating and integration of cadastral data (both cadastral maps users and land use information), land price data, land use plan data, land disputes and complaints resolution information, and key land resources thematic information. It will also finance limited cadastre surveying and mapping to improve the completeness and accuracy of the existing cadastral information (about 20% of the total project costs); and the enhancement of public engagement in land information services, including the establishment of an MPLIS land portal to facilitate public access to land information based on market demands.
- **Component 3: Project Management** will support overall project management, monitoring and evaluation (M&E) of activities and targets.

The project is expected to take place in 10 districts, towns and cities in An Giang.

1.2. Overview of An Giang’s economy – society

An Giang is located in the Mekong Delta with an area of 3,536.7 square kilometers. The Northern West is bordered with Cambodia (boundary line is nearly 100 km), the South and

Southwest is bordered with Kien Giang Province, and the Southern East is bordered with Can Tho city. The growth rate reached 5.75%. Per capita income reached 32.3 million VND. The economic structure of the province's three regions: Region I - 34.95% (down 1.49% compared to 2010); Region II - 13.04% (up 0.22% compared to 2010) and Region III - 52.01% (down 1.71% compared to 2010).

An Giang has 37 different types of soil - six major groups, in which the biggest group is alluvial land – 151,600 hectares (accounts for 44.5%). Most of the land is fertile land because 72% of the land area is silt or sediment, flat topography, adaptable for many crops

There is over 583 hectares of tropical moist forests, mostly broadleaved trees, with 154 rare plants, in addition to 3,800 hectares of mangrove forest. After a period of reduced forest areas, in recent years, the province has paid more attention to increasing forest areas. The completed tasks include: land statistics; 36/37 land use plans until 2020 have been drafted, and the land use plans for the 1st period of 37 wards and townships are approved. Under land use planning of 119 new rural communes, the 35 pending survey works are completed.

The total population is 2,151,000; and the population density is 608 persons/km². An Giang is the most populated province in the Mekong Delta region. There are 24,011 ethnic minorities households, with 114,632 people - 5,17% of the entire province's population.

For An Giang province, the ethnic minority is mainly the Khmer people which accounts for a significant proportion of the population. They live in 23 communes and towns in the two districts of Tri Ton and Tinh Bien. According to the 2014 statistics, the province had 113,000 ethnic minorities people, representing 5.2% of the provincial population, including the Khmer who accounted for 4.2% of the provincial population, followed by Cham (accounting 0.67%), and Hoa (accounting for 0.37%).

The Cham ethnic minority practices Muslim (Islam): 3,273 households with 15,197 inhabitants, representing 0.67% of the provincial population, concentrated in An Phu and Tan Chau districts, while the rest live in Chau Phu and Chau Thanh. The Cham people are concentrated in a village; there are 9 hamlets in 8 communes in 5 districts, towns and cities. There is one oratory church in each Cham village headed by the Muslim community elected representative. From 2004, the Board of Muslims (Islam) in An Giang province was founded with two operating models: the Board of Representatives Muslim community (Muslims) in the province and the cathedral at the grassroots level through which ethnic Cham province gradually strengthen and empower its position in relation to the government at all levels, with organizations and individuals at home and abroad, contributing to improving the community material and spiritual life.

Table 1.1: The Khmer populations in An Giang (2014)

No	Commune	District	No of households	Population
1	Tri Tôn town	Tri Tôn	714	2852
2	Ba Chúc town	Tri Tôn	227	877
3	Lê Trì	Tri Tôn	790	2949
4	Châu Lăng	Tri Tôn	2341	10213
5	Lương Phi	Tri Tôn	51	210
6	Núi Tô	Tri Tôn	1233	5060
7	An Túc	Tri Tôn	1053	4341
8	Cô Tô	Tri Tôn	1064	4302
9	Ô Lâm	Tri Tôn	2882	11529
10	Chi Lăng town	Tịnh Biên	194	902

1 1	Nhà Bàng town	Tịnh Biên	45	225
1 2	An Phú	Tịnh Biên	163	784
1 3	Tân Lợi	Tịnh Biên	1084	4975
1 4	Tịnh Biên town	Tịnh Biên	256	1343
1 5	Nhơn Hưng	Tịnh Biên	40	180
1 6	Vĩnh Trung	Tịnh Biên	1276	6105
1 7	Văn Giáo	Tịnh Biên	1353	6020
1 8	Thới Sơn	Tịnh Biên	118	76
1 9	An Nông	Tịnh Biên	58	416
2 0	Tân Lập	Tịnh Biên	3	10
2 1	An Cư	Tịnh Biên	1875	8052
2 2	Núi Voi	Tịnh Biên	71	342
2 3	An Hào	Tịnh Biên	1471	6390
			19007	81071

According to the 2014 data, there were 19,007 Khmer households, with 81,071 people, accounting for 3.76% of the provincial population, in which there were about 5,623 poor Khmer households with 21,831 inhabitants, concentrated in difficult and remote communes .

Table 1.2: Chăm location in An Giang (2014)

No	District	Commune	No of households	Population
1	Tân Châu town	Châu Phong	1.239	5.323
2	Châu Phú	Khánh Hòa	274	1.348
3	An Phú	Nhơn Hội	444	1.657
4	An Phú	Vĩnh Trường	549	2.012
5	An Phú	Đa Phước	453	1.982
6	An Phú	Quốc Thái	548	1.816
7	An Phú	Khánh Bình	154	671

Table 2.1: List of villages with concentrated Khmer populations

No	District	Commune	Village
1	Tri Tôn	Tri Tôn township	Khóm 1
2			Khóm 2
3			Khóm 3

4			Khóm 4
5			Khóm 5
6			Khóm 6
7		Ba Chúc township	khóm An Bình
8			Khóm An Hòa A
9			Khóm An Hòa B
10			Khóm Thanh Lương
11			Khóm Núi Nước
12			Khóm An Định A
13			Khóm An Định B
14		Lê Trì	An Thạnh
15			Trung An
16			Sóc Túc
17		Châu Lăng	An Lợi
18			An Hòa
19			An Lộc
20			An Thuận
21			Cây Me
22			Tà On
23			Rò Leng
24			Phnôm Pi
25			Bằng Rò
26		Lương Phi	An Thành
27			An Nhơn
28			Tà Miệt
29			An Ninh
30			Tà Dung
31			Sà Lôn
32			An Lương
33			Ô Tà Sóc
34		Lương An Trà	Giồng Cát

35			Cà Na
36			Cây Gòn
37			Ninh Phước
38			Phú Lâm
		Núi Tô	Tô Thủy
40			Tô Thuận
41			Tô Trung
42			Tô Hạ
43		An Tức	Ninh Thạnh
44			Ninh Lợi
45			Ninh Hòa
46			Ninh Thuận
47		Cô Tô	Tô Bình
48			Tô Lợi
49			Tô An
50			Tô Phước
51			Huệ Đức
52			Sóc Triết
53		Ô Lâm	Phước Long
			Phước Lộc
55			Phước Bình
56			Phước An
57			Phước Thọ
58			Phước Lợi
59	Tịnh Biên	Chi Lăng town	Voi 1
60			Voi 2
61			Khóm 3
62		Nhà Bàng town	Thới Hòa
63			Khóm Sơn Tây
64			Hòa Hưng
65		An Phú	Phú Nhất

66			Xuân Hiệp
67			Phú Hòa
68		Tân Lợi	Tân Thuận
69			Tân Long
70		Tịnh Biên town	Xuân Hóa
71			Xuân Phú
72		Nhon Hưng	Tây Hưng
73			Trung Hưng
74		Vĩnh Trung	Vĩnh Hạ
75			Vĩnh Tâm
76		Văn Giáo	Đáy Cà Hom
77			Sóc Khom
78			Măng Rò
79		Thới Sơn	Tây Sơn
80			Sơn Tây
81		An Nông	Phú Nông
82			An Biên
83			Phú Cường
84		Tân Lập	Tân Thành
85			Tân An
86		An Cư	Soài Chết
87			Chơn Cô
88		Núi Voi	Núi Voi

In the above communes and villages, a majority of Khmer households are residing in rural, mountainous and border areas.

Table 2.2: List of villages with concentrated Khmer populations

No	District	Commune	Village
1	Tân Châu town	Châu Phong	Phũm Soài
2	Tân Châu town	Châu Phong	Châu Giang
3	Tân Châu town	Châu Phong	Hòa Long
4	Châu Phú	Khánh Hòa	Khánh Mỹ

5	An Phú	Nhơn Hội	Búng Lón
6	An Phú	Vĩnh Trường	La Ma
7	An Phú	Đa Phước	Hà Bao 2
8	An Phú	Quốc Thái	Đồng Ky
9	An Phú	Khánh Bình	Bình Di

In An Giang, the Khmer people are generally concentrated in the mountainous and delta areas. Their houses are often next to each other and some separated by a garden or field. The Khmer people in the province mainly earn their living by farming, livestock and seasonal work.

In recent years, through economic development programs and projects, some households have changed the practices from a single rice crop to two crops per year, in combinations with grass planting for cow raising. The Khmer in the two districts also plants palm trees. The land of the Khmer people in An Giang is entirely used by households and individuals. Even though there is no land reserved for community use, but due to the fact that most of the Khmer follow Theravada Buddhism, there is a Khmer pagoda in almost every village. For the Khmer, the pagoda is not only a religious center but also a place for community activities. Most temples have been granted LURCs.

Economic activities of the Cham people are mainly agriculture, handicrafts and small business. The activities and religious activities normally take place in accordance with the laws and facilitated by the government at all levels. The Cham language education is maintained regularly in the Summer by members of the Managing Board held at two cathedrals - Chau Phong (Tan Chau) and Khanh Hoa (Chau Phu).

Through field surveys, there are 5,864 poor ethnic minorities households among the total of 24,775 poor households in the province; 395 are landless households, 518 households are in need of productive land, 1,510 households are in need of job and vocational training, 948 households have the credit demand for production development. In regards to income (in 2013 figures), the average income was 28 million - 32 million VND/person/year. Overall, a majority of poor households have difficult production conditions, low educational level and technical production knowledge, lack of infrastructure and capital; therefore, the labor productivity is low.

Most of the grievances in ethnic minorities communities are often about land use rights among family members. The dispute settlement comply with the current regulations which start from mediation at the communal level; in case of mediation failure, documents are forwarded to the District People's Court (or the competent People's Committee) for settlement.

II. PREPARATON AND IMPLEMENTATION OF EMDP

2.1. A summary of the SA consultations in An Giang

This summary will provide methodology used, issues identified, and potential risks, impacts and project benefits to the EM group in An Giang.

2.2. Methods of consultation

A team of three researchers, including one lead researcher, and two team members, have been employed for this assessment. A number of conventional qualitative research instruments are employed, including focus group discussions, in-depth interviews, note-taking, and photographing, and non-participant observation.

- **Focus group discussions:** Each FGD usually includes 6-8 participants who are recommended and invited by local guides following the requirements of the research team. Gender-disaggregated data are paid attention through the establishment of gender sensitive FGDs. Local guides are the chiefs of the selected residential units who have a very good understanding of the community. In order to understand likely different impacts and their responses to the project, a variety of respondent groups are selected, including land administrators, land user organisations, and land user householders, including local poor/near-poor and representatives from local ethnic minorities groups.
- **In-depth interviews:** The team plans to explore some case studies with more in-depth information. The informants for such in-depth interviews may be selected from the FGDs (researchers may find some discussants who have more interesting details to provide so have him/her for a separate in-depth interview). Also, the interviewees may be recommended directly by local guides after researchers have fully explained the assessment objectives.
- **Triangulation:** A few extra interviews with local officials and land administrators are added under a technique known as ‘triangulation’ to validate the information we have obtained from local residents/factory workers. They are an additional source rather than a proper sub-group. Also, there are some issues the latter may raise but do not understand why, given their positions. In such cases, the extra interviews would help clarify or supplement what local residents have stated. These interviews serve to validate and, in some cases, supplement the information provided by local residents.

2.1.1. Information on respondents

The fieldwork was conducted in An Giang on November 8-11, 2015. The mission conducted direct consultations with representatives of provincial departments, organizations and EM people in Long Xuyen city and An Cu commune, Tinh Bien district. In total, the study team held eight consultative meetings and group discussions with 57 respondents from various stakeholders, including EM groups. The respondents include:

- **Land administrators:** are officials from the Departments of Natural Resources and the Environment (DoNREs), the Divisions of Natural Resources and the Environment (DivNRE), and commune officials (leaders of the people’s committees, cadastral officers and leaders of commune’s mass organizations. They are directly or indirectly involved in land administration.
- **Representatives from the related sub-national agencies:** include those from the Departments of Information and Communication, the Departments of Justice, the Tax Administration, the Farmers’ Association, the Women’s Union, the Commission for Ethnicities, and the Youth’s Unions.
- **The EM groups:** include non-poor and poor Khmer people in An Cu commune in Tinh Bien district.

2.1.2. Main findings from the SA consultation

Most of the participants in the consultation, after hearing about the VILG project, expressed their strong support to the project and expected the project to be implemented soon to enable them to obtain necessary land information in a convenient manner.

For the ethnic minorities (Khmer) in An Cu Commune, Tinh Bien district, An Giang, through consultation with officials of Office of Natural Resources and Environment Department,

cadastral officials, vice president of CPC, the demand for land information of the Khmer in the commune is not substantial; the main information requested is the extract of cadastral maps, land parcel information, mortgage, land allocation procedures for the children (i.e. to divide the parcel the children get married). When people look for land information, they will go to the commune's one-door office or directly contact with the land officers. Much information is not available because of incomplete database such as information on land parcel origin.

Currently, there are many ethnic minorities living in An Cu commune; their awareness, education, and practices are different from those of the Kinh people. The language barrier limit the accessibility to land information. Therefore, during the project implementation, appropriate communication should be paid attention to. The people hope that the project will pay attention to the communication of land legislation through meetings in accessible languages (ethnic minorities languages, through Master Monks), and through loudspeakers. In the Khmer village, Master Monks play a very important role.

Overall, the awareness of ethnic minorities about land policy remains limited, especially women are less involved and interested in land issues, partly because they only focus on livelihoods due to difficult economic living conditions and on housework, and partly because they believe that land management is men's work. Most of LURCs previously granted only have the name of either the husband or the wife, for now, they bear both names. In order for women and other beneficiaries to understand their rights and interests with their name on LURCs, the project should ensure that LURCs will bear both husband and wife's names; the discussion, guidance, explanation and provision of information on land policies for women and other people should be enhanced.

In addition, the respondents from the Khmer group provided some stories on the existing formal ineffective grievance redressal mechanism. Some said that they did not have information on where and how to lodge their complaints, if any. Others were not aware of the procedures to settle grievances.

To mitigate unexpected impacts of the project on ethnic minorities, most of the respondents agreed to propose the following measures:

- The content of the awareness raising and communication shall be suitable and practical to each target group, their custom and tradition;
- Communication and awareness raising should be focused on village heads and village's women's unions so that they can relay information to villagers;
- It is important to improving capacities and skills of commune staff;
- It is necessary to provide computers for villagers in difficult areas so that people can use for accessing land information.

2. A plan to implement EMDP

The main objective of EMDP implementation is developing a plan for continuous interaction between project staff and ethnic minorities. The frequent exchange will ensure enhanced understanding of the project and enhance the confidence of the local people in the land management system. This exchange will help to implement appropriate public awareness raising activities. The better understanding of the traditional culture of ethnic minorities will create better relationship between project staff and the ethnic minorities in general and strengthen the effectiveness in raising awareness of the project in particular.

To achieve this goal, An Giang CPMU decides to further strengthen the communication and participation of ethnic minorities in the project areas by the following measures:

Activity 1: To establish the provincial-level community advisory group and district, commune-level community participatory groups and organize a workshop every year

The provincial-level community advisory group and district- and commune-level community participatory groups should be established as a channel to receive feedback from land users, especially from the Khmer people. Members, tasks, and activities of these groups are prescribed in a decision by An Giang PPC.

Each year, An Giang PPMU will organize a consultation workshop with Community Consultative Groups at the provincial and district levels, and the members will provide, exchange information and discuss, provide recommendations based on their views and experience, focusing on the following five issues:

- *What land information does the Khmer need? How are their cultural practices considered in the survey and information provision?*
- *How do land administrators consider traditional practices on land during the process of survey, LURC issuance/renewal, and land information provision?*
- *How to make issues relating to customary use of land and land used for cultural purposes (the community, the media channels on land information) of the Khmer a concern?*
- *What are the obstacles for the Khmer and Cham in understanding Vietnamese on communication channels or in meetings? How to organize communication activities, and awareness raising to overcome such obstacles?*
- *How can the Khmer receive information on the project most efficiently? How can they use land most effectively and perform full registration procedures?*

During project implementation, regular consultative activities at the district level regarding the foregoing issues may be linked with planned communication activities and irregular consultations may be held as needed. Consultative activities, regular or irregular alike, should be conducted in a **free, prior and informed** manner to ensure broad community support from EMs. In particular, as a principle of ensuring inclusion, participation and cultural suitability, the PPMU should hold continuous consultations including soliciting feedback from all communities so that remedial actions can be taken to support improved participation and provision of benefits to households including those of EMs. In particular, EM households, which have registered their land in the information system and have any complaints or denunciation on their registered land can lodge these grievances through the existing GRM to be handled according to the existing laws. Meanwhile, free, prior and informed consultation will be conducted with EM households which have not registered their land, before registering their land in the information system.

The consultation methods to be used are appropriate to social and cultural traits of EM groups that the consultations target, with particular attention given to land administrators, household land users, village leaders and other service providers related. The methods should also be gender and inter-generationally inclusive, voluntary, free of interference and non-manipulative.

The process of consultation should be two way, i.e. both informing and discussing as well as both listening and responding. All consultations should be conducted in good faith and in an atmosphere free of intimidation or coercion, i.e. without the presence of those people who may be intimidating to respondents. It should also be implemented with gender inclusive and responsive approaches, tailored to the needs of disadvantaged and vulnerable groups, enabling incorporation of all relevant views of affected people and other stakeholders into decision making. In particular, land users from EM groups will be provided with relevant information about the project as much as possible in a culturally appropriate manner during project

implementation, monitoring and evaluation to promote their meaningful participation and inclusion. The information may include but not be confined to conceptualization, design, proposal, safeguards, execution, and monitoring and evaluation. In particular, all relevant information for consultation will be provided through two channels. Firstly, information will be disseminated to village leaders at their monthly meeting with leaders of commune's people's committees in order to be relayed to villagers in village meetings in a culturally appropriate manner and an accessible language. Secondly, notices in an accessible language will be posted at the commune's people's committee at least a week ahead of a planned consultative meeting. Such early notices ensure sufficient time to understand, assess and analyze information on the proposed activities.

In addition, the project activities and interventions should draw the active participation and guidance (formal and informal) of local leaders who are available in communities, such as heads of villages and extended family networks, and members of mediation panels and chief monks (Sa ca, A Cha). The community supervision board at the commune level should be engaged to closely monitor the participation standards of local institutions and officials in various project activities and interventions during the implementation of VILG. inputs/information used for monitoring and evaluation may include EM's access to the land information system established by the project, their benefits from the received information etc.). By enabling participation of relevant EM stakeholders during project planning, implementation, monitoring and evaluation, the project can ensure that EM people receive social and economic benefits that are culturally appropriate to them. In doing so, the land information established by VILG can contribute to transparency and efficiency efforts and development outcomes as a whole among EM groups. Capacity should be built for those stakeholders to avoid the existing constraints in conducting local consultations, such as one-way consultation; lack of information; rush time; and coercion.

Activity 2: To use modern and effective communication tools

The communication plan

It is important to develop an adequate communication plan to boost both demand from EM groups and advocacy for stronger commitment from the local authorities in addressing constraints in supplying adequate land information services for EM groups. The communication plan should take into account the constraints and emerging requirements that have been reflected in the local consultations to avoid exclusion of EM groups from the project and its benefits. The communication plan should facilitate two-way dialogues – it is not only about telling EM people information of the programme, but about listening to and responding to their concerns. The communication plan to support VILG should address following areas:

With the supply side

- How to obtain and increase commitment from the sub-national authorities and implementers for the reform of the current land information system. This is a process known as social mobilization to build trust of land users. As a result of the process, land administrators should engage with EM land users on a regular basis for raising questions and concerns regarding their rights to land use and access to land information; and provide them with reliable local land information. In addition, local facilitators should improve communication skills with EM groups; know how to create and facilitate platforms and forums for community participation to provide feedback on the VILG implementation process.
- How to develop a platform for EM community participation to discuss and dialogue with land administrators regarding various issues, including their concerns and claim for their land-use rights, as a result of the land information that they receive from the project system;
- How to develop communication platforms for EM groups at the grassroots levels (e.g. village meetings etc.) to receive feedback on the functioning of the supply side sector and its

ability to cope with the increasing demand for land information services as a result of VILG. The procedures on the feedback mechanism should be clear and transparent, especially to the EM groups, e.g. regarding which channels to receive feedback and which stakeholders should be held accountable for responding to feedback, and how long. Timely guidance and responses to EM land users' concerns and recommendations should be provided via these communication platforms, and the progress monitored.

With the demand side

- How to raise demand for and then maintain practices of utilising land information services for EM groups;
- What should be planned for behavior change communication (BCC) amongst EM groups in the project sites. The communication plan and IEC materials should be designed taking into account cultural differences in behaviours among different EM groups and specific behavioral changes to be addressed.
- How to customise VILG's communication activities and local information campaigns to address specific needs of different EM groups in terms of language and cultural relevance. The strategy should take into account differences in how information is disseminated among different EM groups and leverage the presence of credible traditional institutional structures and formal and informal EM organizations in the project areas for dissemination, allowing support and counseling to EM land users in their language and culturally appropriate way. Local facilitators will be actively encouraged to support hard-to-reach groups; and
- To plan how to address bottlenecks, barriers and fears caused by socio-cultural practices and belief and answer questions from stakeholders;

Outreach communication

- **Appropriate IEC materials for dissemination:** Development and dissemination of a package set of printed and audio-visual IEC materials (booklets, leaflets, posters, short documentary films, edu-taining programmes, TV spots, radio, etc with the relevant logos, IEC messages, and slogans) to relevant groups of target audiences as identified in the communication plan, are essential to ensure key messages and knowledge to be delivered to EM groups. The work will contribute to raise awareness for EM groups, change their attitude and behaviour in seeking land information and in the long term, contribute to change and maintain behaviours recommended by the project. The design of these IEC materials should be suitable (socially and culturally accepted) to EM groups following the standards of IEC material development (Clear; Concise; Courteous; Call for actions etc). Materials need to be carefully developed in order to effectively disseminate information to both literate and semi-literate householders and to householders for whom Kinh is a second language, hence a minimal amount of non-technical text and the use of drawings and graphic representations wherever possible will be critical. These materials should be pre-tested with target communities in some of the project provinces to assess their comprehensibility and possible effectiveness. Last but not least, it is important to conduct orientation/training to stakeholders, as identified in the communication plan, on how to use the IEC materials effectively.
- **Media campaigns:** Mass media campaigns may also be appropriate for one-way information dissemination. But given the variability of situations between provinces (and, indeed, even districts within provinces) and EM land users' interest in information which relates to their own situation, it is advisable that the focus of such campaigns should be predominantly on location-specific information, which can be broadcast through local TV and radio networks. The use of commune loudspeakers may be an effective means of reaching a large number of people at a relatively low cost, but it should be recognised that information broadcast through this medium is not always well retained, and cannot be used in areas where the people live in a scattered manner. Where appropriate, the development of memorable soundbites or slogans

may counter this problem to some extent. Public displays of information such as maps, plans and procedures (in an accessible form) at both district and commune level may also be beneficial. Prior to the launch of MPLIS, information campaigns should be conducted amongst EM groups which outline benefits and knowledge of how to access and use land information from MPLIS and associated fees (if any, where relevant). These campaigns should be conducted via meetings, mass media and the dissemination of printed or audio-visual IEC materials, depending on specific local social contexts.

- **Engagement of local information points:** Local authorities are encouraged to use and bring into play the role of village cadres, especially those from community mass organizations/unions. Information contact points should also be village chiefs, given many advantages of this post as identified in many studies. These people and organizations are mainly EM people who are living in EM areas; therefore, they have been active in communicating and popularizing relevant policies/programmes to local people. The final decision on the most relevant and effective information points should be made by the province, depending on current local contexts.
- **Counselling:** As the assessment indicates that many respondents are unaware of the land legislation and how it is applied in practice (interpreting the law), it may be necessary to provide counseling in parallel to MPLIS in some communities.
- **Regular local meetings:** Regular ward/commune meetings, including scheduled question-and-answer sessions, may be one of the most effective ways to update EM local communities on project interventions and receive their comments and feedback. Information for the poor should be provided during a home visit or a meeting for poor people as they usually do not attend common meetings.
- **Modern tools:** The Vietnamese script in DVD and some communication materials (including video clips) will be translated into Khmer and Cham languages, whenever needed, for their use during project implementation based on recommendations made by district community participatory groups. The access to and use of land information from MPLIS, as well as the registration of land use rights by EM households and communities are chosen together with other information to be included in these communication tools. Access to and usage of MPLIS and LROs services are among the contents developed in this tool. This communication tool will be stored at the cultural centers for communication on land management and VILG.
- **Modern facilities:** VILG PPMU may consider providing computers in communes and villages for EM people to access information easily and conveniently (training and guidance will be provided). VILG PPMU shall improve the access to and sharing of land information for EM people.

Activity 3. To training village chiefs or Master Monks, and A Cha (who are very respectable).

Before public meetings, PPMU shall organize training sessions for village chiefs or Master Monks, and A Cha so that they can provide support during the project implementation.

Activity 4. Public meetings at communes and villages.

Additional funding will be used for meetings including Q&A sessions, translation from the Vietnamese language to ethnic minorities languages in every commune and village. These activities will be started early from the beginning of the project and maintained during project the implementation. Details are as below:

- Particularly in communes and villages where many Khmer and Cham live, the PPMU and district-level community advisory groups will organize meetings in each commune or village with the participation of ethnic minorities to answer questions and explain in ethnic languages;

- The Community Advisory Groups and PPMU will organize meetings in each commune and hamlet to introduce channels and methods to access information, and district-level land documents will include the district process, preferential policies, feedback policies, information access and use of land information services;
- PPMU will cooperate with the mass media (radio, television, local newspapers) for communication and dissemination of this information;
- Documents used for public meetings and consultations in communes are provided by PPMU based on forms, legal documents or communication documents edited by CPMU. All documents are prepared in a simple way with clear messages and images. These documents will be translated into the Khmer languages for dissemination in local ethnic communities. If the budget allows, some important contents will be translated into ethnic languages for local dissemination.

Activity 5. To train land administrators

Orientation workshops for land administrators in communicating with the ethnic minorities will focus on: (1) special needs of the groups facing language barriers and (2) the importance of local consultation incorporated in training courses for land administrators and other courses on quality service improvement.

Activity 6. To establish support services for information access and land registration in areas where the ethnic minorities live

LRO branches at the district level will perform support services for information access and land registration for ethnic minorities in remote areas through assigning officials to work in routine at CPCs and, at the same time, train commune staff on information search, and usage of the land information system through the Internet to provide land information for ethnic minorities and verify land transaction contracts.

LROs branches will consult with commune authorities, village and community participatory groups to develop plans and routine working schedules in accordance with local conditions. Commune and village cadres will widely publicize these plans and schedules to all citizens for their information and service usage.

The project would maintain close engagement with EM beneficiaries, who will have increased and better access to land information and better services with integrated digital data vital for improving land governance. For this purpose, the Project will build on the successful process established under VLAP through Local Facilitators (LFs) to address the needs of targeted beneficiaries. Access to land information and better land services are expected to increase with the improvement of LROs and the promotion of e-governance, and the building of stakeholders' capacity.

The project will promote activities by local mass organisations, such as the youths' unions and women's unions, which involve EM communities in their work, and civil society organisations. These organisations can add value to information transparency efforts in EM communities through introduction of more participatory planning processes, and capacity development, among other areas. Especially, local facilitators may be encouraged to be recruited from local mass organisations, especially the women's unions.

Procedures for LURC issuance/renewal will be established at the commune's people's committees, and other land related procedures will also be performed in at the commune's people's committees. Communal cadastral officers will provide support for the people. The forms relating to LURC issuance will be publicized in the CPCs and villages (culture centres or places of frequent visits by the people).

Activities 7: Consideration of gender sensitivity

It is essential to increase the participation of women, especially in the EM groups in the project sites, in various project activities and interventions, such as information dissemination and training, local facilitator work, and commune working groups. It is important to raise awareness for women of their rights and benefits in joint husband-and-wife titling and use of land-use rights certificates for bank loans, lease and contributions to joint business, their rights to access to the GRM system and how to lodge their complaints when needs arise.

It should be recognised that engagement of and awareness raising for women, especially EM women, is a time-consuming process which should be planned and phased effectively with clear and practical short-, medium- and long-term objectives to make various steps feasible, with lessons reviewed and learnt as well as plans revised after each phase. Importantly, women from various groups should be consulted in good faith throughout the project cycle, from the design to the evaluation steps to ensure their voices to be heard and paid due attention to.

There is a risk that female attendance at information workshops and meetings may be low. Specific measures may therefore be necessary to enhance women's current access to information and their associated engagement in VILG. Efforts will be needed to arrange a location and time suitable for the participation of women, and additional promotional activities may also be necessary to maximise attendance by female householders.

Training provided to local land administrators and facilitators as well as project staff should take into account gender sensitivity. The composition of a mobile support team, as suggested earlier in this report, may ideally include a female member to address issues that require gender sensitivity. For instance, some female clients may not feel comfortable in seeking information and advice from male staff as a result of certain cultural and customary barriers.

Activity 8. To provide information on the grievance redressal mechanism.

Local cadastral officers shall be informed in training courses that any land issues related to ethnic minorities must be reported to the PPMU regardless of whether local dispute settlement is successful or not.

The mechanism for settling complaints and disputes and tracking progress follow the guidance in the Project Operation Manual (POM) of VILG and CPMU's guidance.

To support this mechanism, the PPMU, in combination with districts and communes, will assign direct officers to receive, monitor, and supervise related agencies on dispute settlement and results disclosure.

To resolve disputes and complaints, a second channel will be established to receive information on land complaints and disputes beside the official channel established by the State. Particularly, the ethnic minorities are encouraged to solve problems through informal but effective institutions, such as heads of villages, families, and master monks in the Khmer temples. Specifically, each commune and village will set up a team to help the CPC in mediation when disputes occur. Master monks will also be involved in the mediation team to improve the dispute settlement efficiency. The appointment of one person to monitor the dispute and complaint settlement activity at the commune, district and province levels as well as training of

dispute settlement skills for land officers and mediation teams in villages will be maintained during the project implementation.

Activity 9. Monitoring and evaluation

If possible, PPMU will try to disaggregate the project's M&E data in the province by ethnic groups, poor/non-poor/no poor, and gender.

III. IMPLEMENTATION ARRANGEMENTS

3.1. Roles and responsibilities

- The CPMU will be responsible for providing training and guidance on the implementation, and supervising the implementation of the EMDP in the local project sites on a basis of the EMPF and POM.

- Leaders of the Provincial People's Committee will be responsible for providing guidance and supervising the implementation of the EMDP in An Giang.

- DONRE and PPMU in collaboration with the District's People's Committee shall be responsible for organizing activities under the EMDP and Project Operation Manual (POM);

- The PPMU shall assign one officer to be the focal point on social issues. This staff shall be responsible for supervising the Project District Implementation Group in terms of full implementation of these EMDP activities;

- The periodical reports of PPMU (quarterly and monthly) will include the reports on EMDP implementation which clearly state the EMDP activities already implemented in the project areas, feedback of ethnic minorities related to the project implementation and next activities;

- Representatives from the Provincial Committee for Ethnic Affairs, provincial advisory groups and district-level community groups, commune/ward cadastral officers will be responsible for (i) coordinating with VILG's PPMU to organise consultative meetings with local people; (ii) evaluating and consulting with them on issues relating to the project implementation and ethnic minorities; and (iii) supervising the satisfaction with land management services by EM communities in the project districts.

- EM communities will be responsible for reporting the actual implementation of the project in their local areas as well as its positive and negative impacts on their rights and benefits.

- The Provincial Ethnic Minority Committee, the Provincial Consultative Group, and district participatory groups shall be responsible for reviewing and consulting on issues related to the project implementation and ethnic minorities; cooperating with PPMU to organize consultative meetings, and supervising the levels of acceptance and satisfaction of the community towards land services in the participating districts, including for the Kinh group and other ethnic minorities;

During the implementation period, if any problem arises, the related members should promptly report to the PPMU, and the Provincial Steering Committee for timely measures.

3.2. The grievance redress mechanism (GRM)

VILG will establish an unit in charge of comments and complaints from the public in general, and from ethnic minorities groups in particular in the project sites regarding the implementation of the project. Complaints will be handled in a timely manner, and written responses will be provided to complainants.

The provincial PMUs and the related agencies at the district and commune levels will record and document the received complaints and resolutions, which will be attached to bi-annual process reports to the central PMU for synthesis and submit to the World Bank. Forms of comments and complaints include written documents submitted, emails or direct communication (such as through telephones).

Channels for receiving comments and complaints: People can send written texts or present their issues to village elderly, village heads or commune officials. In case of resolution failure, these complaints will be referred to the district level or the provincial PMUs for settlement.

DoNRE would settle cases when complainants do not agree with first-time resolutions provided by VILG's PPMUs. The procedures to redress grievances follow the Project Operations Manual.

3.3. The M&E mechanism

A system to monitor the implementation of EMDP will be established in districts with EM populations.

The district-level community support group will be responsible for supporting the district division for project implementation and the PPMU to regularly monitor satisfaction of EM people, and evaluate whether VILG has improved EM groups' living standards and awareness, or has avoided or mitigated its negative impacts on the latter.

M&E indicators regarding the progress and outcomes in the implementation of EMDPs will be disaggregated by ethnicity. Some stakeholders, such as the Committee for Ethnic Affairs and advisory groups on ethnic minorities can access this information.

The PPMU will appoint an officer as a focal point to receive and monitor results of land-related grievances relating to the implementation of VILG. Progress reports on the implementation of the EMDP will be produced on a monthly, biannual and annual basis.

IV. DISCLOSURE OF EMDP

EMDP will be publicized in the World Bank's InfoShop, and at the people's committees in districts and communes with ethnic minorities and by many other channels to ensure that ethnic minorities can easily access and understand the plan contents.

V. ESTIMATED BUDGET

Budget for the implementation of EMDP will be based on detailed activities. This budget is included in the project budget. The planned activities include:

- Communications, and public consultation (in combination with other project activities);
- Training in communication skills and public awareness raising;
- Communication on land registration and land transactions; usage of land information;
- Development of communication materials as instructed by CPMU.

Annex One provides cost estimates for implementing EMDPs in four first-year provinces, namely Thai Nguyen, Quang Binh, Ha Tinh, and An Giang. The separate estimated budget for implementing all activities as described in An Giang's EMDP is **73,000 USD**.

Annex one: Cost estimates for implementating EMDPs in four first-year provinces

Activity	Contents	Unit	Quantity	Unit cost	Total
<i>Activity 1</i>	<i>Establishing the provincial advisory group and district community group and organising two workshops per annum</i>				65,000
-	Payment for the advisory group (from the land sector, the sectors in charge of EM Affairs, Culture, representatives of EM communities, etc) (5 years)				0
+	<i>Thai Nguyen</i>				<i>They take up unpaid additional responsibilities</i>
+	<i>Ha Tinh</i>				
+	<i>Quang Binh</i>				
+	<i>An Giang</i>				
-	Consultative workshops with the provincial advisory group and district participatory community group (1 workshop/province/ year x 5 years)				65,000
+	<i>Thai Nguyen</i>	Workshop	5	5,000	25,000
+	<i>Ha Tinh</i>	Workshop	5	2,000	10,000
+	<i>Quang Binh</i>	Workshop	5	2,000	10,000
+	<i>An Giang</i>	Workshop	5	4,000	20,000
<i>Activity 2</i>	<i>Use of modern and effective communication tools</i> Preparing communication contents (DVD, video clips); Broadcasting, and production of DVD				
-	Thai Nguyen				<i>Incorporated in sub-component 1.3</i>
-	Ha Tinh				
-	Quang Binh				
-	An Giang				
<i>Activity 3</i>	Training of village heads (2 training workshops)				14,000

-	Thai Nguyen	Workshop	1	5,000	5,000
-	Tinh Hà Tĩnh	Workshop	1	2,000	2,000
-	Quảng Bình	Workshop	1	2,000	2,000
-	An Giang	Workshop	1	5,000	5,000
Activity 4	Organising village and commune meetings				90,000
-	Thai Nguyen	Meeting	200	200	40,000
-	Ha Tinh	Meeting	50	200	10,000
-	Quang Binh	Meeting	100	200	20,000
-	An Giang	Meeting	100	200	20,000
Activity 5	Meetings to introduce project sites (in 6 districts, with representatives at the district and commune levels in the project sites)				1,800
-	Thai Nguyen	Meeting	6	300	1,800
Activity 6	Training of land administrators (Orientation workshops for land administrators in working with EM people) (2 workshops/ province)	Workshop	2	25,000	26,000
-	Thai Nguyen	Workshop	2	5,000	10,000
-	Ha Tinh	Workshop	1	3,000	3,000
-	Quang Binh	Workshop	1	3,000	3,000
-	An Giang	Workshop	2	5,000	10,000
Activity 7	Establishing support services for access to land information and registration in communities with EM populations.				37,000

-	Support for LROs to provide support services for access to land information and registration for EM populations in deep and remote areas (once per year)				21,000
+	<i>Thai Nguyen</i>	Session	30	300	9,000
+	<i>Ha Tinh</i>	Session	10	300	3,000
+	<i>Quang Binh</i>	Session	10	300	3,000
+	<i>An Giang</i>	Session	20	300	6,000
-	LROs provide training for commune officials to tap Internet-based land information.				16,000
+	<i>Thai Nguyen</i>	Workshop	1	5,000	5,000
+	<i>Ha Tinh</i>	Workshop	1	3,000	3,000
+	<i>Quang Binh</i>	Workshop	1	3,000	3,000
+	<i>An Giang</i>	Workshop	1	5,000	5,000
Activity 8	<i>Providing information on GRM</i> Organising training workshops on skills to redress grievances for cadastral officers and members of village mediation teams				14,000
-	<i>Ha Tinh</i>	Workshop	2	2,000	4,000
-	<i>Quang Binh</i>	Workshop	2	2,000	4,000
-	<i>An Giang</i>	Workshop	2	3,000	6,000
Activity 9	<i>M&E: Monitoring and evaluating implementation of the project in the project sites by ethnicity, near-poverty/poverty/ non-poverty status and gender</i>				2,000
-	<i>Ha Tinh</i>				1,000
-	<i>An Giang</i>				1,000

Annex Two: A sample minute of consultation

Below is a sample minute of consultation with Khmer people in An Cu commune, Tinh Bien district, An Giang, on November 9, 2015.

THÔNG TIN THU ĐƯỢC TỪ NHÓM THẢO LUẬN TẠI AN GIANG

1.1. Hiện trạng cung cấp thông tin và nhu cầu thông tin đất của cơ quan quản lý/đơn vị/dịch vụ/người dân (chú trọng tới nhóm nghèo/phụ nữ/DTTS)

- Tại Sở Tài nguyên và Môi trường (gồm các Sở ban, ngành):

Qua thảo luận với cán bộ của Sở Tài nguyên và Môi trường và các Sở ban ngành có liên quan trên địa bàn tỉnh An Giang thì hiện nay Văn phòng Đăng ký đã thực hiện việc cung cấp thông tin cho tổ chức, cá nhân có nhu cầu. Thông tin chủ yếu mà người sử dụng đất yêu cầu chủ yếu là thông tin về quy hoạch, các thông tin về thửa đất. Văn phòng đăng ký đất đai đã có thu phí đối với các loại dịch vụ này (từ 10.000đ/phiếu cung cấp thông tin). Tuy nhiên qua đánh giá của cán bộ Văn phòng đăng ký đất đai thì số lượng người yêu cầu cung cấp thông tin không nhiều, đối tượng chủ yếu đến yêu cầu cung cấp thông tin chủ yếu là các ngân hàng, tòa án, cơ quan thi hành án. Tuy nhiên do cơ sở dữ liệu về đất đai chưa đầy đủ nên vẫn chưa đáp ứng hết yêu cầu của người sử dụng đất.

Đa số ý kiến của Sở ban ngành đồng ý có dịch vụ cung cấp thông tin tại nhà cho người dân và tổ chức sử dụng đất, vì việc cung cấp thông tin hiện còn khó khăn, mất thời gian của người sử dụng đất.

Tỉnh An Giang đã triển khai thí điểm, thời gian tới sẽ sẵn sàng cung cấp đến tại nhà cho người dân; một số người dân có trình độ hiểu biết kém, người già, khuyết tật, không có thời gian thì việc cung cấp dịch vụ tại nhà là rất cần thiết; thực hiện các quyền của người sử dụng đất qua bưu điện; cung cấp thông tin và hướng dẫn sử dụng.

- Tại xã Mỹ Khánh, thành phố Long Xuyên (thông tin về đất đai đối với người dân):

Có 6 người dân được tham vấn ý kiến nhưng thuộc đối tượng người nghèo không có đất, hiện tại đang sử dụng đất (mướn) của Ủy ban nhân dân xã, hầu như không biết và cũng ít tìm hiểu về chính sách pháp luật đất đai, khi có nhu cầu về thông tin đất đai thì chủ yếu hỏi qua trưởng thôn. Việc tiếp cận thông tin về chính sách đất đai cũng như các chính sách đối với người nghèo còn rất hạn chế vì một

phần là không có nhu cầu về thông tin đất đai, một phần cũng do có sự e ngại đối với cơ quan Nhà nước.

- *Tại xã An Cư, huyện Tịnh Biên, An Giang (thành phần: phòng TNMT, PCT xã, cán bộ địa chính và các ban ngành của Xã)*

Theo cán bộ Phòng TN&MT huyện Tịnh Biên thì hiện tại VPĐK đất đai đã thực hiện việc cung cấp thông tin theo yêu cầu của người dân, thông tin chủ yếu mà người sử dụng đất yêu cầu là trích lục, trích sao bản đồ địa chính, thông tin thửa đất, có một số trường hợp đã thực hiện thu phí dịch vụ. Hình thức cung cấp là theo phiếu yêu cầu. Nhiều thông tin chưa thực hiện được việc cung cấp cho người dân vì cơ sở dữ liệu thông tin không đầy đủ như thông tin về nguồn gốc thửa đất.

Hiện tại xã An Cư đã có văn phòng một cửa tiếp nhận và việc cung cấp các thông tin về đất đai cho người dân chủ yếu là trao đổi trực tiếp giữa người dân và cán bộ địa chính xã. Các thông tin mà người dân thường xuyên đề nghị cung cấp là thế chấp ngân hàng. Địa bàn xã có nhiều đồng bào dân tộc nên trình độ và khả năng tiếp cận thông tin đất đai rất kém, tại xã có tuyên truyền chính sách đất đai đến người dân bằng hình thức họp dân tuyên truyền bằng tiếng phổ thông (tiếng dân tộc), qua loa phát thanh.

1.2. Kỳ vọng về thông tin đất đai của họ, gồm cả kỳ vọng về các kênh và phương thức truyền thông phù hợp (chú trọng tới nhóm nghèo/phụ nữ/DTTS):

- Xây dựng dịch vụ cung cấp thông tin đa dạng hơn đáp ứng các nhu cầu khác nhau của từng đối tượng (làm nhanh, làm chậm, dịch vụ tại nhà, đa dạng các loại thông tin...);

- Nên công khai nhiều hơn một số loại thông tin trên internet để người dân có thể tiếp cận được dễ dàng hơn mà không phải đi đến các cơ quan nhà nước;

- Có cơ chế cung cấp thông tin thực sự rõ ràng (đối với từng loại thông tin thì cơ quan nào cung cấp, trách nhiệm về mặt pháp luật của từng cơ quan, cách thức cung cấp, hình thức cung cấp...); Minh bạch trong các bước giải quyết thủ tục để người dân có thể theo dõi, đánh giá;

- Tại cơ quan cung cấp thông tin nên có bàn hướng dẫn chung cho những đối tượng không hiểu biết về chính sách pháp luật;

- Việc tuyên truyền phổ biến nên có những hình thức phù hợp hơn với thời gian đi làm của từng đối tượng (nên từ 7-8h tối, hoặc in tờ rơi phát đến tận nhà cho từng người dân, trên loa phát thanh của thôn, đối với đồng bào dân tộc thiểu số nên có các hình thức tuyên truyền bằng tiếng dân tộc...);

- Tập trung tuyên truyền, phổ biến chính sách pháp luật đất đai đến với các đối tượng là trưởng thôn, trưởng bản, Hội phụ nữ của thôn, sư cả của đồng bào Khơme vì đối với người dân các đối tượng này là người gần gũi và uy tín;

- Nâng cao trình độ, năng lực cán bộ cấp Xã;

- Đối với những địa bàn khó khăn thì nên trang bị máy tính tại thôn để người dân có thể sử dụng và tiếp cận đến thông tin đất đai, đi kèm với các hình thức tuyên truyền.

1.3. Nhận thức của họ về các Văn phòng đăng ký đất

Đối với các tổ chức thì đa số đều biết và hiểu về vai trò, chức năng và trách nhiệm của Văn phòng Đăng ký đất đai, tuy nhiên, đối với người dân (6 hộ gia đình được vấn) thì họ không biết đến chức năng nhiệm vụ của Văn phòng ĐKĐĐ.

1.4. Những suy nghĩ của họ về các tác động không mong muốn do hoạt động của dự án (chú trọng tới nhóm nghèo/phụ nữ/DTTS):

Giữa đối tượng DTTS, người nghèo về nhận thức, trình độ năng lực và tiếp cận với công nghệ (máy tính, điện thoại, internet...) so với các đối tượng khác là hạn chế hơn, do đó việc tiếp cận thông tin của đối tượng này sẽ khó khăn hơn.

1.5. Những đề xuất về phương án giảm thiểu các tác động không mong muốn (chú trọng tới nhóm nghèo/phụ nữ/DTTS)

- Tập trung, tuyên truyền, phổ biến đối để nâng cao nhận thức đối với những đối tượng DTTS, người nghèo với nhiều hình thức khác nhau phù hợp với từng đối tượng, phong tục tập quán;

- Dự án nên có sự đầu tư về cơ sở hạ tầng cũng như trang thiết bị đối với địa bàn có điều kiện kinh tế khó khăn (máy tính, internet...).