A. Country and Sector Background

1. Vietnam’s rural economic growth and progress in reducing poverty over the past 20 years since the onset of the “doi-moi” (renovation) reform has been quite remarkable. Agricultural growth, at over 4 percent per year over the past five years despite a challenging external environment, has contributed significantly to this outcome. Within agriculture, the expansion of smallholder livestock production has been a major contributor to increasing farm incomes and reducing rural poverty in Vietnam.

2. Agriculture, including crops, livestock, forestry and fisheries, currently accounts for 22 percent of GDP, 30 percent of exports and more than 60 percent of employment. The livestock sub-sector accounts for more than 20% of agriculture’s contribution to GDP (about 6% of total GDP) and livestock production is one of the fastest growing sub-sectors in agriculture.

3. As well as playing an important role in the economic expansion of the agricultural sector, the livestock sub-sector plays a significant role in poverty reduction in Vietnam. The keeping of livestock is almost universal within the agricultural community and production is dominated by small producers (<5 pigs and <20 chickens). Household ownership of livestock is strongly associated with poverty. For poor households, livestock serve as an important source of dietary animal protein food and a means to accumulate wealth; and provide draught power, transportation, organic crop fertilizer and readily available household cash. Poultry has

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1. In the Red River Delta and the North Central Coastal Regions, more than 80% of households keep pigs and similar proportion keep poultry.
traditionally been the most important source of income and dietary animal protein for the poorest communities. However, with the Highly Pathogenic Avian Influenza (HPAI) outbreaks, beginning in late-2003, more than 15% of the national flock was culled and this has resulted in structural changes as farmers either repopulate under improved production conditions (increased bio-security) or move to other activities. Many small-scale producers have shifted from poultry to pig production.

4. During the past 10 years the impetus behind the rapid expansion of livestock production in Vietnam has been the rising consumer demand resulting from increasing disposable incomes, particularly in the urban areas. Total meat production has increased from an estimated 1.982 million mt in 2000 to 3.331 million mt in 2007\(^2\); an average annual increase of about 8 percent. The average annual meat consumption in Vietnam is now about 40 kg per capita which is above the average for Asia. Pork is the main meat consumed, currently accounting for 76 percent of the total meat market, followed by chicken at 13 percent and red meat at 9 percent\(^3\).

5. As incomes continue to rise, meat consumption is expected to continue to grow and there is ample scope for expanding livestock production, particularly pig and poultry production, to meet this increased demand in quantity as well as in quality. While increased demand for livestock products should benefit household producers and contribute to further reductions in rural poverty, the household producer in Vietnam is facing a number of challenges that will need to be addressed if the impressive gains made by the sub-sector in the last 10 years are to continue, and if these households are to remain competitive with the large commercial producers. The impact of HPAI on the livelihoods of poultry producers during the past five years is just one example of the negative economic and social impact of livestock diseases – particularly when, as in the case of HPAI, such diseases also have the potential to jeopardize human health. With the onset of the HPAI epidemic in late-2003, the lives and livelihoods of an estimated 8.3 million households producing poultry were put in jeopardy almost overnight.\(^4\)

6. Animal diseases are possibly the greatest threat to the financial viability of livestock production in Vietnam. Highly contagious and seriously damaging diseases such as Classical Swine Fever (CSF) and the recently introduced Porcine Respiratory and Reproductive Syndrome (PRRS) in pigs and Newcastle Disease and AI in poultry can potentially bankrupt a livestock producer with a single outbreak.\(^5\) In these disease outbreaks the small-scale household producer is at most risk, either from lack of knowledge or lack of access to preventative measures and

\(^2\) FAO statistics based on country estimates
\(^3\) FAO statistics based on country estimates
\(^4\) The Implementation Completion and Results Report (IDA-39690 JPN-54219) for the Avian Influenza Emergency Recovery Project (2004) stated that the outbreak “had major effects on the livelihoods of a large number of poor households in the lowest income quintile, which derived an average of 7.1 percent of their income from poultry.”
\(^5\) DAH reports that in the first 5 months of 2008, a total of 269,616 pigs had been destroyed because they were infected with PRRS – a conservative estimate of the value of these animals is about US$ 13 million. The outbreak covered 13 provinces, 66 districts and 828 communes and as at 3 June 2008 only in 2 of the 13 provinces was the outbreak considered to be over. In a 3 month period in 2004 in a single province (Ha Tay) 2.3 million poultry were destroyed for AI. The government estimated that by the end of 2005 about 45 million poultry had been destroyed nationwide. This disease has had a profound affect on the estimated 8.3 million households that were producing poultry at the commencement of the outbreak in 2003.
basic bio-security procedures. Large commercial producers, with the technical and financial resources to withstand such shocks, can limit or even eliminate such outbreak events and survive to produce another day, whereas the household producers, when faced with similar risk situations, often cannot survive and lose out to the large producers.

7. Other emerging threats to the competitiveness of the household livestock producer in Vietnam relate to changes in the production and the marketing structure of meat that are evolving as consumer demand for safe, quality meat becomes more sophisticated and the livestock sector begins to interact with the global market place. Commercial livestock production, in both medium and large-scale operations, is expanding quite rapidly in Vietnam and consumers are becoming increasingly conscious of food safety issues. The higher income end of the urban population is beginning to use sophisticated supermarket outlets to purchase meat which they “perceive” as being safer. In addition, accession to WTO has brought a flood of cheap meat imports into the main urban markets of Hanoi and Ho Chi Minh City.

8. Household livestock producers still remain competitive because they are supplying local markets with low transport and processing costs and are servicing a non-discriminating local consumer. However, they are coming under increasing pressure from commercial producers and from cheaper, higher quality imported meat. Unless household producers are able to comprehensively address: (a) the high production risks associated with livestock disease and inefficient production technologies – particularly more efficient feed conversion resulting from low-quality stock and poorly formulated feeds; (b) the issues surrounding food safety; and, (c) the consumers’ increasing desire to buy “safer” meat in markets they consider to be clean, they will continue to lose market share. Such a shift in the structure of livestock production and marketing in Vietnam would have quite serious consequences for the economy and particularly for the Government’s efforts to fight rural poverty and reduce the movement of rural people into the cities to seek alternative employment. Household-based livestock production uniquely links the rural and urban economies because increased incomes in urban areas lead to increased meat consumption, stimulating increased demand for meat and thereby increased incomes for household producers in rural areas. The importance, of providing these producers every opportunity to retain their market share and thereby enable them to successfully compete in the rapidly expanding meat market cannot be ignored when considering the Government’s strategy for reducing rural poverty.

B. Project Objectives

9. The project development objective (PDO) is to improve the competitiveness of household-based livestock producers by addressing production, food safety and environment risks in livestock product supply chains in selected provinces. The main project beneficiaries will be household livestock producers. In Vietnam the output by the household-based livestock producer comprises about seventy percent of overall livestock sector production that serves the

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6 For the purposes of the project a household producer is one that has livestock as a major source of income and the family is providing the majority of the labor required for the enterprise.
bulk of Vietnam’s 84 million population. The project aims to provide livestock-producing households with the resources to remain competitive and participate in the livestock sector’s growth. This objective is consistent with the government’s promulgated livestock strategy as the project will support household livestock producers by introducing improved production technologies and disease control procedures, and adopt a market-oriented approach, thereby ensuring that they continue participate on a sustainable basis in the modernization of the livestock sector.

10. *Food safety*, a key element of the PDO, is an emerging issue in the production and marketing of meat in Vietnam. As increasing amounts of meat are being sold through supermarkets, urban consumers - the fastest growing segment drawing on the meat market – are increasingly conscious of the “cleanliness” of supermarkets compared to the obvious lack thereof in traditional meat markets. The growing consumer perception of meat safety and the cleanliness of modern meat market outlets are critical factors in the consumer decision making process of where to buy their meat, and for household producers to maintain their meat market share. The project therefore focuses on this element of the strategy by not only supporting household producer competitiveness, but to also support the substantial public-good benefits that food safety provides to the consumer.

C. Project components

The project has three components:

- Component A - Upgrading of Household-Based Livestock Production System and Market Integration
- Component B - Strengthening of Central-Level and Veterinary Livestock Services
- Component C - Project Management, Monitoring and Evaluation

**Component A: Upgrading Household-Based Livestock Production and Market Integration (US$66.2 million).**

11. This component is designed to achieve the following aspects: (a) increase production efficiency – especially improved bio-security and veterinary services to reduce losses from animal diseases; (b) lower production costs through more efficient and cost-effective feed purchase and feed conversion strategies; (c) safer meat products that are marketed through a more hygienic and safer meat supply chain from farm to consumer; and, (d) reduced negative environmental impacts from livestock production by promoting greater acceptance of sound waste management practices by local communities. This component has the following four sub-components:

   a. Promoting Good Animal Practice (GAP) in priority livestock production areas;

   b. Piloting Livestock Planning Zones (LPZs);
c. Upgrading Slaughterhouses and Meat Markets; and,
d. Provincial Capacity Building and Monitoring.

12. Component A will be implemented by the Departments of Agriculture and Rural Development (DARD) of the project provinces.

Component B: Strengthening Central-Level Livestock and Veterinary Services (US$3.0 million).

13. Component B has the following two sub-components:
   
   (a) Strengthening the capacity of Department of Livestock Production (DLP) Project support will be provided to DLP to enhance production technologies and livestock waste management.
   
   (b) Strengthening the capacity of Department of Animal Health (DAH). Support to DAH will entail enhancing animal disease surveillance and disease control.

14. Both departments are located under the central Ministry of Agriculture and Rural Development (MARD). While the main project activities are based in the project provinces, DLP and DAH have crucial roles to play in providing technical leadership and support to the provinces. Both agencies must ensure that the policy frameworks they develop in support of household producer competitiveness will be conducive to the implementation and sustainability of the key initiatives to be undertaken by the project. Food safety, bio-security, livestock disease control and livestock waste management are issues of national importance that require sustained and coordinated responses at the national level. The two departments will be supported to develop and roll out procedures and protocols in each of these key areas.

Component C: Project Management and Monitoring and Evaluation (US$8.8 million).

15. This component has the following two sub-components:

   a. Strengthening the capacity of project management

   b. Support Monitoring and Evaluation

16. Component C will be implemented by representatives of the joint DLP-DAH PCU at the national level, with joint PPMUs of the two line departments at the provincial level. The central and provincial project management units will be provided with the required resources to: (a) enable the project to be effectively managed; (b) strengthen institutional capacity at provincial, district, and community levels; (c) monitor and evaluate project activities; and (d) sustain project interventions. The M&E unit will provide support and oversee the design and implementation of surveys and other tools for monitoring project progress to provide timely and accurate information on potential implementation problems for remedial action by the PCU and/or PPMUs. The M&E units will also evaluate the outcomes of project implementation and their impact on project beneficiaries.
D. Rational for Bank involvement

17. Given the importance of livestock production on the income structure of Vietnam’s poorest rural communities, addressing the needs of household livestock producers is consistent with the Bank’s efforts in supporting the Government’s fight against rural poverty. Over the past 15 years, IDA has provided substantial support to the agricultural sector in Vietnam. The Agricultural Rehabilitation Project (ARP - Cr. 2562 –VN) and the Agricultural Diversification Project (ADP - Cr. 3099-VN) supported smallholders to increase farm production and were particularly successful in transferring improved production techniques (improved pig and cattle fattening) to smallholder livestock producers. In recent years IDA has been deeply involved in programs to improve animal health and food safety in Vietnam. It financed the Avian Influenza Emergency Recovery Project in 2004 which was followed by the Vietnam Avian Influenza and Human Influenza Control and Preparedness Project in 2007. In 2006 the Bank supported the Ministry of Agriculture and Rural Development (MARD) to prepare the Vietnam Food Safety and Agricultural Health Action Plan and commissioned FAO to conduct a study on the Competitiveness of the Livestock Sector in Vietnam. These initiatives have established a sound platform on which to base a project that addresses important issues relating to animal health and food safety as tools for increased production efficiency, and the impact that these initiatives will have on the competitiveness of the household livestock production system.

18. The preparation of the Livestock Competitiveness and Food Safety Project (LIFSAP) has benefited from the Bank’s knowledge of Vietnam’s agricultural sector and in particular from the experience gained from implementing ADP and ARP, and the two projects addressing the HPAI epidemic\(^7\), the latter two of which were designed to mitigate the serious negative impact of a newly emerging disease on animal health, human health and food safety. LIFSAP’s preparation has also benefited from the experience of similar Bank-financed projects elsewhere, in particular China’s Animal Feed Project (No. 4001 CHA), the China Smallholder Cattle Development Project (4530-CHA), and the Regional Livestock Waste Management in East Asia Project financed by the Global Environmental Facility and being implemented in China, Thailand and Vietnam with technical support from FAO. It addition, the preparation of LIFSAP has benefited from several initiatives financed by other donors: the Asian Development Bank’s (ADB) Livelihoods and Livestock Systems Project and its Trans-boundary Animal Disease Control Program Food Safety Project; and the Canadian International Development Agency’s (CIDA) Food and Agricultural Products Quality Development and Control Project.

E. Financing

<table>
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<table>
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</tr>
</thead>
<tbody>
<tr>
<td>Total</td>
<td>80</td>
</tr>
</tbody>
</table>
F. Implementation

a) Partnership arrangements

19. There will be no donor co-financing in this Project. However, the Bank’s task team consulted closely with donors who manage similarly focused programs to ensure consistency and avoid overlaps. A donor coordination workshop was held to ensure that the LIFSAP activities and those of two other projects; the Food and Agriculture Product Quality Development and Control Project (CIDA) and the Quality and Safety Improvement in Agriculture Project (ADB); are well coordinated. MARD is the implementation agency for the three abovementioned projects and there will be on-going dialogue and coordination throughout project implementation regarding the harmonization of project outputs.

b) Institutional and implementation arrangements

20. The 12 project provinces have been identified by MARD based on established criteria, including density of livestock farms; livestock populations, livestock market share; and the availability of livestock support infrastructure. The selected provinces are located in four geographical clusters: Hanoi, Hai Phong, Thai Binh, Hung Yen, Hai Duong (Greater Hanoi Metropolitan Area); HCMC, Long An, Dong Nai and Lam Dong (Greater HCMC Metropolitan Area); Thanh Hoa and Nghe An (Central North) and Cao Bang (Northern Border).

21. Due to the complexity of LIFSAP’s development initiatives and in order to best manage the introduction of new project interventions, it was agreed the project start-up would be phased. The first group of four provinces will be HCMC and Dong Nai in the (Greater HCMC Metropolitan Area) in the South, and Greater Hanoi and Thai Binh (Greater Hanoi Metropolitan Area) in the North. Once these provinces have gained sufficient implementation experience and are operating effectively, the remaining eight provinces would be phased into the project depending on their state of readiness. However, these additional provinces will start their risk assessment and investment identification immediately after Project effectiveness.

22. The principal implementing agencies will be the central Ministry of Agriculture and Rural Development (MARD) and its provincial line agencies, the Departments of Agriculture and Rural Development (DARD) and Sub-Department of Animal Health (SDAH) in the twelve project provinces. The project implementation structure at all levels is presented in Figure 1 below.
Central level

23. **National Steering Committee (NSC).** The project will be implemented by MARD and at the central level a NSC will be established to provide policy guidance and management oversight for overall project implementation. The NSC will be chaired by MARD and is composed of representatives from the Ministry of Planning and Investment, the Ministry of Finance, the Ministry of Natural Resources and Environment (MONRE), and representatives of the project provinces.

24. **Project Coordination Unit (PCU).** A PCU will be established under MARD to be responsible for overall project planning, coordination, procurement, financial management, and monitoring and evaluation. The Director of DLP will be appointed as the Project Director and head of the PCU. The M&E unit will be located within the PCU and will operate under the direction of the Project Director. The PCU will also manage activities under Component B. A Technical Advisory Group of national consultants will assist the rest eight provinces in preparing their investment proposals and provide technical advice and day-to-day implementation support to all the PPMUs.

Provincial and local levels

25. **Provincial Steering Committee (PSC).** In each of the participating provinces, a PSC will be established and chaired by a Vice Chair of the Provincial Peoples’ Committee (PPC). The
PSC will include representatives of the Departments of Agriculture and Rural Development, the Departments of Planning and Investment, the Departments of Finance, the Departments of Natural Resources and Environment, and selected participating districts. The PSCs are responsible for providing policy guidance to the PPMUs.

26. **Provincial Project Management Unit (PPMU).** For each project province a PPMU will be established under the PSC and headed by a Director, who is the Director or Vice Director of DARD. Under the guidance of the PCU and the PSCs, the PPMUs will be responsible for implementing all project components in their respective provinces in accordance with the agreements set forth between GoV and IDA.

27. **Project District Teams (PDT).** Small working teams will be established in selected districts and communes (depending on the nature and amount of work load) to assist the PPMUs in monitoring and supervising the work in their local project areas. The main responsibility of these local teams is to facilitate the work conducted by their PPMUs and consultants. Additional contracted veterinary staff will be recruited to work in the priority production areas, LPZs, slaughter houses and upgrade meat markets, and to assist their PPMUs in monitoring and providing technical assistance to project beneficiaries.

**Monitoring and evaluation of outcomes/results**

28. The project’s central M&E unit will be set up within the PCU to provide continuous monitoring of project progress, and to generate the necessary project evaluations with which to provide project management with timely information on remedial project management action. In each of the PPMUs, an M&E staff member will be appointed to consolidate information from the various components and present this information in a quarterly report that will be disseminated and discussed among key stakeholders at the provincial level, to reach consensus on follow-up actions. Other than the existing government staff, national M&E consultants will also be recruited to assist the PCU and PPMUs in setting up and handling M&E activities, using the Alignment Monitoring Tool (AMT), in accordance with Decision 803/2007/QD-BKH dated July 30, 2007 of Ministry of Planning and Investment.

**G. Sustainability**

29. The key project approach is to work within the existing livestock production and meat market structures and not to create unsustainable new ones. The project interventions to be introduced are essentially of a procedural and operational nature within existing systems. Project interventions introduced to benefit household livestock producers are of a technical nature and, provided they provide the benefits of increased production, reduced losses from disease and improved incomes, stakeholders will accept the technologies delivered and adopt them as sustainable, profitable production innovations. Inputs such as vaccines and medicines that support the improved production technologies will be provided through the private sector and
create the necessary profit motive to ensure that adequate supplies are available to household producers.

30. Improved slaughtering and hygienic meat handling to meet the increased consumer awareness of the need for safer food is expected to create demands on meat traders and suppliers to improve their standards in order to avoid loss of market share or the discounting of products that are not perceived to be clean or safe. This market-driven incentive is likely to ensure the sustainability of project intervention.

H. Lessons learned and reflected in the project design

31. The lessons learned from other operations that have been integrated in the LIFSAP project design are:

a. **Disease surveillance** has been shown to be most effective if it can be developed as a community-based activity. The recently completed Avian Influenza Emergency Recovery Project demonstrated the effectiveness of community based surveillance networks, which allowed reaction to disease outbreaks to be undertaken in less than 48 hours, and diagnosis within a week. LIFSAP will use a similar community-based approach to detect, report and control or prevent a wider range of livestock diseases in the household production sector.

b. **Private-public partnership in delivery veterinary services** has been shown to be a critical factor in reducing production risks, especially for the household producer. This approach was successfully introduced in the China Smallholder Livestock Project, where veterinarians signed service contracts with livestock owners. LIFSAP will employ a contractual approach to ensure effective veterinary coverage in priority areas for livestock production. This approach will have private veterinarians sign contracts with commune groups to deliver specific animal health services at agreed rates and specific time periods.

c. **Improved production technology** has been demonstrated to be an important mechanism to increase returns in smallholder livestock production. The Vietnam Agricultural Diversification Project demonstrated that smallholder livestock producers could increase their net incomes by 25 percent by applying improved livestock production technologies;

d. **Feed quality standards** are essential in supporting efficient livestock production, but have proved to be difficult to enforce in most developing countries. This was also the lesson from the China Animal Feed project, which adopted a development, rather than a policing approach. LIFSAP will support the strengthening of the existing regulatory feed quality framework by means of a review of feed quality regulations, and re-training feedmill inspectors. All feedmills supplying commercial feeds to priority production areas and LPZz will be subject to regular inspection.
e. Outsourcing of advisory services and a greater involvement of farmers’ groups in the design of improved services, as proposed for LIFSAP, has been successfully tested in World Bank and other donor-supported projects in a number of African (Mali, Uganda) and Latin America (Colombia) countries. Defining the appropriate incentive systems and keeping private agents updated on new developments are the main challenges;

f. The development of Livestock Planning Zones (LPZ) in areas of low livestock density has been successfully practiced in Thailand, where, as a result of tax incentives, production of pigs and poultry has shifted to areas away from densely populated Bangkok to the North-Eastern Region. Similarly, through the strategic location of slaughterhouses in the central area, the government of Brazil has reduced livestock pressure around the major urban centers. Key challenges for these zones include the sustained enforcement of strict bio-security standards and adequate spatial distribution to areas with a low livestock density, so that the Nitrogen and Phosphate emission from LPZs can be absorbed by the surrounding land base. LIFSAP will support a pilot program to test the effectiveness of the LPZ approach by providing incentives to livestock producers to relocate from urban to rural areas in order to reduce pollution and human health risks. The pilot LPZs will also test the effectiveness of improved bio-security and increased veterinary services as a mechanism to increase the productivity and competitiveness of the household livestock production system. In particular, the LPZs will pilot improved livestock waste management and environmental protection procedures.

g. Vertical Integration of farmers into the supply chain is a common practice, and, within the Bank Group, has been extensively practiced by IFC in, for example, Brazil. Studies in East Asia showed that vertically integrated farmers at the same scale of operation had generally higher profits than independent farmers. The challenge, as was shown in China, is to provide adequate legal protection of contract producers and avoid collusion by integrators. LIFSAP support for farmers’ group would mitigate this risk.

h. Improvements in existing slaughterhouses and meat markets. Experience has shown that butchers (the producers’ clients) are unwilling to pay significant increases in slaughter fees and therefore bypass upgraded slaughter facilities by continuing clandestine backyard slaughter. To avoid this response, LIFSAP will introduce low-cost approaches to improving meat safety by introducing cost-effective, hygienic slaughtering procedures supported by improved meat inspection services. Funding will be available to introduce improved waste management and the upgrading of existing facilities and equipment that directly improve food safety. In Hoh Chi Minh City, the municipal government as a preventive measure against HPAI, has banned all poultry slaughtering inside the city bounds and has relocated and centralized such slaughter to modern poultry slaughter facilities well outside the city boundaries.
I. Safeguard Policies (including public consultation)

<table>
<thead>
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<th>Safeguard Policies Triggered by the Project</th>
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<tbody>
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<td>Environmental Assessment (OP/BP 4.01)</td>
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<td>Projects on International Waterways (OP/BP 7.50)</td>
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32. This Project is rated as a “Category B” Project, for which an Environmental Management Framework (EMF) has been prepared, specifying the environmental procedures applicable to the project’s physical investments.

33. A comprehensive Social Assessment was conducted at the onset of project preparation and the results of the Assessment were incorporated into the detailed design of the project’s components. A Resettlement Policy Framework has been developed in line with relevant local laws, regulations and World Bank policy on involuntary resettlement, to guide the planning and implementation of mitigation measures in case of land acquisition and resettlement. Consultations with the affected population will be conducted throughout sub-project preparation and implementation.

34. A Policy Framework for Ethnic Minority Development has been developed which sets out the policy, principles, and implementation mechanisms to ensure the equitable participation of ethnic minority people and to address the impacts of project investments on ethnic minority communities during project implementation.

35. The three above-mentioned safeguard documents have been approved by the Government authority and have been disclosed at MARD. These documents have also been sent to the InfoShop in Washington DC on May 8 and made available in English and Vietnamese in Hanoi’s Development Information Center (VDIC) on May 8, 2009.

* By supporting the proposed project, the Bank does not intend to prejudice the final determination of the parties' claims on the disputed areas
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