

# EVALUATION REPORT

**Typhoon Ketsana Emergency Response Project  
in Kon Tum Province - RVNA79**



**Filed work in March 2011 – Reporting in April 2011**

**Oxfam International**

## Abbreviations

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CBDRM	Community-based Disaster Risk Management
C4W	Cash for Work
CENFORD	Central for Resources Development
CHW	Commune Health Worker
CIDA	Canadian International Development Agency
CPC	Commune People's Committee
CRC	Commune Relief Committee
DPC	District People's Committee
DPMB	District Project Management Board
ECHO	European Commission Humanitarian Aid Department
EFSL	Emergency Food Security and Livelihoods
HPC	Humanitarian Program Co-ordinator
IEC	Information, Education and Communication
M&E	Monitoring & Evaluation
O&M	Operation and Maintenance
OGB	Oxfam Great Britain
OHK	Oxfam Hong Kong
OI	Oxfam International
OVI	Objectively Verifiable Indicator
PMB	Project Management Board
PPC	Provincial People's Committee
VC	Village Committee
VHC	Village Health Collaborator
WU	Women's Union

## ACKNOWLEDGEMENTS

On behalf of the evaluation team, I would like to express our deep thanks to the members of the communities (men, women, leaders) in Dak Glei and Tu Mo Rong Districts, Kon Tum province who generously and enthusiastically offered us their valuable time and hospitality during the preparation and data collection during the field work. Their active participation and insights enriched the evaluation exercises.

Thanks also go to the evaluation team members who come from Oxfam (Mr. Vu Xuan Viet – Emergency Response Manager), and from CENFORD team (Mr. Bien Quan Tu, Project Manager, Mr. Cao Duc Pho, Mr. Nguyen Van Toan) who played key role in the evaluation design and implementation. Their cooperation, collaboration, patience and invaluable contribution have made this evaluation a fruitful and useful learning event.

Finally, I would like to express my sincere thanks to other Oxfam staff: Ms. Luong Ngoc Quang, Ms. Le Kim Dung, Mr. Provas Mondal for their direction, information clarification and provision of timely feedback to this report.

*Dang Phi Lan – Evaluation Consultant  
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*April 2011*

## **Affirmation**

The objective of this participatory evaluation is to draw lessons learnt from the project implementation and to provide recommendations for any future applications of similar interventions. The report is the work of the author, guided by the analysis and perspectives of the evaluation team.

The report described herein consists of the author's own work, undertaken to describe advance learning as the requirements of Oxfam International in Vietnam. All primary quantitative and qualitative data collected throughout the evaluation process remain the property of Oxfam International, communities and families described in this document. The intellectual properties of the report rest with the communities that are participating in the project and evaluation process. Information and data must be used only with their consent.

Dang Phi Lan - International & Community Development Specialist – Evaluation Team leader

April 10, 2011

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## Executive Summary

Oxfam is the largest INGO in cooperation with CENFORD to implement a large scale emergency relief and recovery project in Kon Tum province, Vietnam after the typhoon Ketsana (known as storm # 9 happened in October 2009). The project proved to be very successful to achieve its intended outcomes through engaging communities and local governments at all levels to make it effective, efficient, sustainable and serving the most vulnerable affected groups.

### Key strengths

1. All indicator targets set in the initial proposal have been achieved or overachieved that brought significant impact on the recovery of affected people
2. The project proved to be effective in several ways:
  - ✚ The emergency relief reached the most needy people at the right time
  - ✚ Livelihood recovery components including infrastructure repair, support of agriculture inputs contributed a significant part in helping farmers to recover from damages.
  - ✚ Water and sanitation promotion improved household resilience to future disasters.
3. The project also is commendable for high level of relevant design, cost –effective implementation, high accountability, potential to sustainability, and sound management and DIME . The highlighted successes among the above are:
  - ✚ Relief and recovery interventions addressed critical needs of local communities.
  - ✚ The beneficiary selection was undertaken in a participatory and democratic manner
  - ✚ Low cost resulted from local contribution and appropriate implementation strategies contributed to increased number of beneficiaries compared to the initial targets
  - ✚ Potential to sustainability resulted from active participation of local partners and wise selection of technical models for interventions.
  - ✚ Timely and professional assessment and design process
  - ✚ Capacity of the local partners at all levels has largely been improved

### Some areas for improvement are highlighted as:

- Quality of some interventions was moderate due to time shortage in the implementation of phase II.
- Limited participatory tools applied during beneficiary selection process resulted in some weaknesses in women participation in decision making
- Project proposal failed to have SMART indicators, especially at the outcome and goal causing some difficulties in effective monitoring and evaluation.

### Key Recommendations (Refer to more details in the report body)

#### Recommendations to Oxfam

- The rich experiences and lessons learnt in this project are recommended to share widely in Oxfam and with other NGOs who are engaged in emergency relief work in Vietnam.
- Oxfam and provincial authorities should have early agreement to avoid delay of implementation phase.
- It is recommended to build in and implement disaster preparedness capacity building component in its recovery interventions in future similar projects.
- Project design, among its many good dimensions needs to have better set of outcome objectives and indicators.

### **Recommendations to Oxfam and CENFORD:**

- It is recommended that Oxfam and CENFORD have a joint effort to communicate the project successes to the Central government and provincial government of Kon Tum province for future cooperation.
- Project report system from village to commune, district and CENFORD staff should be in more systematic and formal way.
- Reflection meeting among district and between districts should be encouraged.

### **Recommendation to all Oxfam, CENFORD and local partners**

- The ToT and ToF courses need to be designed and implemented with more follow up activities at community level.
- IEC materials for WASH and agriculture promotion need to be designed with clearer messages.
- The implementation of dug wells and pitch hole latrines, although was effective and potential to sustainability, should be incorporated with intended introduction to the applied model
- Women in decision making of project planning, monitoring and evaluation needs to be more intentionally included in project practice.

### **Recommendation to District and commune partners:**

- It is recommended that district technical departments (agriculture and health) continue follow up training for communities on cultivation techniques and WASH using the trainers trained by the project.
- Commune and village leaders are to continue maintain (and even establish) village maintenance groups to look after irrigation, road and water systems. Community and household disaster preparedness /contingency plans should be in place and reviewed before each of rainy season.

# Part I – Introduction

## 1. Purpose of the document

The document is final project evaluation report presenting the lessons learnt from Oxfam funded project: **Emergency Response- Typhoon Ketsana in Kon Tum Province, Vietnam** in Dak Gleis and To Mo Rong districts, Kon Tum province during the period from October 2009 to December 2010.

Oxfam has provided assistance to the ‘historical’ typhoon Ketsana affected people in 16 communes with funding from AusAID, SIDA, ECHO and Oxfam Affiliates (America, Australia, GB, Hong Kong, Novib). The evaluation was mandated by Oxfam GB in Vietnam as the executing partner. The preparation of the evaluation was made in January and February 2011; the field data collection was conducted from 22 to 31 March, 2011. The evaluation team was led by an external independent consultant with participation from Oxfam GB staff and CENFORD staff. Local government representatives at district and commune levels played the role of information bearers and sometimes as assistants to the evaluation teams in their locations.

Key stakeholders with interest in the evaluation findings include Government of Vietnam (GoV) officials in Kon Tum Province, Tu Mo Rong and Dak Gleis districts; Oxfam GB project team and management; Oxfam Affiliates and other donors listed. It is important that relevant findings are shared and discussed with the local partners including the communities, in a suitable manner.

## 2. Project Background:

Responding to the Typhoon Ketsana, Oxfam International and the Centre for Resources Development (CENFORD) implemented an integrated WASH and EFSL emergency response and recovery project among the men, women and children of Tu Mo Rong and Dak Gleis districts, Kon Tum province. The two District Project Management Boards assigned by the district People’s Committees, and 16 commune Relief Committees are the key local partners to implement the project.

The project with two major phases: 1/ emergency relief lasted from October 2009 to December 2009 and; 2/ livelihood recovery lasted from January 2010 to October 2010 with an extension of three months to December 2010. Both phases aimed to support a target population of 25,500 beneficiaries who represents 70% flood affected people in Tu Mo Rong and Dak Gleis districts, Kon Tum province. Most of them are farmers and women whose agricultural land was affected during the Ketsana Typhoon (or Storm No. 9). Single mothers, women headed households and children are among the prioritized beneficiaries of the project. The identification of beneficiaries was thoroughly discussed through various consultative meetings with local partners at district and commune levels (district People’s Committee, Agriculture Department, Public Health Department and commune Relief Committees). The final selection criteria were then publicized so that all local population were well informed. At community level, the village heads organized different village meetings with the participation of affected and non-affected households. The meetings announced the final selection criteria and local people jointly proposed the beneficiary list and submitted to the commune Relief Committee for final review and approval.



The total budget of the project was US\$2,107,443. In which:

- Oxfam International contributed US\$ 966,582 for agriculture recovery, cash for work, water and sanitation
- ECHO contributed US\$ 665,573 for public health, water and sanitation, food security for implementing relief phase
- CIDA contributed US \$ 219,818 for public health, water and sanitation
- AusAID contributed US\$ 255,470 for cash for work

Activities under the relief phase included emergency food & non-food items, shelter, public health activities composing hygiene kits, water filters, TOT/ToF trainings and IEC materials.

In the recovery phase, the project implementation role was transferred from Oxfam to the Centre for Development Resources (CENFORD). In this phase, Oxfam mainly provides technical support and monitoring and evaluation roles to CENFORD to implement the project activities. Humanitarian assistance in this phase focused on improving water and sanitation facilities, public health promotion and supporting agricultural livelihood recovery of the affected population in 4 communes in Tu Mo Rong district and 5 communes in Dak Glei district, Kon Tum province.

### **3. Evaluation Processes**

#### **3.1. Scope of the Evaluation**

This is a final evaluation, taking place at the end of project lifetime. The evaluation aims to summarize achievements, as well as to determine lessons learned for future similar interventions for Oxfam GB and other stakeholders. This evaluation also attempts to assess impact, effectiveness, relevance, efficiency, sustainability and other crosscutting issues in Oxfam's concern as gender equality and local participation. The evaluation process will also provide capacity building to project partners, CENFORD and Oxfam staff. (See Appendix I: Evaluation Terms of Reference- ToR).

#### **3.2. Sampling and sample size for evaluation data collection**

A purposive sampling process was used to select six target communes for the evaluation. In each district 3 communes are selected to represent interventions of both phases; geographical features of lower, middle and higher land; and poverty levels. The 3 selected communes in Dak Glei districts were Dak Pet, Dak Kroong, and Dak Mon. In Tu Mo Rong district, three communes of Dak To Kan, Dak Na and Ngoc Yeu were selected.

Within each Commune 3-4 hamlets were selected for in-depth visits, interviews. The household surveys were conducted with 54 beneficiary households and 18 non-beneficiary households equally selected from six communes in the evaluation sample (see the appendix 2 for more details of the field work agenda).

Besides, the evaluation chose to interview key leaders from the two district PMBs and concerned district departments: Agriculture, Preventive Health, agriculture Extension Offices etc.

### **3.3. Evaluation Methodology and Methods**

The evaluation was the participatory in the meaning of its team combination and tools used. The team included internal Oxfam and CENFORD staff led by an external independent consultant. There were five key staff who did all data collection, analysis and sharing with local partners from 22 March 2011 to 31 March 2011. (see field work agenda in the appendices).

Drafted report sent to concerned staff, partners and management for inputs, comments before being finalized within 20 days after the field work ended.

The evaluation utilized a combination of qualitative (i.e. focus group discussions, semi-structure interviews, PRA tools) and quantitative (i.e. Desk study of project documents, household survey) to gather data during the field work. This approach was chosen to provide means to check for consistency across findings, and to obtain different perspectives at different levels.

#### ***Methods and sources used to collect information:***

**Key Project Document Review:** Prior to the fieldwork period, the review team was provided with the original project assessment reports, project proposals, monitoring reports of various types including the Accountability Trip Reports by Oxfam national and international staff and construction consultant reports. Monitoring reports by CENFORD were also used a reference source for document review exercises.

**Secondary Data Review:** During the review field work, district and commune statistics were provided by various contact persons.

**Focus Groups:** To obtain detailed qualitative comments on the achievements, effectiveness etc. of project interventions and to identify areas to improve, including recommendations; The focus groups were with district PMB members, TOT health workers, commune representatives, and separate beneficiaries groups of men and women.

**Key Informant Interviews:** To explore the extent to which the project's outcomes had been realized and perceptions concerning the merit of progress made, semi-structured interviews were conducted with leaders at district and commune and village levels and project staff.

**Structured Interviews:** To provide community perspective on activities conducted, interviews with selected community members were conducted in 20 villages with a total of 54 beneficiary households 18 non-beneficiary households.

**Field visits/direct observation/household in depth interview:** To verify activities and outputs delivered and their quality. In addition the team also visited selected households to make in depth interviews to verify project positive and any negative impacts.



## Evaluation Key Milestones

Time	Activities
Be for 22 Mach 2011	Preparation of logistical work Document review by the consultant Tool preparation
22 March	- Arrive Dak Gle - Team meeting to agree on the preparation work (team combination, sample size, traveling, etc.)
23 Mach	Team meeting for tool finalization and other related logistical issues. Methods of data collection, analysis and reporting
24-26 March	<ul style="list-style-type: none"> <li>• Data collection in 3 communes of Dak Gle</li> <li>• Data collection at district departments</li> <li>• Team review every day</li> <li>• Travel to Mo Rong on 26</li> </ul>
27-29 March	<ul style="list-style-type: none"> <li>• Data collection in 3 communes of Dak Gle</li> <li>• Data collection at district departments</li> <li>• Team review every day</li> <li>• Travel to Mo Rong on 26</li> <li>• Data entry for household surveys</li> </ul>
30 March	<ul style="list-style-type: none"> <li>• Data consolidation, analysis.</li> <li>• Preparation for workshop on 31 March</li> </ul>
31 March	Morning: Workshop with local partners to share key learnings and get feedback from participants Afternoon: Back to Danang and Hanoi
April 10	Draft report in English sent to Oxfam for feedback
April 20	Inputs to draft report
April 25	Final English version of the report
April 30	Final version in Vietnamese

## Part II – Evaluation Findings

### I. Project achievements against planned targets

The project has designed two major phases with an overall goal to reduce impact of Typhoon Ketsana (Storm No. 9) and the subsequent landslides in the most vulnerable and severely affected districts of Kon Tum Province, Vietnam. The two phases lasted from October 2009 to December 2010 aiming at supporting affected men, women and children through provision of water supply, food, Non -Food Items (NFIs), public health and livelihood recovery interventions. The two first findings look at the project achievements against designed targets. (see table I below for a summary of the project achievement status)

Finding I – All targets set according to project logframe indicators have been achieved or overachieved. In table one below a summary of achievement status for eight key project indicators was made to show actual results versus planned targets. Some important notes were drawn from the table are:

- ❖ The implementation of the project had followed well the designed components with some flexible changes based on local needs which came out from monitoring results. The exceeding achievements of many indicators were explained by the great efforts to use local resources (man power, materials, local commodities etc.) while keeping the minimum standards of relief framework (SPHERE), and organizational operation guidelines.
- ❖ Indicator number 8, although were not measured in term of household number as it was set in the target (2,000 households). But the achievement of 88 km of repaired canal through cash for work implementation implies a higher achievement of benefited farmers than the set target: a rough estimation could show at least 2,450 households benefited because there was a total of 49 hamlets which benefited from repaired irrigation canal, and each hamlet should have at least 50 households.
- ❖ Although there was no indicator set for improved coordination of emergency response at district level the achievement in this area were significant that will be discussed in narrative part of this report.

**Table 1: Project achievements against designed targets**

<b>Project Expected Results</b>	<b>Indicators /Targets</b>	<b>Actual Achievements</b>	<b>Remarks /Explanation</b>
1. Affected women, men and children have improved access to emergency food and essential non-food items	1/ 6,000 families improved access to emergency food and essential NFIs	<ul style="list-style-type: none"> <li>• 3,577 households received supports in round one</li> <li>• 6,206 households received support in round two</li> </ul>	Households who received supports in the second round can be the ones who had supports in round 1. The minimum achievement, anyway, exceed the set target.
2. Public health risks reduced through improved safe water, environmental clean up and public health promotion	2/ 4,000 families received buckets for collecting and preserving water, water filters or watsan facilities  3/ 3,000 women received hygiene kits  4/ 50 Government health officials trained to promote hygiene  5/ 100 community groups are trained to promote hygiene	2,593 households received water filters; 1,835 families received buckets for collecting and preserving water; 103 wells for 155 hhs; 1,457 latrines for 1,457 hhs;  6,794 households received hygiene kits  82 participants participating in 3 PHAST ToT;  289 participants of 8 ToF training 14,300 people received hygiene promotion /educational campaigns	The achievement is far exceeding the target in all the indicators of this objective. This implies the flexibility and dedication of project staff on the one hand, and on the other hand may imply some lessons from setting target in the design process.
3. Effective livelihood stabilization accelerated for the most	6/ 3000 families involved in cash for work to recover	4,887 families involved.	Cash for work has helped to repaired 63 small irrigation dams, 486 km of inter-

<p>severely affected communities</p>	<p>cultivation land, road and irrigation works.</p> <p>7/ 2000 farmers received quick growing crop seeds, training, tools and fertilizer.</p> <p>8/ 2000 farmers benefited from recovered irrigation systems</p>	<p>7,457 farmers received seeds; 2,283 hhs supported with fish ling; 1,870 farmers received training on agriculture.</p> <p>Roughly 2,450 farmers benefited from 88 km of repaired canals</p>	<p>village roads; unearthed 88 km canals; repaired 442 meters of damaged bridges; fixed 21 community cultural houses; rehabilitated 22 ha of cultivation land; repaired 10 primary schools for children; repaired 20 hanging bridges and dug 150 rubbish holes.</p>
<p>4. Coordination of emergency response at district level improved.</p>	<p>There is no indicator set for this objective in the logframe</p>	<ul style="list-style-type: none"> <li>• Two district People Committees and 16 commune Relief Committees established</li> <li>• A Memorandum of Understanding was signed by Oxfam and the Center for Resources Development (CENFORD) to establish the fundamental principles for the cooperation between CENFORD and Oxfam GB.</li> </ul>	<p>Strengths and limitations in coordination work will be included in other part of the report. This table just tries to show major achievements of the project in this area. Building good relationship with district governments and working out coordination agreement with local NGO like CENFORD is an important factor for the project efficacy and success.</p>

**Finding 2 – The project funded by Oxfam in Tu Mo Rong and Dak Glei districts was ranked the second largest after government support in terms of its span and impact on the recovery of affected people.**



*We can smile again thanks to Oxfam and CENFORD assistance*  
(picture in Dak Nong, Dak To Kan commune, Tu Mo Rong district)

With a total funding of more than US \$ 2,000,000 and a dedicate team Oxfam managed to cover as many as 16 most affected communes among 33 communes of the two district in Dak Glei and Tu Mo Rong. The two relief item distributions: one was right after the flood in October 2009; and the second was in January 2010 followed by a large number of recovery interventions up to December 2010 played a very important role in helping local affected people to overcome difficulties after the historical storm & flood (named after Ketsana). ‘we see Oxfam as the largest supporter in both funding and coverage of affected population, only after government’ – vice-chairman of district people committee of Dak Glei.



### Key Project Factors

- **Beneficiaries: 12,730 households or 65,375 people in the two target districts**
- **Female beneficiaries: 52 %**
- **Ethnic minority beneficiaries: 96-98 %**
- **Community coverage: 16 communes in phase one and 9 communes in phase two**
- **Total budget: US\$ 2,107,443**

The local and central government was the main responsible to ensure local people having sufficient basic food during and after the disaster. However, due to large-scale damages and limited relief capacity the government had not been able to meet only a part of the critical needs of people there. Other humanitarian organizations (Action Aid, Red Cross, etc.) and some local humanitarian groups also provided small scale food and non-food items to local people, but their financial capacity and none –financial ability were moderate (reported by commune and district leaders) . For example, while the possibility to be lack of rice among local victims would last from 6 to 8 months, the government could cover only one month food shortage. Oxfam in its efforts did offer 1.5 month of rice need for people in 16 communes. ‘we received support from other agencies as well, but Oxfam offered the most useful items and the largest scale of assistance to our people. The help covered not only the immediate needs after the disaster, but extended until our people completely recovered through various livelihood and health care interventions’- chairman of Dak Na commune. In addition, cash for work provide cash for 22,472 people (roughly 4,000 households) to purchase food and essential items after the disaster. In total, about 70 % of affected households in the two districts received at least two support types from Oxfam during the project lifetime.

**Table 2 – Summary of Key Achievements by Beneficiaries  
(figures are from project monitoring report)**

\*\*\* total affected population is estimated as 62,400 people in the two districts

Support type	Unit of measurement /items	Beneficiaries	Remarks
Food and non-food distribution	Rice, water, nutritional foods, household kits, blankets etc.	29,891	48 % of affected people in the two district
Water filter	-	2,593	
Hygiene kit	-	32,567	
Well and latrine	-	8,596	
Road repaired	Km	488	No number of beneficiaries recorded for these works, but there were 22,472 people benefited from cash for work to undertake these an some other interventions.
Irrigation canal	Km	88	
Bridge	-	58	
Rice land	Ha	32.2	

## 2. Project Effectiveness

This evaluation was designed with a focus on measuring the linkage between and contribution level of produced outputs and the intended outcome which is lifesaving support to most affected men, women and children. 'the interventions are very effective' is a common saying of local groups when asked about the project effectiveness. The following chart summaries the judgment of surveyed households on key project component effectiveness:

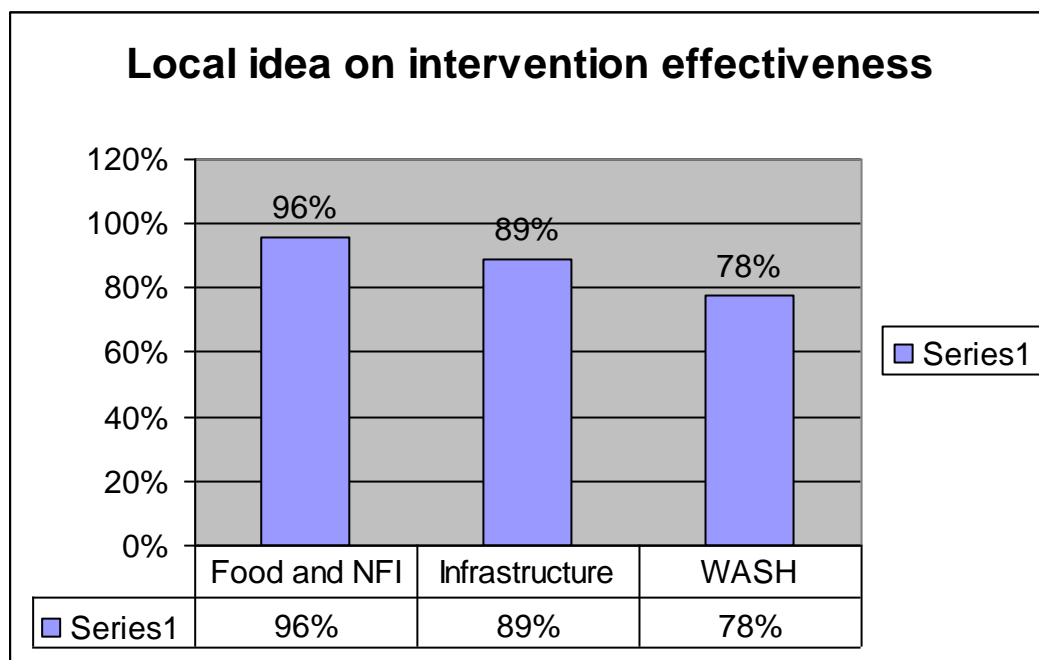


Figure 1 – HH survey on key component effectiveness

Finding 3: Emergency relief of food and non-food items had addressed the most needy people at the right time helping people to overcome difficult days

The results (in figure 1) show very high consensus by local households on the effectiveness of three major project components: relief delivery, cash for work to recover infrastructure, water and sanitation support. Among those the distribution of food and non-food items is considered the most effective as it addressed the felt needs and was delivered to the affected people shortly after the flood. The presence of Oxfam rapid assessment team (in cooperation with other NGOs) just a few days after the storm allowed an immediate relief activity in October 2009 which covered a large number of communities and population. Despite of tremendous challenges in traveling (large areas, damaged roads) and in coordination work with local partners (who are too busy at the time and the sensitivity of the area) at provincial and local levels the project managed to deliver a quick and large support package to as many as 16 communes with more than 65,000 people who were struggling to survive. Oxfam's reaching out to the most remote communities in Central highland certainly deserved commendable appraisal from local leaders and communities. 'Our communities were separated by the storm damages. We were badly in need at that time and Oxfam staff came; we could not imagine how it would have been without that assistance' – men group in Pel Siel Penh, Dak Pet commune. More than 96 % of all interviewed households in

the evaluation sample agreed that the assistance of food and NFIs were very on time and helpful. The relief deliveries, therefore, were effective in two main ways: on time and reaching the most affected community groups.

The key lessons from this component implementation is the close cooperation with local partners at commune and district levels resulted from dedication work of the project relief team who came early with assessment and items distribution. *Staff and local volunteers had to walk 6-7 hours in damaged mountain way to reach to Ngok Yeu commune and stay overnight there in very hard living conditions, for example.* That dedication motivated the spirit of local government, volunteers and communities. On the other hand, despite of a huge work and difficulties the delivery of food and non-food items met all standards of humanitarian relief such e.g. SPHERE and government regulations in place by providing accurate monitoring data, timely reports, and all beneficiaries lists with signature of recipients.

Finding 4: Livelihood recovery components, e.g. infrastructure repair, support of agriculture inputs contributed significant part in helping farmers to recover from damages and to stabilize their life.

One major project component of phase II is cash for work implementation to help local people with cash to purchase food and at the same time to repair their damaged infrastructure: bridges, roads, irrigations and rice field. While large scale infrastructure required huge funding and time to recover, Oxfam choose to support communities to repair smaller scale of infrastructure works that immediately impacted on the life normalization. Dozen of small repaired bridges and some 500 kilometers of the repaired inter-village roads served children go back to school safely, farmers were able to keep connected with commune and district centers. *'we could sell our products and purchase necessary items for family needs thanks to the repaired bridges and roads'*-FGDs with local farmers in all six evaluated communes. As 80 % of households reported to loose their key production assets (rice land) and more than 50 % said that they had at least one family member got sick after the flood, the need to get contact to commune and district centers was real and critical. Oxfam's investment in road and bridge repair, therefore, was accepted as the best choice among the many needs to be addressed after the disaster.

Cash for work, on the other hand, allowed more than 4,000 households worked and earned significant cash to fill in the gap of food shortage after the flood. Specifically, the project monitoring report showed that cash for work component brought income to 5,431 beneficiaries (2,959 women) in Dak Glei, and to 25,193 beneficiaries (12,623 women) in Tu Ma Rong. More over, participation in cash for work mobilized active local participation and improved the community unity when communities set up criteria and favorable conditions to involve the poor, mothers with small children, disable or elderly people. *'The old people or mothers without labor could prepare tea or logistic work and still received the same payment as others'*- head of Dak Wak village, Dak Kroong commune.

The bridge in Dak Ven Village, Dak Pet commune is a sample of sound local contribution in cash for work activities. It linked the village with district main roads from where children go to school and farmers carry goods to the market. After Ketsana storm the bridge was seriously damaged and could not be used. For weeks, teachers who lived outside the community could not reach the school and children needed to stay at home as school was off. Oxfam helped the community with labor payment only, while local people and district partners contributed materials (steel and wood panels). At the first glance, one could not say this is the small scale bridge given its lengths and stability. A beautiful outcome from cash for work in an innovative way.



**The bridge in Dak Ven, Dak Pet commune – C4W support output**

From other perspective, cash for work in this project that implemented later than initial design framework was reported to cause some difficulties for local government to promote their development work: Normally, government do not pay cash for villagers to do their community development initiatives, so after the project provision of cash for work villagers started to compare the two community mobilization modes. *'local people developed dependency on payment from outsiders for their community works that made us difficult to mobilize their participation'* – vice chairman of Dak Glei district; and the chairman of Dak Na commune, Tu Mo Rong district. *'This component would not create such side effect if it would have been conducted earlier, right after the disaster with the intention to aim at dual purpose:*

provide cash to fill in the gap of household food shortage; and help to recover local infrastructure' - explained by the project manager and CENFORD staff.

Finding 5: Water and sanitation promotion that addressed felt needs of women and children was effective to improve household resilience to disasters. The second major project component in phase II is to assist affected people of Ketsana typhoon with improved water source and latrines aiming at enhancing their resilience to natural disaster. According to the final project monitoring report there were 1,492 beneficiaries of 155 households (in which 49% were women) benefited from 103 wells; and there were 7,104 beneficiaries of 1,457 households (in which 51% were women) benefited from 1,457 latrines in the 7 communes of Dak Glei and Tu Mo Rong district. This is a huge contribution to the improved water and sanitation in the project target area. The survey of beneficiary households show that 100 % of them highly appreciated project assistance in well and latrine provision. That together with WASH educational campaigns conducted by the project and district health departments resulted in 78 % of surveyed households who reported that they have changed their sanitary practice during project lifetime. This, of course, was not resulted from Oxfam project only: other key players were district health department, local government and some other international NGO like Action Aid also contributed their support in this area. However, the contribution from Oxfam represents the largest part as agreed by leaders and people during the evaluation meetings. *'the deep wells are more durable and less damaged by floods than existing gravity water systems'*- FDG in Dak Pet. *'we can use this well for the whole of our life'*- a man in Dak Riep, Dak Na.

### Sanitation Habit Change - Case of Ms. Doan

Ms. Doan and Mr. Xuyen live in Dak Nong village, Dak To Kan commune. They have three children at 8, 6 and 3 years old. The Ketsana did take all their paddy rice land and damaged their house roof seriously. *'my family was among the many others in the village who lost our land and suffered from house damages during storm # 9. Our children were sick after the flood – it was wet and dirty in the surrounding place of our home'* – Doan told us while her eyes were staring somewhere at the dark and bold mountain behind her hut. The sickness of children kept the parents busy after the flood: *we wanted to go working to earn daily living instead, but they were sick and we could go nowhere'*.

When she heard that CENFORD would help poor families in the village improve sanitation condition of their village Doan showed up in the village meeting and luckily enough, their family was chosen to be supported with a latrine. *'we built our latrine and received some cash to buy food for our three children, it was amazing as we had never seen that similar assistance before'* – said Xuyen, the husband. They also participated in cash for work activity and got 800,000 dong which were quite significant for the family to afford the food shortage caused by the disaster. *'The latrine was built, not too beautiful but convenient, especially for children during rainy days'* – Doan added. *'We used to go out for defecation, too much inconvenience. The health workers told us that our children got sick from dirty water and rubbish surrounding our house. I think they were correct'*. She pointed out to small children and told us: *'they liked the good looking 'small house'- meaning the latrine! Laughing...'* and used it everyday. *Thanks God for sending CENFORD and Oxfam to help us in difficult days and to have the better sanitary condition''*.



**Ms. Doan and her family staying by their newly built latrine**

Finding 6: The design of some educational components, e.g. health care and agriculture promotion were not strong enough to bring significant impact

Although the project is successful in major components as emergency relief, cash for work to repair infrastructure, water and sanitation capacity improvement, the impact would be better with stronger design and implementation of educational activities.

- TOT approach of WASH promotion was designed and implemented, however capacity of trained facilitators/promoters at communes and villages were not strong enough to handle promotion and learning events at community level. *'I went to do a few meeting with household heads, but our village health workers could not as they were weak'-head of health station in Dak Kroong. Less than 70 % of hhs see the health education activities are helpful, while up to 50 % of them did not received any IEC materials or said materials were not too helpful. The good news is district health department will continue to do this educational effort in future, according to the leaders of Dak Glei and Tu Mo Rong districts.*
- WASH promotion campaigns were designed with least following up efforts at the village level. Usually, commune health staff were able to conduct awareness raising at villages while village health workers did not receive sufficient skills and knowledge to do so. Consequently, number of events was limited, normally integrated in village meeting with

other agendas, or the quality of promotion was not high. It was explained that due to the shortage of the implementation time this component was reduced to some extent.

- IEC materials (*Oxfam provided 10,000 calendars and 1,500 handbooks with WASH messages to government officials, health workers, volunteers, and households in 9 communes of the two districts – project monitoring report*) were printed with both Kinh and ethnic minority languages, but the messages presented by drawings in calendars are not very clear to local people. The test during the meeting with men and women groups in Dak Bo village, Dak Kroong commune, for example, showed that people hardly were able to tell exactly what they should follow when looking at the illustrations. On the other hand, there was no other IEC materials to support the commune and village health workers when they delivered WASH messages to people.
- Agriculture inputs delivery (seeds, fertilizers, fish lings etc.) were appreciated by farmers and yielded some positive impact on people' livelihood, the follow –up training by district extension departments could not cover necessary areas and topics. It was explained by the staff of district agriculture department in Tu Mo Rong that they did not have sufficient manpower while commune and village level extentionists were not equipped with sufficient capacity to do so. In some rice field visited by the evaluation groups the rice has not grown well due to inappropriate care by farmers who told us that they did not received guidance on how to do it (the case in Dak Mon commune as an example). Farmers in Dak Mon also reported that most of fish ponds were good, still some of them did not give expected results due to the lack of cultivation techniques of the owners.

### **3. Relevance**

Finding 7: Relief and recovery interventions addressed real and critical needs of local communities. There are plenty evidences to show the high relevance of most project interventions. Cash for work to repair roads, fields and irrigation, for example, was reported by farmers as very relevant to their needs and culture. Food and NFI provision ranked second in terms of relevance to local needs. This discussion and evidences of the relevance could be seen in the effectiveness report part. A bit lower relevance level belongs to agriculture inputs (seeds and fertilizers) and IEC materials. While IEC was explained in the above discussion (see finding 6) the corn seed was not favor in some communities as the provision came late according to seasonal calendar. Fertilizer provision was not very relevant as its quantity was too small (5-15 kg per hh) and so could not bring significant impact on the household cultivation practice (findings from most FGDs and KIIs). On the other side, many local farmers cultivate rubber trees and they could borrow money from government banks to purchase fertilizer with much more amount, so what provided by CENFORD and Oxfam was not really in need.

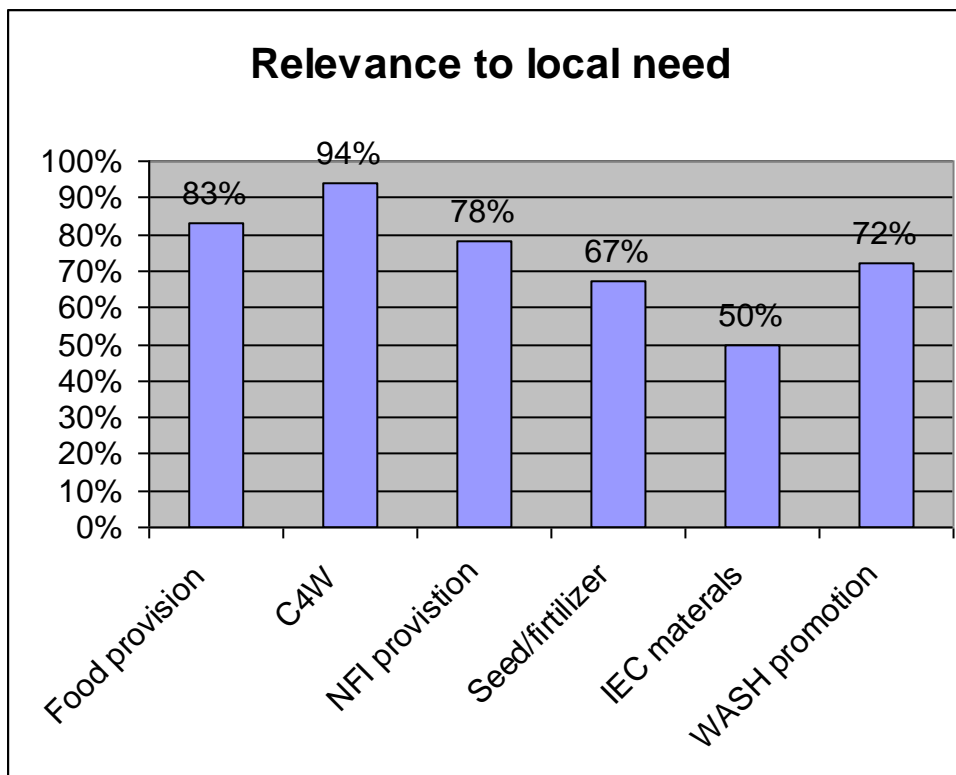


Figure 2 – Relevance to local needs by interventions (hh survey results)

#### 4. Accountability

Finding 8: The beneficiary selection was undertaken in a participatory and democratic manner that helped to ensure high accountability to project partners including the communities. Oxfam sets the beneficiary at the centre of all emergency responses which is explicitly articulated in project design and implementation guidance. Oxfam and CENFORD staff are well aware of ensuring beneficiaries selection according to the set of requirements. Efforts were made to explain procedures to communities, and to implement the selection with full participation from affected groups of people. At village level, meeting with household representatives to discuss about criteria of beneficiaries selection was conducted in virtually all target communities. Criteria guided by project to select beneficiaries include:

- Poor households identified according to the government criteria for poverty in 2007, i.e. income is less than 12,000 dong/ person/ month
- Households most affected by Ketsana typhoon
- Households led by a widow with little support from children
- Elderly men and women
- Households that are close to the poverty line and suffered from Ketsana typhoon
- Households led by a disabled parent
- Pregnant women, lactating mothers and infants in poor and nearly poor families

*“our priority is for the most affected households who are poor or nearly poor. The selection was democratic, open and everybody could contribute their idea” – leader of Pal Siel Pen, Dak Pet. ‘all household representatives participated in meeting, our opinions were respected by leaders’ – FGD*



in Ha Lang 2, Dak Na. The hh survey showed as high as 95 % of interviewees hhs are happy with selection criteria and with selected beneficiaries. Most of the non-beneficiary hhs also agreed with project process and results.

Regarding the beneficiary selection, there was a good mechanism to collect and proceed feedbacks from both the beneficiaries and non-beneficiaries, commune officials, district and commune partners through various channels including community meeting, staff field visits, households interviews and especially the maintaining of a hot line. Transparency and information sharing were applied to enable these feedback mechanisms. Information related to the project was made public (beneficiary selection criteria, their rights and responsibilities, lists of beneficiaries, project donor and stakeholders, amount of money/seeds and fertilizer specifications and quantity allocated for the beneficiaries and how to get in touch with the people responsible for the project via this hotline). *'I saw active participation from people in all villages. Even the elderly, disable people took part in meeting and shared their ideas for beneficiary selection'* – member of women union of Dak Kroong commune.

Finding 9 – Beneficiary selection, despite its effective and participatory nature as discussed above, had some areas for improvement in term of its implementation techniques.

In a few communities like in Dak Mon, Dak To Kan, Dak Na women remained passive participants in village meeting. Partly, they faced language barrier (most of ethnic minority women face difficulties to communicate in Kinh language). Other reason was the lack of participatory tools (e.g. PRA tools) in meeting facilitation that could involve better sharing from illiterate people. Moreover, there was no separate meeting for women in any places. When women sat with men and leaders they tended to keep silence. *'ladies did not say well like men; ... women in our hamlet did not know much about who could receive latrine and water well'* – women group in Dak Wak, Dak Kroong. It can be understandable that in the emergency relief context there is time constrain for application of developmental tools like PRA or having separate meeting for different types of people. But given the timeframe of this project is for more than one year (including some delayed time), better efforts and techniques to involve women, disadvantaged groups would be explored. For example, during this evaluation exercise, women showed very active when they were allowed to have their own separate groups and with reasonable facilitation skills (I observed the great skills of Oxfam and CENFORD staff to do this during the evaluation– the author's own observation).

## 5. Efficiency

Finding 10: Low cost and higher number of people benefiting from the project are resulted from local contribution and efficient implementation strategies.

The project implementation choose to utilize local resources to reduce the cost with higher number of beneficiaries. Key dimensions of local contribution include:

- ✚ Local materials were utilized for bridge repair, latrine building, road and rice field restoration;
- ✚ Local labor was mobilized in virtually all project activities: Transportation of relief items, digging wells and latrines, working for cash to repair infrastructure;

- ✚ Local management and monitoring labor come from local leaders, volunteers (Oxfam and CENFORD had quite limited number of staff for the huge monitoring and coordination work);
- ✚ Shared cost with benefited communities and local government agencies (like the contribution of steel from district department and wood panels from villagers to build the bridge in Dak Ven, Dak Pet).

Low cost is also resulted from appropriate choice of promotion models for watsan component. The use of pitch hole latrine model (cheap and simple latrine model) in Kon Tum was a wise choice that allowed local households to have their own latrine with affordable costs, and that is also potential to sustainability.

The field office established at the two districts (no central provincial office) allowed staff and partners to travel with less time and costs. The recruitment of 3 staff from the local area was also an efficient way to reduce the running cost, and increase the effectiveness of their operation.

A minor minus point in this aspect is the use of outside consultants for construction part (from Hanoi). According to local leaders and CENFORD staff the hiring of such consultants may add high monitoring costs while local consultants are available for this simple piece of work that would be more effective and efficient, and also add some sense of the local capacity building impact that would be part of this semi-development project type.

Finding 11: Quality of some interventions remained not high due to late implementation of phase II and challenges in monitoring. Oxfam is one of very few international NGOs started its work in Central High Land of Vietnam which is considered as sensitive area for NGO presence. The most significant challenge then was the delay of phase II implementation (started only in May 2010 instead of January 2010) causing major issues of effectiveness and quality of project outputs. The project lifespan, in deed, was agreed by donors to extend to December instead of September 2010. The good news is that Oxfam project in Kon Tum paved the way to future NGOs work in the area and drew good experience for both the organization as well as the local government. The good work done in Kon Tum by Oxfam can be strong evidence to lobby government in future. On the other side, late approval and agreement by government for second phase implementation certainly caused considerable reduction of intended impacts:

- ❖ Some planned interventions were canceled due to the time shortage. The integration of disaster preparedness capacity building for local communities, for example, was not implemented. Budget for WASH component was due to the end of June, but its activities could start only in early May, so some elements like training for local people, were reduced. Some cancellation occurred to the planned activities which were even informed to local partners earlier: *There was a plan to help our village to repair a bridge and local people desperately needed it, but it was canceled* – head of one village in the district town. This was explained by the project staff due to late implementation of the project second phase.

- ❖ A number of dug wells do not have sufficient water for households use during the dry season because wells were dug during the wet season. To deal with this limitation families had to collect water from other sources during the dry season. Others tried to deepen the wells by themselves after the raining season is over causing cracked rings (see picture underneath).



Figure 2- Picture taken in Dak To Kan commune, Tu Mo Rong district

- ❖ Late provision of corn seeds (2-3 weeks late according to local cropping seasonal calendar) caused the low yield in some communities cultivating in higher areas. Some other families decided to use the seed for the following season in early 2011 only (Dak Ven village in Dak Pet commune or Dak Sut in Dak Kroong). This has not represented the whole picture as many other communities still had good harvest from corn seed use and earned some additional food for their recovery in 2010. However, the impact of seed support to local farmers would be much higher if the project could implement the provision on time.
- ❖ Late implementation of phase 2 also prevented scope and coverage of agriculture TOT training (this was discussed at effectiveness points). The shorter life span of the project did not allow district extension departments to have sufficient time for more comprehensive planning and undertaking their extension work at community level. Consequently, some fish ponds and rice plots had not produced good yields. Luckily, this has been followed up by the districts to farmers with technical backup after the project ends (outcome from meeting with two district representatives on March 31, 2011).

- ❖ Latrines constructed with least educational opportunity to introduce the model and its application to the beneficiary. It was explained by the project staff and community leaders that time constrain did not allow them to do so. In addition, iron sheets for latrine roofing and walling were thin. The negative effect is that roofs and walls using the thin iron sheets will not last long in the Central Highland windy conditions. But that has its good side when many households explored local materials, e.g. wooden panels to make their latrine walls which were, in fact, in better shape and more durable.

## **6. Sustainability, Equity and Participation**

Finding 12: High potential of sustainability of major project outcomes resulted from active participation and selection of right technical models for interventions. Evidences for sustainability are obvious for latrine, well, other community infrastructures repaired with project support. Local people has improved their awareness on protection and maintenance of public works such as inter-village roads, irrigation canals, bridges etc. through their participation in project implementation and monitoring. There have been existing maintenance groups of irrigation and drinking water systems that can be continued to be effective to sustain the project outcomes. 92 % of interviewed hhs indicated that they will and can repair what they received the from project. There were cases in communities where local people started adopting the introduced model '*Some households in my village did latrines by themselves while seeing others received latrines from the project*' – man group in Dak Pet. This self –adoption is very positive signal for project sustainability.

The project design and implementation approach which encouraged local capacity building, utilizing local resources, and encouraging democratic beneficiary selection is count for the key reason of high potential to sustainability. High relevance of interventions to local need contributed major part in this aspect (see discussion in relevance part of findings)

Finding 13: Gender issue was well addressed, still left some rooms for improvement, especially women participation in decision making process

Man and women are equally treated and considered in project design, implementation, monitoring and evaluation of the project. Women are given higher priority in beneficiary selection and selection criteria development at community level.

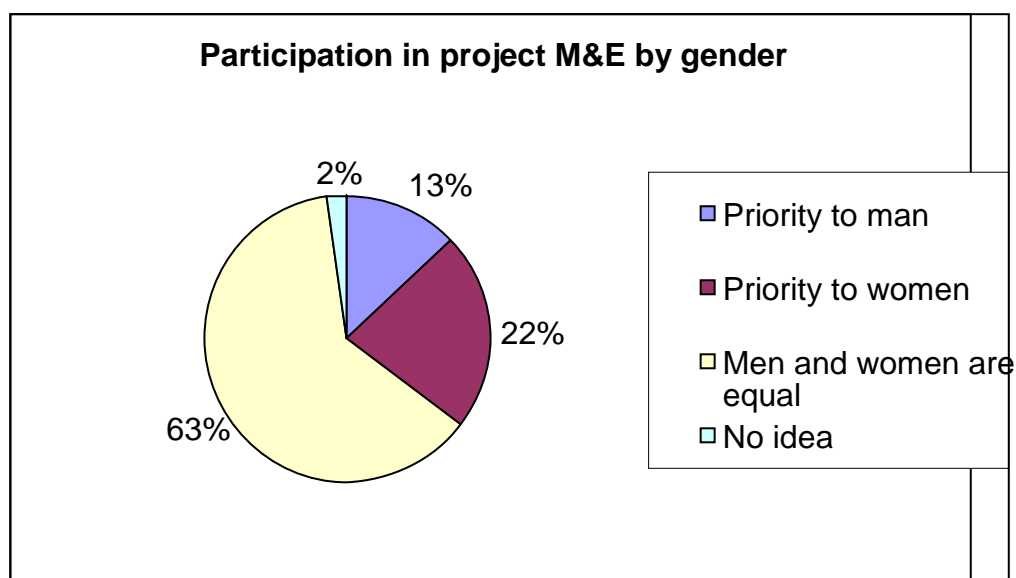


Figure 4 – Gender in project M&E (household survey result)

Most of interviewed households (85 %) see that women were equally or received more priority in project consideration. This was also reflected through FDGs with men and women separate groups with dominant agreement that there was no discrimination between men and women while where possible, women were better treated. *‘Women participated in monitoring of cash for work, dividing the labor among groups, and planning; Men and women shared idea on how to use the money received from cash for work’* – women group in Dak Nong, Dak To Kan. *‘when working on irrigational canals women with knives went first to clear road, men followed with hoes to clean the canals’* – Mixed group in Kon Hnong, Datokan. All key data used for assessment and monitoring reports, planning tools were gender disaggregated. Number of beneficiaries, participants in project activities were clearly reported with men and women figures which were used for decision making. This was fairly obvious in the reporting templates and other communication tools with local partners that were used by the project. In addition, beneficiary selection criteria were articulated with priority given to women beneficiaries, women participants, especially women with children under two or lactating women.

Despite the strengths as described above, some issues of gender equality and equity remain project constrains. There was lack of intention to involve women in making decision of the project. This was admitted by the project team when preparing the final project report: *“WU is not mandated as a member of CFSC nor emergency response at all levels. We should encourage WU to play active role in disaster preparedness and response activities at all level that we work, not only PMB/CRC membership – project monitoring report”* (OI final report of Ketsana emergency relief; Feb. 2011; Oxfam). In practice, women had seats in PMB/CRC but they were not really consulted. Their role was not clear and strong that resulted in limitations of women participation at hamlet level: *‘ladies did not say well like men; ... women in our hamlet did not know much about who could receive latrine and water well’* – women group in Dak Wak, Dak Kroong. *‘Women participated in training, but did not share ideas much due to language barrier and being shy’* – comments from most of interviewed groups. Beside the beneficiary selection criteria which intentionally provided priority to women, other project implementation methods such as planning meeting, formation of monitoring and evaluation teams etc. did

not demand gender balance in order to really take the view from both men and women. The final evaluation did try to separate men and women groups to get better views from both side, but local partners did not see the values and so they insisted to invite mix groups in some locations.

## **7. Management and M&E**

### **Finding 14: Sound assessment and design process of the project demonstrated right approach for project successes**

The project design and implementation strategy have strong foundation based on the results of rapid but professional assessments. The adequate assessment processes with competent staff and tools allowed Oxfam to have full picture of the damages in the target areas, and local immediate and longer term needs.

The team could manage to complete assessment missions and project design in a quite short time under difficult context in Central High land and right after the devastating floods. The damaged figures being disaggregated by sub-administration locations, gender and needs were adequate to make sound decisions on project interventions and budget allocation. Local context and culture were well considered of the implementation plan then.

The act of Oxfam to lead assessment mission and to reach to the most difficult and sensitive area is one strongly commendable area of this project assessment and design.

On 2-8 October, 2009, Oxfam led the inter-agency Disaster Management Working Group (DMWG) joint Rapid Needs Assessment in Kon Tum. The assessment team was comprised of staff from Oxfam, UNICEF, Plan International, CECI, World Concern and local partners at all levels in two most affected districts of Tu Mo Rong district and Dak Glei district.

The in-depth assessment WASH was conducted by Mr. Rolando Wallusche Saul, Oxfam 's Public Health Engineer, from 6-22 November 2009, covering 4 representative communes. By November 2009, a WASH Assessment final report was completed and suggested programming recommendations to Oxfam in the following 9 months.

There are, however, some areas that may catch attention from this process:

- The performance framework used for this project design/proposal indicated expected outputs and outcomes, but there were no outcome indicators set that made it difficult for monitoring and evaluation purposes.
- The monitoring reports, as consequence of the design paper, could provide data mostly against activity and output levels. There was weak discussion on how the outputs would link to the project intended outcomes.
- Output statements (of all four outputs) were set at quite high level in the language of usual project outputs (they could be the outcomes) while the indicator sets for them did not really reflect the stated outputs.
- There was no translation of project documents such as the proposal/design into Vietnamese implying issue of local ownership and difficulties for field implementation team to do monitoring report according to the intended objectives in the design. There was no separate monitoring evaluation plan in the design.

**Finding 15: Capacity of the local partners at all levels has largely been improved through active participation in the project design, implementation, monitoring and evaluation of responses to disasters and rehabilitation activities.**

This was the first time Oxfam implemented an emergency response project in Tu Mo Rong and Dak Glei districts, Kon Tum province. By setting up the PMBs at districts and 14 RCs at commune level right at the beginning of the project, Oxfam and CENFORD built a strong local partnership and working relations with local government to support the project management and implementation. The establishment of RCs which included representatives from government authorities and various mass organizations such as farmer association, women union, and the youth allows increased ownership, close monitoring by local leaders and volunteers. Through project exercises they found it useful to improved their capacity and working relationship with community people. ‘we learnt the way to be transparent and to involve local participation in community efforts’ – the head of Dak Na RC. *‘it was the first time I could manage to mobilize such a big effort from our villagers to repair a large bridge; I was scared initially, now I believed in myself as I gained certain experiences and trust from our people’* – head of Dak Ven village, Dak Pet commune.

The commune and district officials who were involved in project gained practical experience on how to implement a community-managed project ensuring participation and accountability. They learnt on how to increase awareness of community-based planning and management process, especially in planning for cash-for-work activities. Participation in the project activities had helped them to improve their working methodologies and procedures. This will increase their knowledge and skill to do planning and manage emergency responses in the future.

#### Key figures of capacity building:

- 14 commune response committees with 70 members learnt on project management, community mobilization, monitoring skills, and disaster response experience.
- 82 participants from district and commune health in PHAST ToT courses
- 289 participants from 14 communes in training courses on public health promotion.
- Roughly 20 key leaders from the two district departments gained experience in coordination, management and reaching out to community work.

These people formed a big pool of local resources for future interventions of disaster response and mitigation. While Oxfam could contribute significant part to address the local community recovery needs many other recovery and developmental tasks remain in place that need the continuing work done by this well equipped local resource.

One considerable lesson learnt for Oxfam in this project is the first cooperation of Oxfam with a local NGO (CENFORD) to implement the recovery phase. This innovation helped to overcome difficulties that an INGO would face in local context, as well as created a good opportunity to build capacity for local NGO staff and management. Key strengths of this cooperation were highlighted as the effective operation of the project, good relationship building with provincial and district governments, high flexibility in implementation strategy and efficiency in indirect expenditures (low cost of local traveling and accommodation etc.). However, the scope of this evaluation did not allow to get strong supporting evidences to the discussion. So perhaps, Oxfam and CENFORD could seek other chance to study deeper lessons learnt in this aspect.

## Part III - Recommendations

The project proved to be very successful in many dimensions: being relevant to local needs, effective to achieve the intended outcomes, utilizing local resources for sustainability, addressing right beneficiaries, and building household and community resilience. Many good lessons learnt could be drawn with some areas for improvements as presented bellows:

### Recommendations to Oxfam

1. The rich experiences and lessons learnt in this project are recommended to share widely in Oxfam and with other NGOs who are engaged in emergency relief work in Vietnam. Those lessons learnt could be, but not limited to the following:
  - Sound program design resulted from timely and quality assessment conducted quickly after the flood, and from the rich experience of Oxfam in the past project implementation (design components were likely based on good experience of Oxfam in Bao Yen emergency relief project in 2008 and of others).
  - The innovation of implementation (flexibility of donors in project extension, relevant changes of some elements etc.). That was resulted from close monitoring by all stakeholders, and good coordination with local government bodies.
  - Negotiation and coordination success (and limitation) with state, provincial and district governments to open a project in a new and sensitive location like Central High land of Vietnam
  - Dedication and experience of staff to work in emergency situation (Oxfam staff) and in rehabilitation phase (CENFORD )
2. Oxfam and provincial authorities should have early agreement to avoid delay of implementation phase. Lessons learnt through communication process in this project, together its positive impact on community rehabilitation have become an invaluable asset of Oxfam and can be used for opening future projects in the similar area. It is recommended Oxfam document the process of negotiation, communication and success of this project as a practical tool to lobby provincial government of Kon Tum or other provinces on the work of INGO in Central Highland of Vietnam
3. Cash for work component was very successful in this project although it was implemented in Kon Tum for the first time. It is recommended to



continue this good practice in future projects with better timing e.g. 1-2 months after the flood to maximize the positive impact. The intended dual purpose of cash for work should be communicated well with district, commune leaders and communities as well to avoid misunderstanding by leaders and dependency attitude among beneficiaries.

4. The project with a large recovery component and large fund like this one should have longer lifetime, so that the implementation could keep or build in more developmental elements: community organization and empowerment, better awareness raising of implementation strategy (e.g. cash for work), more decentralization of decision making and monitoring to communities and communes relating to construction of latrines, wells.
5. The communities need to be equipped with disaster preparedness and contingency planning ability for household and community resilience. It is recommended to build in and implement disaster preparedness capacity building component in its recovery interventions in future similar projects.
6. Project design, among its many good dimensions needs to have better set of outcome objectives and indicators. The performance framework used as a tool to summarize set of objectives in the project proposal had several rooms for improvement:
  - Outputs should be developed as to show more tangible products and services by the project while outcomes should be at the level of behavior, practice or quality of life changes that the project wants to contribute to achieve. There should have clear division of outputs and outcome in the proposal to guide more effective monitoring and evaluation process.
  - Indicators for the project outcome need to be developed (they should not be the intended outputs). The SMART indicators at outcome level would be better inform implementation partners and local partners about project effectiveness over the time
  - The assessment teams need to have stronger M&E expertise to improve the data collection for baseline in relation to intended output, outcome and goal indicators.

## **Recommendations to Oxfam and CENFORD:**

7. It is recommended Oxfam and CENFORD to have a joint effort to communicate the project successes to the Central government and provincial government of Kon Tum province that would be very meaningful for future cooperation opportunity of Oxfam and other INGOs to response to the possible disasters in similar conditions.
8. Although the project has practiced some flexibility in terms of timing and intervention changes according to the dynamic situation in the implementation course it would be more effective if the ground staff were allowed to be more practical to change some strategies. For example, the fertilizer should be provided with larger amount per household (total number of beneficiaries could be reduced then), or the budget lines could be shifted among some components with on time approval from donor side
9. Project report system from village to commune, district and CENFORD staff should be more systematic. Verbal and informal reports are good, but a formal monthly reporting system in writing should be in place to serve timely decision making and increase local accountability.
10. Reflection meeting among district and between districts should be encouraged. The last sharing meeting on 31 of March proved to be very effective for project quality improvement and encouragement of local partners to discuss and share their learning, experience. It is recommended to conduct similar events more regularly, 3-4 times during the project lifetime as part of monitoring and evaluation plan of the project.

**Recommendation to all partners (Oxfam, CENFORD, and local partners)**

11. The ToT and ToF courses needs to be designed and implemented with more follow up activities that is to ensure the commune and villager facilitators gain sufficient knowledge, skill and confidence to conduct village-level training/awareness raising events. Coaching from district trainers are essential to the success of village promoters and facilitators. Community facilitators should have some visual training kits to make their communication easier and more effective.
12. IEC materials for WASH and agriculture promotion need to be designed with clearer messages. The calendars distributed by the project would

have better impact if each page would have contained only one message with vivid pictures closely describing true local environment and culture.

13. The implementation of dug wells and pitch hole latrines, although was effective and potential to sustainability, should be incorporated with model and application introduction to beneficiaries to bring better impact. Higher knowledge of the models could help households to maintain the wells and latrines, and other non-beneficiary households can adopt the models easier.
14. Any emergency relief support would create dependency of the community. Experiences show that government and non-government assistance can harm the self-reliance of ethnic minority groups with excessive handing out approach. It is recommended to build in awareness raising component on self-reliance among communities in the High Land area to minimize this negative impact. The utilization of local resources by Oxfam project shows good example to address this limitation, but more intentional communication will still necessary in future projects.
15. Women in decision making of project planning, monitoring and evaluation needs to be intentionally included in project practice. There should be balance of men and women in management boards at all levels. Female leaders should have not only a seat, but also have rooms to share their power on behalf of village women. Separate planning meeting for women's group is recommended to create fair environment for community women to participate and exercise their power.
16. It is recommended to have more strategic transition and close up plan where local partners and CENFORD can outline key issues to be followed up after the project ends. The construction portion is not big compared to government work, still the warranty papers and process should be informed widely to partners at commune, village and beneficiaries.

### **Recommendation to District and commune partners:**

17. It is recommended that district technical departments (agriculture and health) continue follow up training for communities on cultivation techniques and WASH using the trainers trained by the project. IEC materials and teaching kits could be obtained by contacting other NGOs

and UN agencies for free (UNICEF materials for health education can be free)

18. The health department of the districts while continuing to conduct health care promotion at community level with the use of village health workers should provide close coaching and timely support to ensure the communication messages are correct and rightly reach women and local villagers. One priority is to guide household heads to keep maintain the latrines and wells in proper way.
19. Commune and village leaders are to continue maintain (and even establish) village group to look after irrigation, road and water systems. Community and household disaster preparedness /contingency plans should be in placed and reviewed before each of rainy season.

## Part IV - Conclusion

Oxfam has shown a great commitment in cooperation with CENFORD to implement a large scale emergency relief and recovery project in Kon Tum province, Vietnam after the typhoon Ketsana (known as storm # 9 in 2009). The project proved to be very successful to achieve its intended goal while being tied closely to the *National Strategy for Disaster Mitigation and Management to 2020 of Vietnam* and to the *Humanitarian Charter and Minimum Standards in Disaster Response (SPHERE Project)*.

Practically, all the project interventions have well engaged local government at all levels and communities to make it effective, efficient, sustainable and serving the most vulnerable groups who were affected by Ketsana disaster. Despite of some delay during the implementation course due to administrative clearance procedures with government the two phases of emergency relief and life recovery are highly appraised by communities and government leaders at all levels. It also provided a great chance for local partners to improve their disaster preparedness and mitigation capacity which will serve them at longer time in future. The relief, cash for work and WASH components of the project show a great success resulted from sound assessment, design, monitoring work done by Oxfam, CENFORD and local partners. There has been broad long-lasting positive behavior change throughout the practice of grass root democracy and hygiene promotion among the project communities.

With the close of **Typhoon Ketsana Emergency Response Project in Dak Glei and Tu Mo Rong**, Oxfam has gained rich experiences that are invaluable to continue the good work in vulnerable and sensitive locations in Vietnam. Also there is a great opportunity for Oxfam and CENFORD to share experiences and information, as well as to collaborate with other existing INGOs to provide a constructive advocacy voice for opening up similar work in Central Highland communities in future. Sharing lessons learned with other INGOs and government agencies can also increase the impact of this project.

The project team and management are commendable for their dedicating work and the successes in this project. Their experiences and promising practices are valuable assets to move on with its future commitment to the vulnerable children, women and people in Vietnam.

## **Part V – Appendixes**

**(See the following appendices in the attached file)**

- 1. Evaluation TOR**
- 2. Evaluation working agendas**
- 3. Evaluation design**
- 4. Evaluation tools /questionnaires**
- 5. Photos from evaluation process**

----- End of the report -----