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How to mobilize community involvement in Vietnam rural development: Inspiration under the New Community Movement of Korea - Saemaul Undong

Authors	Email Address	Phone number	Mailing address
1. Vu Thu Trang	trangvumpi@gmail.com	+84 1656 779 099	65 Van Mieu, Hanoi, Vietnam
2. Do Thu Trang	dothutrang.mpi@gmail.com	+84 962546538	65 Van Mieu, Hanoi, Vietnam
3. Nguyen Thi My Hanh	nguyenthimyhanh_dsi@yahoo.com.vn	+84 904965987	65 Van Mieu, Hanoi, Vietnam

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Abstract

Vietnam has more than 70% of the population living in rural areas. Although Doi Moi (Renovation) policy has been introduced since 1986 and boosted rapid economic growth, reduced poverty rate as well as benefited rural population, it also widened the gap between the rural and the urban area, especially people who live in mountainous areas and are in ethnic minority groups. Along with the industrialization process, agriculture still play a very important role in improving the living standard of people in rural area. In 2010, the National Target Program on New Rural Development was promulgated with the aim of poverty reduction and sustainable economic growth. However, in 3 years of implementation, resources to fulfill the Program are now running out. Therefore, calling for internal resources in each commune and especially encouraging the self-help mechanism in each person is a sustainable way to ensure the success of the Program. In this paper, we choose Saemaul Undong (New Village Movement) of Korea as our approach and basis to construct the questionnaire for people and leaders at the commune level. We implemented the survey in both the North and South of Vietnam in order to find out the reasons why the mobilization of community involvement in rural development is not really effective. From that we try to suggest some policy implications.

Key words: rural development, Saemaul Undong, capital mobilization, community mobilization, self-help Korea, Vietnam.

1. Introduction

Rural development has always caught the interest of policy-makers, scientists and experts in both developing and developed countries, especially in the era of global integration. In Vietnam, since the introduction of Doi Moi policy in 1986, Vietnam has witnessed high economic growth accompanying with urbanization process. However, there are still more than 70 percent of the population living in rural areas. The GDP per capita per month of them accounts for only 50.1% GDP per capita per month of the whole country. Besides, Vietnam rural area has been facing many challenges such as growing inequalities, high and endemic poverty, serious environmental pollution, low-technology farming methods and low - value - chain agricultural products. Therefore, rural development has been essential way to achieve sustainable development. Rural development becomes not only opportunity but also challenge for socio - economic development of Vietnam.

Since 2008, the government of Vietnam has been implemented The National Target Program on New Rural Development for the period 2010 – 2020. This is a comprehensive and inclusive program in socio – economic development in 9050 communes of rural area with 11 main contents and 19 criteria in order to create positive changes in the living standard of rural people. After nearly 3 years of implementation, many criteria have been fulfilled and some provinces have completed the target. But the gap between the target and reality has been still far-reaching. According to the Ministry of Agriculture and Rural Development, the capital to meet the requirement of the Program is limited and hence it could affect the success of the Program. One of the main reasons is that there is lack of resources as well as effective ways to mobilize the internal resources, especially community involvement for the Program.

The aim of our study is therefore to answer the policy question: how to mobilize internal resources, focusing on the involvement of people in rural development of Vietnam?

We choose Korea in our research because there are many similarities between Vietnam and Korea. Both countries are affected by Asia culture and agriculture sector plays an important role in country's economic development. However, after 3 centuries, Korea has reached further steps in many aspects than Vietnam. The successful stories of Korea economy especially in the period of Miracle on the Han River are a shining example for Vietnam. Vietnam can withdraw experiences to apply in the specific condition of the country. Also, we have read many documents about experience in rural development in many countries including Korea, Japan, Thailand and China. We get totally inspired by Korean case – The Saemaul Undong. Under this inspiration, we decided to carry out a big survey in the rural area of the North and the South of Vietnam. We have interviewed many leaders as well as people in rural part. We also compare their answers and are trying to draw a picture of their involvement in rural development.

Our paper consists of five sections in addition to the introduction. Section 2 is literature review in which it summarizes some main approaches in rural development, factors affecting the involvement of people in rural development and experiences from Saemaul Undong.

Section 3 is about Vietnam country background. We bring brief overview of Vietnam rural development. In addition, we analyze the results of National Target Program on New Rural Development after 3 years of implementation, from 2008 to 2011.

Section 4 is devoted to our research methodology and its result. Some policy implications are given in the Section 5. And finally, section 6 is the conclusion.

2. Literature review

2.1. Different approaches of rural development

The ideas of rural development has experienced many changes and continued to be updated in the future. The application of rural development ideas usually has a certain time lag. The idea that arises in this century can be strongly widespread and may have a big impact on rural development in 10 to 15 years later (Ellis & Biggs, 2001). So far there are five main approaches in rural development that give attention to the participation of community, including Community Development approach, Participatory Rural Appraisal (PRA), need-based community development, asset-based community development (ABCD) and Korea's Recipe for Rural Development.

In the first approach, the term "community development" was first officially used in 1948 in a Cambridge conference of British Colonial Office about Development of African Initiatives (HoldCroft, 1976). In 1950, some programmes of community development at national level were implemented in British colonies in Africa (HoldCroft, 1976). Other similar projects were also taken place in some countries such as India in 1952, Philippines, Iran, Indonesia and Pakistan. The objectives of community development include the objectives of political and socio-economic development (Machethe, 1995). To complete these objectives, it requires the active participation of people. Building democracy institution and bringing prosperity for people were two main focuses of community development. The movement of community development had surged from 1950s to 1960 in over 60 African countries, Asia and Latin America. However, this movement were weakening from the late 1950s and till 1960. Some programs had collapsed. By the mid-1960s, many governments and sponsors had no more attention to community development (Ruttan, 1984).

The second approach uses two common tools, namely Participatory Rural Appraisal (PRA) and Participatory Action Research (PAR). These tools provide model to analyze community – based situation as a background to solve problems or to formulate a project. According to Cohen and Upffort (1977), community participation includes the involvement of people in decision – making process, in the period of project implementation and in sharing benefits of it. The important and historical event of community development idea was at World Conference about Agriculture Reform and Rural Development (WCARRD) in Rome in 1979. The Conference had insisted the participation of rural people in management institutions is considered as basis right of human beings. OECD (1994) stated that it was necessary to build up good relationships among different partners in community development. For instance, transparent communications and designing Master plans together. There are different participatory levels. Pimbert and Pretty (1994) summarized seven ways to take part in community development: passive participation, information provision, consultancy, physical contribution, functional contribution, interaction and active participation.

Need-based community approach is an approach to search for problems and then to attract outside resources. However Gary Paul Green (2010) pointed out this approach has some drawbacks. For instance, in need assessment, focusing on problems can lead to the disconnection with the long-term goal of community residents, people can be conquered by the complication and difficulty of community problems. Moreover, needs assessment can easily induce people to depend heavily on external resources. They will seek for outsiders/ experts to ask their advice of what to deal with their concerns or problems. This kind of searching will ruin community capacity (Chaskin et al. 2001).

Asset-based Community Development (ABCD) is an approach focusing on the development driven by community rather than development driven by external agencies. In recent years, ABCD is getting more attention from many researchers, policy makers as a creative strategy for community development in rural area, and especially this is an innovative

way for whom finds no more interest with need-based community approach. In fact, ABCD is an alternative to the more common approach in the past – need- based approach. The attraction of ABCD is concentrating on resources such as individual and community talent and skills, social relationships rather than on problems and needs. Therefore, ABCD requires the capacity to recognize availability of internal resources, the advantages and the strength of community. ABCD is a strategy for a sustainable community development. MacKnight and Kretzmann (1993) proposed basic steps of ABCD in motivating the community participation: collecting successful stories, organizing a core group, mapping the capacities and assets of individuals, associations and local institutions, building a community vision and plan, mobilizing and linking assets for economic-socio development and leveraging activities, resources from outside the community. However, ABCD also facing some challenges as mentioned by Cunningham and Mathie (2002). Some main challenges are motivating domestic process to prevent depending on outside resources, motivating the involvement of the whole community, including women and low-class people, improving community leadership, dealing with sudden changes of Associations due to the changes in socio-economic context.

We have listed the final approach for community development separately, namely Saemaul Undong (SU) – or known as Korea's Recipe for Rural development because of its unique feature and the spillover effect of its successful and inspiring story for developing countries. The SU understood as New Village Movement was launched in 1970 while the rural areas of Korea were lagging behind in comparison with the development of the whole country. The striking characteristic of SU is its "self-help" spirit as highlighted by the President Park Chung – Hee at that time *'Unless the residents have a desire of self-help for the change of their life, even if they wait for 5000 years, there will be no change. If the village residents try to change their life now, even with little support of government, they will be able to change their life in 2-3 years'.* Inspired and persuaded by touching stories of SU, we choose SU as our approach in finding a better way to motivate rural people in improving their living standard in rural area of Vietnam.

Although studies about mobilizing resources and community participation have caught attention of many practitioners, researchers and policy makers, in Vietnam there are not many in-depth and comprehensive researches about this topic. In almost studies, they only evaluate the achievements and drawbacks of Rural Development program. They haven't found out and analyzed deeply obstacles that limit the implementation of the National Target Program on New Rural Development. The major obstacle is that the solutions to mobilize internal resources especially motivate people's self-help attitude in rural development. Some studies mentioned about capital and community mobilization to develop agriculture, to help farmer and to improve rural area but they only focused on some specific provinces or regions such as studies of Nguyen Tien Dinh (2012), Nguyen Ngoc Luan (2012) and Nguyen Duc Thanh (2008). Nguyen Tien Dinh (2012) studied theoretical background and proposed policy for mobilizing domestic help from people living in the North mountainous area of Vietnam. Nguyen Ngoc Luan (2011) was doing research in experiences in mobilizing community resources in building new rural area. And Nguyen Duc Thanh (2008) analyzed factors that affect investment in agriculture. Other studies concentrated on investment on agriculture production but not having an overview assessment about mobilizing internal resources or people participation. None of these studies applied SU approach in rural development.

2.2.Factors affecting mobilization of people involvement in rural development

There are various factors which are conducive to the success of the capital community mobilization for the rural development programs, the details as below:

- *The roles of the leaders*: The leaders at all level play important roles in building trust in community members and confident in the success of the rural development program, stimulating and inginiting the's people's willpower and desire for the rural development. Besieds, the leaders have to sustain and maitain the consistency of policies with the progress of the rural development program, provide financial and technical prioirty supports. For the local official, they also is responsible for guiding and helping people in their execution of the program. The accountability and transperancy seem to be essential requirements of alll leaders because reflection of people on the problems of the program will be satisfactorily resolved.

- *Goverment policies and supporting mechanism:* These are required to ensure to deliver the goverment assisstance efficently to the community. Goverment could provide nessceesary supports such as budgetary allocation for the program, action plans or training programs facilitating the mutual commnunication and coordination beween implementing agencies and community...;

- *Understanding of program implementers about the community*: The program implementers are required to understand economic/cultural/social aspect and development issues of community. This include community history, experiences, capacity, interest, resources and motivation to get the maximum of people's participation in the rural development program. Thus, the implementing agencies have to create the synthesis information system and conduct the frequent survey to understand the community.

- *Understanding of community about the rural development program*: The community has to understand about the rural development program, such as targets, nessecery inputs, measures of the program. Among them, the most imfortant informantion is about the benefit of people's participation in the rural development program. For example, how could the program held people to make access the health, the education, the culture services easily? Benefits is often gone with motivation. If people and the community understand about the benefit which the rural development program brings for their presenta and future life, they will participate in the program actively.

- *The participation of social organizations and development of social networks:* This will help to enhance the community debates about the various asspects of the program, esspecially the results of monitoring and assessment. In Vietnam rural areas, some social organizations are more important in mobilizing people's participant, such asVietnam Farmers' Union, Vietnam Women's Union and Vietnam Veterans Association. Also, s*ocial developmentt nnetworks* can create partnerships and sharing information that address such community issues as interests, lesson learnt from the program.

- *Economic capacity of households*: Based on evaluation of the households' economic status, it is expected about their contribution to the program. The households with better economic conditions, including income, savings and favourable conditions for expansion in production size, could be mobilzed more easily and more actively. On the contrary, the poor household with the limitted resources such as money or land could face difficulties in actively participate in the programs.

In sum up, the rural development program is regards as a nation –wide movement, which requires large-scale mobilization of community, and its success is affected by above main factor. The factors are summaried in the Table 2.1

Table 2. 1: Factors affecting the community mobilization for the rural development program

No.	Factor	Impact
1	The roles of the leaders	+
2	Goverment policies and supporting mechanism	+
3	Understanding of program implementers about the community	+
4	Understanding of community about the rural development program:	+
5	The participation of social organizations and development of social networks	+
6	Economic capacity of households	+

Note: (+) is positive

Source: Synthesis by the authors

2.3 Experience for the rural development program from Saemaul Undong – the New Village Movement

Economic context of the Saemaul Undong

Saemaul Undong had been implementd for the last ten years since its begining in 1970. At that time, Korea economy feature export-driven economic growth and expansion of heavey industries. The economic gaps between industry and agruculuture as well as between urban and rural areas were growing. These would threaten the development of social harmony and national security. Thus, Park Chung Hee goverment launched Saemaul Undong as a national moderization movement in 1970.

The movement was guide by three central social values in the Korea rural society: the spirit ofdiligence, self-help and cooperation with the Goverment support and assisstance.

With the passage of time period of 10 years (1971-1979), the movement went through different stages emphasing different priority. In the first stage (1970-73), the priority of the movement was given to the inprovement of rural infrastructures with the beginning of the nationwide capampaing called as "Constructing Better Villages. In the second stage (from 1974 to 1976), the priority was changed to income –raising projects, attidude reform projects and living enviroment improvement projects. The third stage (1977-1979) was recognised as the energetic implementation stage. Emphasis was marked by efforts to raise income and expand cultural and welfare-related facilities for the rural areas in Korea.

The launch of Saemaul Undong had significant achievements. Rural infrastructure was imporved, including expanding village roads, constructing village centers and so on. Rural household income changed rapidly, from 256 thousands of won in 1970 to 1.531 thousands of won in 1979. The success of the movement thanked to supportive measures for capital mobilization.

- **Capital mobilization for the new village movement in Korea**

During the period of 1971-1979, the amount of the total investment in Saemaul Undong movement was mobilized at about 3 billion USD, out of which 27.8% was supported by the govement and 81.2% was contributed by the rural people. The contribution of the rural people increased more than 20 times, including money, labor, land and other materials. Clearly, the implementation of the movement was on the basis of the positive participant of village members.

The situation of capital mobilization for the movement from resources during the period of 1971-1978 was summerised as below:

- *From the Goverment support and assitance:*

In the initial stage of the implementation of Saemaul Undong, the goverment played the utmost important role in developing physical infrastructure in the rural areas to narrow

the gap between rural development and urban development. The goverment donation of materials was for 35 thousands of village, about 335 bags of cement to each village. The cement was given on the conditin for infrastructure projects in rural areas.

In the later stage, the goverment classified rural villages into three categories on the basis of their community mobilization achievements: basic, self-help, and self-reliant village. The classification created the competition between villages in promoting village improvement and provided a criterion by which goverment could apply priority support to succeful villages with the principle "the better village the first support". As the result, the goverment selected 16.6 thousands of village with better achivement to encourage and support of 500 bags of cement and 1 ton of steel to each village. Besides, the specific projects were provided for villages based on the criterion, in the following order: Income raising projects, welfare projects, living environment improvement projects and attitude reform projects. At the end of the implementation of the movement, 100 percentage of villages were classified as classified, compared to 12 percentage of villages in 1971.

Table 2. 2: Goverment support for the village during the period of 1971-1978

No.	Type of village	Result	Govermnent support
1	Basic village	Small percentage of pepple participating in the movement	Living environment improvement projects and attitude reform projects
2	Self-help village	About 50 percentage of pepple participating in the movement	Living environment improvement projects and income raising projects
3	Self-reliant village	About 100 percentage of pepple participating in the movement	Income raising projects and welfare projects

Source: Trinh Cuong (2012)

- *From rural people:* Rural people was indentified as the major resource which had been mobilized to the fullest extent throughout the movement during the 1970's. The wise utiliztion of maximum participation of rural people could be realized through encouragement of their self-help spirit, confident and motivation in all work. In the beginning of the movement, the goverment selected Saemaul Undong projects. Howerver, in the later periods, each village chose priority projects that it seemed to be necessary for the benefits of village. Rural people also had responsible for implementation process of these projects, including implementation organization, monitoring and assessment. Capital was mobilized for these projects with the principle: 1 from the State (comprising mainly, cement, stell and iron) and 5-10 from the rural peopel (including labor and money). Besides, rural people made decision and raised their voice with regard to contribution and compensation degrees to individuals or households affected by project implementation.

Table 2. 3: Investment Per village during the period of 1971-1979

	Number of people participating in the movement	Goverment support (USD)	People contribution (USD)	Other donation (USD)	Number of projects
Village in the intial stage	2,266	1,035	1,035	615	38
Village in the second stage	1,471	692,5	692,5	450	23
Village in the third stage	2,288	6,115	6,115	1,675	33

Source: Saemaul Undong Central Training Institute (1999), Republic of Korea, Saemaul Undong Training.

- ***What could be the lessons in rural development for Vietnam from Saemaul Undong?***

(1) Leaders usually appreciated the implemented program and consolidated the belief of the people for resource mobilization.

The role of top leaders: The President Park Chung Hee was a pioneer of the program and supervised it strictly. He spent 9.0% of his presentations to promote the prospects of the program, discussed with development policies for these program. Every month, President chaired the meetings of Government Council.Participants were mministers and two local leaders of the movement in several villages to be reported about the situations of the movement. The President and ministers often visited village-scale projects without notice. In his term, it is estimated that The President visited approximately 3,000 villages in the country. This detected negative problems in the process of project implemetation and enhanced the belief of the people in the leaders,

- *The roles of leaders in regions:* They concerned about the community demands and tried to provide sufficient services for rural people in the committed time. It is noteworthy that the promotion of local officials on the basis of their performance was intitutionalized.

- *The roles of the movement leaders were very important:* In each village, the people voted the leaders of the movement. One male leader worked with one female leader equally. These leaders were independent from the political and administrative system in rural areas and did not receive any material support. Their motivation was the encouragement from the government and the respects from the local people. The government provided the management skill training courses in the new rural movement and the most important thing was to help them understand the situations of the rural areas as well as the development demands. Through these courses, they could propose suitable projects for the people and find effective methods of resource mobilization.

(2) Sufficient encouragement policies, supports and aids to help the rural people understand benefits of the movement and actively participate in*:* At the beginning, Korean government made equal supports for villages to implement the movement but afterwards, the supports based on the results of each village were adjusted that the villages with better results would receive the support first, This usually created motivation and avoided the situation of the same level of support in order to make the villages strive and compete each other. In addition, the government had necessary policies such as supporting oil prices, hiring agricultural machines and so on to meet the demands of the people in creating employments and increasing incomes.

(3) Sufficient investment in science and technology in agriculture to help the rural people increase income and contribution for the program: The government implemented large-scale investment in research and development high productivity seeds, next was to apply scientific research in argriculture in the whole country in order to help South Korea become self-sufficient in rice. Spreading new rice-seeds and stimulating the movement bilaterally boosted income and saving of the rural people, and encourage them to take part in the program.

(4) Focus on education in rural areas for the rural people to improve the labor force quality*:* Eeducation for the youth in rural areas became popular from 1945. South Korea government implemented free and compulsory education in primary schools, and expanded quickly the secondary school and high school systems. Thus, the number of people in literacy increased considerably and they took part much more in decision processes. Ccommunication between the government and farmers was stimulated that effected positively on spreading scientific and technological knowledge to the people. Impacts of education in the rural societies in the 1950-60s period were explained for the success in the new village movement in the 1970s.

3. The situation of capital mobilization for the Vietnam National Target Program on New Rural Development during the period of 2011-2013

3.1. Overview of the Vietnam National Target Program on New Rural Development

- **Introduction**

The administrative structure of Vietnam includes four levels of government: (1) central, (2) provincial/ municipal, (3) district/city under provincial authority and (4) commune/ward/township. Commune is the lowest level in the administrative structure.

The Vietnam National Target Program on New Rural Development (NTP – NRD) during 2010-2020[1] has been launched nationwide in over 9.008 communes. The general objectives of the program are: (i) To build a new countryside with gradually modem socio-economic infrastructure, rational economic structure and forms of production organization; (ii) To associate agriculture with quick development of industries and services, and rural with urban development under planning; (iii) To assure a democratic and stable rural community deeply imbued with national cultural identity; to protect the eco-environment and maintain security and order; and to raise people's material and spiritual lives along the socialist orientation. The NTP – NRD is an overall socio-economic development, political and security and defense program, covering the following 11 activities:

Figure 3. 1: The National Target Program on New Rural Development

Source: Nguyen Minh Tien (2012)

These activities are grouped in 19 criteria (Appendix 1). The specific objectives of the program have set: 20% of all communes and 50% of all communes by 2015 and 2020 will conform to the new rural standards.

[1] The program was approved by the Prime Minister's Decision No.800/QD-TTg dated 04 June 2010. The program

- ***Some main results of The Vietnam National Target Program on New Rural Development up to 2013***

In general, after more than three years of implementation, the program has achieved many important results and contributed to the positive change of the life in rural regions. The New Rural Development Program has become a widespread social movement which are welcomed in many localities.

Up to 12/2013, there were 144 communes achieved 19/19 criteria under the national criteria on building new rural, accounting for 1.6% of the total communes in the country, while the communes achieved under 5 criteria were 1,527 ones, accounting for nearly 17% of total communes. Commune achieved 8.48 criteria on average, increasing 3.21 criteria compared to 2011.

Table 3. 1: The result of implementation of national criteria up to 12/2013

No.	Number of criteria achieved	Results after 3 years		The percentage of commune in 12/2011 (%)
		Number of communes	The percentage of commune achieved in total communes (%)	
1	19	144	1.6	~0[2]
2	15 – 18	562	6.2	1,2
3	10 – 14	2.608	29.0	3,3
4	5 – 9	4.174	46.3	13
5	<5	1.527	17	82,5

Source: Central Steering Committee of the National Target Program on New Rural Development, Result of implementing the Natinal Target Program on New Rural Development in 2013 and Mission for 2014

Although there are some certain progress in implementation of program, it's likely not to accomplish the goal of the program of respectively 20% and 50% of communes completeing full of 19 required criteria of new rural development by 2015 and 2020. The fact shows that to the commune, which achieved 14 criteria, including criteria of socio-economic infrastructure development and completeing at least 70% of the remaining criteria, it will take about 2 years to fulfill all of 19 criteria.

- ***Implementation of each criterion in National Criteria on New Rural Development up to 2013***

Criterion of new rural planning achieved the highest result among criteria but it's still low compared to the progress and quality did not meet the requirements. This criterion is the first one in the National Criteria on NRP and the expense to complete is given from state budget. Although the percentage of commune which completed overall planning increased quickly from 71.6% in 2012 to over 93.1% in 2013, it did not meet the requirement of 100% communes in nationwide basically complete this criterion by 2011. Besides, many provinces/cities have not adjusted production planning for their districts which leads to the short of bases for commune to build its planning.

Socio – economic infrastructure development attracts the attention and top priority of local government but lack of effective ways to call upon strong support of the people.

+ Transportation infrastructure in rural: the most prominent feature in recent years is almost province government adopted the supporting cement (accounted for 50% of construction cost) along with community donated land and contributed money, labour and other materials that have rapidly promoted the development of transportation. After three

[2] Up to 12/2011, there was only one commune in the whole country achieved all 19 required criteria of new rural development.

years of implementation, there are 11% of communes achieved this criterion (increases 3% compared with that in 2011). Currently, there are 5,000 works with over 64,000 km has been undertaken.

+ *Irrigation infrastructure:* renovated and upgraded more than 3,000 works, in which, 7,000 km of canals has been solidified and dredged. After three years, there are about 31.2% of communes in nationwide completed this criterion (increases 3% compared with that in 2012) up to now.

+ *Electrical infrastructure:* the capital invested for renovating and building new rural electrical system was about 15,205 billion VND in the period of 2010 – 2013. Up to 2013, there are 5,964 communes, equivalent to 66.2% of total communes in the whole country achieved this criterion.

+ *Rural markets:* In the period 2010 – 2013, the capital mobilized for renovating and building rural markets was about 2,783 billion VND, mainly are socialized capitals (about 79%). There are 2,693 communes, equivalent to 30% or total communes in nationwide completed this criterion up to now.

+ *Clean water and environment sanitation projections and socio-cultural projects:* the integration of the NTP – NRD and Rural Water Supply and Sanitation National Target Program has been undertaken in all localities and up to now there are more than 1,000 clean water works, 500 waste collection sites have been ungraded and built.

However, the infrastructure development in rural area has revealed some limitations. According to the reports of 63 provinces /cities, there are 30.4% of total communes achieving criterion on irrigation infrastructure, but only 7% of total communes complete the criterion on building cultural facilities while the percentage of communes reached the criterion on environmental sanitation is only 13.7%. In addition, the management and maintenance after the works completed and put into use has not been attached special importance.

There has formed a number of effective production models to improve people's income, creating a solid foundation for NRD movement but the economics activities and production organization have not been attached special importance.

Up to now, about 9,000 production models have been built with a total budget supporting is around 6,400 billion VND. In which, the most prominent features are the building of "large sample field" has been currently implemented in 43 provinces and cities with an estimated area of about 100,000 ha and the "mechanization to agricultural production" has been adopted in the southern provinces. However, the activity of production organization has not integrated three “agents”: farmers - Businessman - scientists. Capital supporting for building efficient production models account for only 6-7 % of total capital for production development in the commune. Up to now, there are only 2,254 communes, equivalent to 25 % of total communes in nationwide achieved criterion on income in NRD program.

The development of culture - society - environment is quite slow compared to that of other criteria.

+ *Education:* organized nearly 3,000 classes with 124,000 participations are farmers but most of apprentices after completing training course has not applied the acquired knowledge into production practice.

+ *Health:* According to incomplete statistics, there are currently over 60% of rural population participating in health insurance forms.

+ *Environment:* currently, 40% of communes established garbage collection sites, 18.5 % of communes have built public sewage system, but environmental pollution tends to increase, especially in the manufacturing facility and handicraft villages. Recently, many communes were eliminated from the list of recognized new rural communes due to environmental criteria.

Generally, NRD program has been widely implemented on most every aspect of program and have certain impact on rural people's lives. However, there are still many limitations on the progress and quality of implementation. One of the main reason is lack of effective measures of capital mobilization.

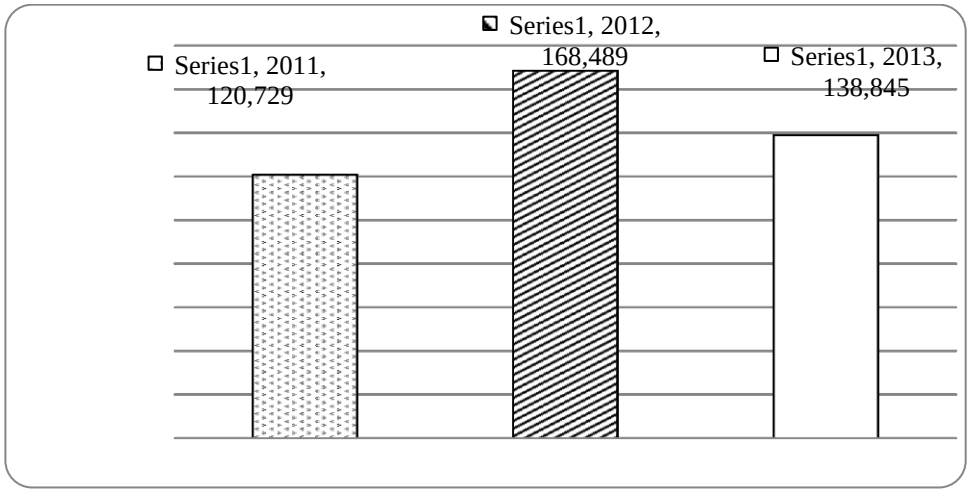
3.2. The situation of capital mobilization of the Vietnam National Target Program on New Rural Development since 2011

- ***The capital mobilizatin is far reaching the demands***

After 3 years of implementation NRD program, along with the diverse and comprehensive mobilization of social resources, the total estimated capital for NRD program in the period of 2011-2013 is about 484.84 trillion VND, equivalent to 18.0% of the total investment capital in society in the same period.

Figure 3. 2 : Total capital mobilized for the program in the period 2011 – 2013

Unit: Bil. VND



Source: Central Steering Committee of the National Target Program on New Rural Development, Result of implementing the Natinal Target Program on New Rural Development in 2013 and Mission for 2014

The capital mobilization for NRD program in 2011 was about 120,729 billion VND, then got peak to 168,489 billion VND in 2012 before fell to 138,845 billion VND in 2013. The change of total capital in recent period takes place in the same direction with the increase/decrease of capital from national target programs and projects which are being implemented in localities and the loan/credit (including favourable/policies loans from the government).

Up to now, after three years of implementation, current fund for NRD program is too small compared to the needs. According to estimation of Department of Cooperatives and Rural Development (The Ministry of Agriculture and Rural Development), the average needed fund for a commune to complete 19 criteria of NRD program is about 150 billion VND (current price in 2010). Thus, with the target of 20% of total communes in nationwide fullfilled all 19 criteria by 2015, the capital mobilization is over 270,240 billion VND and this figure will be 675,600 billion VND by 2020, roughly 4.9 times of total investment for the program in 2013.

- ***The capital mobilization structure does not reach the target***

The loan/credit (including favourable/policies loans from the government) accounts for the largest proportion, about 47,3% and higher than the targeted level of 30% set by the program. The loan/credit includes two resources which are (i) investment allocated from central government for local government and (ii) commercial loans. However, consideration

of the long – term impact of investment from central to local government, we recognize that the increasing in that investment will lead to the pressures on public debt for local government. Therefore, the allocation of that investment requires careful calculation and repayment ability of local government.

Table 3. 2: Capital mobilization by resources for the program from 2011 to 2013

	2011	2013	Accumulation in 3 years	Percentage achieved (%)	Percentage expected[3] (%)
Funds from central budget	1,600	1,680	4,980	1.0%	17.0%
Fund from local budget	8,458	9,869	44,579	9.2%	
Integrated funds (of NTP-NRD with other NTP implemented in rural areas)	32,071	31,281	111890	23.1%	23.0%
Loan/credit (including favourable /policies loans from the government)	54110	69,385	231,378	47.6%	30.0%
Funds mobilized from enterprises, cooperatives and other economic sector	7,579	8,265	28,901	6.0%	20.0%
Direct mobilization from community	16,911	18,339	62,841	13.1%	10.0%
Total	**120,729**	**138,845**	**484,569**	**100%**	

Source: Central Steering Committee of the National Target Program on New Rural Development, Result of implementing the Natinal Target Program on New Rural Development in 2013 and Mission for 2014

The funds from state budget (including central and local budget and integrated fund of NTP-NRD with other NTP implemented in rural areas) account for the second largest proportion about 33% and lower than targeted level of 40% set by the program. The percentage of funds from central and local budget over total funds is about 9.2%, much lower than the required amount of 17% set by Decision No.800/QD-TTg dated 04 June 2010 about NTP – NRD. In 2014, the total central budget for over 9,000 communes will be approximately 4,500 billion VND. While according to the tentative allocation budget of the Ministry of Finance and the Ministry of Planning and Investment is about 1,020 billion VND (equivalent to 23% of planned budget in 2014).

The result of capital mobilization for NRD program indicates that the funds mobilized from enterprises, cooperatives and other economic sector accounts for the lowest percentage. The amount mobilized from enterprises, cooperatives and other economic sector in the last three years is about 28,900 billion VND, accounts for only 6% of total capital invested for NRD program and much lower than the target (20%).

The result of capital mobilization from community is presented in the Section 4.

[3] Prime Minister's Decision No.800/QD-TTg dated 04 June 2010 about NTP – NRD

3.3 Factors affecting negatively capital mobilization

The objective reason which negatively effects on capital mobilization is the NTP-NRD started to implement while the economy has been in recession due to the impacts of global finance crisis. The main subjective reasons are:

The inappropriate of national criteria on NRD program: The national criteria on NRD program leads to the wastage and reduce the attractiveness in capital mobilization. For example, the current 19 criteria for new rural development do not adequately capture the current realities, needs and aspirations of common communities. In addition, many of the targets are too high, especially for the current reality in remote areas. These things not only increased pressure to raise capital to implement inappropriate criteria but also wasted the funds which should had been given to implement other critical criteria. Recently, the Decision No. 342/QD-TTg dated 20 February 2013 of the Prime Minister amended a number of criteria in national criteria on NRD but not yet fullly overcome the restrictions mentioned above.

Funds from state budget (including central and local government) did not guaranteed as commitments: The ratio of the state budget revenue on GDP in the last three years will not achieve its objectives, the average achieved at 21% (the average planned at 23-24%). This will further increase tensions in budget allocation for NRD program in particular and for other state investment programs in agricultural and rural areas in general. Besides, local budget also meets many difficulties due to the gloomy real estate market in recent years that leads to the revenue from land decreased sharply. In addition, many local government have not really actively allocated budget for New Rural Development program and still expect to the superior's supports.

There is no uniform mechanism for integrating resources from other national target programs and projects which are being implemented in localities. In fact, the local has just integrated capital of projects which have the same objective content. However, without uniform mechanism institutionalised would cause many difficulties in the result synthesis of each project and also leads to overlap and inefficiency of many projects.

The mechanism of capital mobilization in many local is not attractive and flexible enough to draw the willing participation of economic agents, especially enterprise's participation. The first reason is the high risk in investment in agriculture because agriculture is directly affected by weather, disease and the loss is extremely huge. Thus, return on capital employed of enterprises in rural field is indeed small. Second, policies to encourage and attract investment projects in rural field are asynchronous and not really conductive to draw enterprises invested in the rural and mountainous province. Although the Government issued Decree 61/2010/ND-CP on incentive policies for enterprises investing in agriculture and rural area but the level of support under this decree is not attractive enough and the implementation of this policy has not been given appropriate attention: there are only 10.3 and 46.5 billion VND was lent in 2010 and 2011, respectively. Third, agricultural conditions currently remain small and scattered, especially land size. Therefore, it's difficult for enterprises to expand production and business activities and apply mechanization. Finally, because there is no powerful policy enough so the link between production, processing and consumption agricultural products is still the weakest point in the value chain. Currently, the situation in which farmers breaking contracts is quite popular, thus, enterprises can not and do not want to long – term invest in agricultural and rural development.

4. Research methodology and research result

- ***Research methodology***

Our main research instrument is doing Questionnaire on Mobilizing Community Involvement for the National Target Program on Vietnam Rural Development. We construct two types of questionnaire. One type is for commune people and the other type is for leaders of the commune. We try to have broaden picture and diversify the responses of people and leaders by carring out our survey in both the North and the South of Vietnam. In the North, we have talks and interviews with people and leaders in 5 communes of Hanoi. Hanoi is chosen as it is the capital. And in the South, our survey was done in some coastal areas such as Phu Quoc Island, Con Dao Island and one coastal commune in Ho Chi Minh city. The total number of interviewees are 200 people.

With the Questionnaire for people, our focus is on how detail they know about the NTP-NRD, do they contribute to the Program at their commune and in which field. We list different forms of contribution including ideas, money, materials, land and workdays that the people want to contribute. The commune people are also asked about their evaluation of the effectiveness of the Program. And the final part of the Questionnaire are some solutions the commune people think it will help to improve their living standard by themselves. We meet and ask people randomly while we walk through the market or when we meet them on the way they go to work.

With the Questionnaire for leaders of commune, there are three main parts. First part is about training for leaders. The second part is on how the leaders can encourage and persuade people at their commune to take part in and contribute to the rural development. The final part is their suggested solutions.

We also combine questionnaire method with other research methodologies:

- Asking experts' opinions: we have talks and discussions with both Vietnamese experts and Korean experts. Some Korean experts come from KDI school of Public Policy and Management.

- Methods of analysis, synthesis: to analyze theoretical background and practice on the capacity of resources mobilization for implementing the Natinal Target Program on New Rural Development.

- Method of comparision: to learn the experiences from SU, Korea and to compare the responses of people and leader in different part of Vietnam.

- Statistical method: analyze data provided by provinces to describe the situation of mobilizing resources in Vietnam rural area.

- ***Research results***

According to the reports of many provinces, from 2011 to 2013, the National Target Program on New Rural Development has mobilized enthusiastic and voluntary participation of people in the whole country. The forms of contribution are various: money (financial resrouce), land (natural resources), workday (human resourcces), materials (physical resources). Many people even actively propose their ideas to the provincial authority about solutions to implement the Program. As a result, after three years, resources mobilization from community have reached 62.84 trillion VND. These mobilization capital accounts for 13.1% total capital for the National Target Program on New Rural Development. This is a positive result in comparision with the targeted criterion of 10%.

However, during our questionnaire survey in different communes in the North and the South of Vietnam in the last November 2013, our research team has found out that the involvement of people in rural development is not fully efficient. Our team had many deep and straightforward conversations, ideas exchanging with the people and leaders. We have more broaden view, understand deeply as well as find out what can be the motivations and the

reasons why people want to contribute to the Program. Also, we figure out the reasons why community involvement in rural development is not effective enough.

First and foremost, people want to contribute for the Program only when they belive that the Program brings practical benefits for them, theif family and their commune. These benefits include: economic activities that improve and sustain their income; good and easy access to healthcare system, education and some other infrastructure like school, supermarket and sanitary system. In our survey, more than 50 percent of people said that if they can access better and faster health care and education service, they are more willing to contribute to the Program.

Table 4. 1: Factors that affect people to contribute to their village (1: the least impact ; 5: the strongest impact) (Unit: %)

Factors	***1***	***2***	***3***	***4***	***5***
Bring benefits to family:					
- *Job creation*	13			38	38
- *Income increase*				33	44
- *Better and faster access to healthcare service*				25	58
- *Better and faster access to education service*				33	50
Confidence in leaders of commune/ village				20	60
Clear instruction of leader				25	58
Warm concern of leaders of commune/ village				30	50
The impact of Associations (Women, Farmers,…)				11	44
Material encouragement	25	25	25	25	
Spirit encouragement				50	

Source: Summarizing of Research team from the result of the Questionnaire

Nearly 40 percent of them told us that they contribute because they belive and expect that the Program creates job and increase their income as well as living standard. The confidence of peopole in their leaders and true and warm concern of the leaders also play an essential role in create inspiration and motivation for positive participation of people. This is proved in the answer of people to this issued. More than 50 percent of people stated this is the most influential factor to their motivation. In addition, there are about 44 percent of people highly evaluate the impact of different Associations. These Associations can be Association of Women, Association of Farmers, Association of Youth and others. And 50 percent of people agree that spirit encouragement like award certification, praising at the meetings bring thems proud and happy feeling and they feel like they do meaningful things for their family and their village. In general, people are not so excited about material encouragment (Table 4.1).

Nevertheless, in addition to the achievements of the Program, there are reasons why mobilizing people involvement and their self-help mechanism is not yet inclusive and sustainable.

The first reason is that not all ideas and opinions of people are listened to. Hence it affects the mood, attitude and feeling of people when they contribute their views to the Program. Specifically, idea contribution to the Master plan of a province or a commune is limited. To the state-sponsored infrastructure, people contribute their workday and land. To the project that the government supports 70 percent, the leaders need to explain and analyze many times so that the people attend the meeting. According to Nguyen Ngoc Luan (2011), the survey result in 11 key comune shows that 46 percent of leaders said they do not receive any ideas or views from people to the village or commune's Master plan. And in our study, 75 percent of interviewed people haven't ever raised their ideas or opinions on Master plan of the comune. Only 25 percent of people raise your voice during the meeting about the Master plan.

Plan of socio – economic infrastructure is the filed that receives the most opinions of people. The second one is plan of production and the final one is the plan of land use. One of the reason is that people are looking forward to having external assisstance, especially support from the government to implement projects in their comunes or villages. Additionally, many people share that they were not invited to contribute their ideas or opinions to the above issues. Moreover, in case that they are attendted to raise your voice in the meeting, half of them said they don't know precisely whether their opinions can be accepted or not and why their views are not accepted. Therefore, if there is no transparent mechanism in receiving feedback from commune people, people may think their opinions are not listenned to or even think they are not respected. As a result, people give up on raising their voices in every meetings.

Table 4. 2:Rate of people who contribute opinions to the Master plan (Unit: %)

Content of idea contribution	When the Master plan is drafted		When the Master plan is implemented	
	Yes	No	Yes	No
1. Plan of Socio – economic infrastructure	31	69	56	44
2. Plan of land use	19	81	27	73
3. Plan of production	25	75	27	73
The rate of people who contribute opinions to the Master plan of their community (%)	25	75	37	63

Source: Summarizing of Research team from our survey

Secondly, most of people in Vietnam rural area are poor, especially people living in the mountainous, coastal and remote area like Central Highlands and Northern moutainous area. Hence many households can't contribute in money. According to World Bank, in 2012, in some area, the poverty rate is still over 50% or even over 70%. Specifically, the poverty rate of ethnic minorities make up 50 percent of the total poor households in the whole country. The GDP per capita of ethnic minorities account for only 1/6 the average national GDP per capita. The poverty rate in rural area is nearly 3 times compared with the poverty rate in urban area. In 2012, while the urban poverty rate is only 3.9 percetn, this rate in rural area is 14.4% (Table 4.3). The poverty rate is extremely high in some moutainous and Central costal area of Vietnam. The lowest level is 18% and the highest one is 30%.

Table 4. 3: The poverty rate by rural, urban area and by region (%)

Region/ Year	**2006**	**2010**	**2011**	**2012**
Rural area	**18.0**	**17.4**	**15.9**	**14.4**
Urban area	7.7	6.9	5.1	3.9
Red River Delta	10.0	8.3	7.1	6.1
Northern midlands and mountain areas	27.5	29.4	26.7	24.2
North Central area and Central coastal area	22.2	20.4	18.5	16.7
Central Highlands	24.0	22.2	20.3	18.6
South East	3.1	2.3	1.7	1.4
Mekong River Delta	13.0	12.6	11.6	10.6

Source: World Bank [4]

[4] *In 2010, General Statistics Office (GSO) and World Bank (WB) updated a new poverty line, reflecting better the living conditions of the poor. Based on this new poverty line (equivalent to 653,000 VND/person/month or 2.25 USD/person/day, PPP 2005) and updated poverty monitoring system, country's poverty rate in 2010 is 20.7 percent in comparison with the official rate of 14.2 percent in 2010 based on the poverty line of Ministry of Labour, War Invalid and Social Affairs (500,000 VND/person/ month for urban area and 400,000 VND/person/month for rural area).*

As a result, due to the difficult condition, many people in rural area are not ready to contribute in money though money contribution is the most convinient and fastest way. According to the opinions of commune leaders in 11 key comune in the Program, 100 percent of them agree that the difficulty of their economic condition and dependent attitude are the biggest prevention for money contribution. In addition, our stuy shows that 55 percent of people are willing to contribute in workdays rather than other contribution forms. More than 80 percent of people admit that they don't want to contribute in land or materials, or plants because land is their most valuable asset and earn-living mean of their family in rural area.

Table 4.4: Desire level to contribute by form (1: least desirable; 5: the most desirable) (%)

Contribution forms	1	2	3	4	5
- Money	14			36	***50***
- Land	86		14		
- Construction materials	86			14	
- Workdays	18		27		***55***
- Ideas/ opinions/ views	10			20	***70***

Source: Summarizing of Research team from our survey

Third, information about the resources contribution of people are not announced transparently. When people accept, transparent announcement about their resources they contribute is a good way to encourage them to be more active in contributing more in the future. At the same time, there will be spillover effect to other people in the village. However, in fact, our study finds that there is only 18 percent of people in the survey said that their effort and contribution were praised in monthly meeting and written in the bulletin board at the villlage. Beside, only 25 percent of people said that there is lack of transparency and democracy in money contribution.

Fourth, propaganda has been implemented in diversified ways but the methods are still rigid and not yet extensive. When our research team interviewed and talked with people in different social status, especially poor and uneducated people. Most of them don't know or even haven't ever heard about the National Target Program on New Rural Development. And if people know about it, they don't understand what is the meaning behind rural development at their village. However, when we ask them that have they ever contributed money, construction materials or workdays to construct infrastructure at their village, in any household there is at least one person contributed. In fact, various forms of propaganda has been applied through leaflets, radios, televisions, festivals, monthly and annual meeting at the commune or village. And the common propaganda is that the leaders talk directly to the people. However, the propaganda is not creative enough and heavy on the content of infrastructure construction rather than production improvement, culture, socio – economic development, security and environmental protection. Consequently, a number of people and leaders misunderstood about self-help and rural development in their village. They think rural development is only about investment projects of construction.

5. Policy implications in mobilizing self-help mechanism in Vietnam rural development

From the Saemaul Undong experiences and the results of our questionnaire survey in both the North and the South of Vietnam rural area, we would like to suggest some policy implications:

(1) The propaganda of rural development needs to be organized in simplified and creative way so that the lowest class, especially the poor, low-educated and uneducated can understand the propaganda of rural development easily: Some propaganda terms need to be simplified so that people can understand and remember them quickly. To many rural people, some concepts like ”Rural development”, ”Master plan” or ”Economic structure” in Vietnamese are all very abstract and it’s hard for people to understand them fully. In addition, the propaganda also requires the patience, expertise and bravery of commne leaders. The leaders in many communes are still lack of experiences and are not well-trained. Some leaders are afraid of taking difficult task and talking with stubborn and conservative people.

(2) Strengthenning the confidence of people in the benefits and success of the Program**:** Leaders need to be one step ahead as well as set the example in contributing money, land, construction materials and other forms of contribution. Additionally, leaders at village and commune level should monitor development projects in their villages or communes and frequently join the meeting of people to talk and listen to their opinion. In Saemaul Undong of Korea, the leaders even have informal meeting with people in their village such as having lunch together or afternoon tea so that the people can feel free to talk and share their feeling and desire with them as friends. This can be applied in Vietnam case. The leaders also can talk with people during festivals or harvest time.

(3) Transparent information: it is important to praise people in time so that the people will have more positive energy and thoughts in contributing.

(4) The vital and decisive role of leaders in mobilizing people involvement in rural development: A good leader is not only qualified in his expertise, a deep understanding of his village, his love to people but also has high responsibility, patience in listening to, analyzing, persuading peopole and then inspiring them. Therefore, in training human resources, the commune authority need to choose or organize entry exam to filter and find out some key leaders who will create knowledge, skill and enthusiasm spillover effect to other leaders and people.

(5) *The supporting role of different socio – politic Associations*:

Association of Youth: This group can have a big impact on the young people in each village by helping them to improve themselves, orgainzing various movements. These movements can be building career for young people, rural youth movement in environmental protection. The Association also can actively coordinate with other organizations to open vocational class, short-term training classes about technology advance, economic management.

Association of Women: this Association can encourage the participatory of women in leader position of the village. It also can open classes that equip skills of becoming wife and mother and behaviour in different relationships in a family.

Elderly Association: encouraging old people to contribute and participate in rural development depending on their condition and capacity. By letting old people to join some models of studying, they can share their experiences and expertise in production, moderate behaviours with younger people.

(6) Enhancing the role of media and civil society to continuously create a feedback mechanism so that the mistakes can be corrected in time and the successful stories can be widespread.

6. Conclusion

In the essence, the National Target Program on New Rural Development in Vietnam is to improve the living standard of people in the rural area. More importantly, it is expecting to build a "self-help mechanism" of rural people so that people can sustain their life and contribute their effort and resources in developing their village more prosperous and modernized. In the context of Vietnam, the country is in industrialization process, the budget for rural development become more constrained. Also, external assistance is not stable and not in long term, especially when Vietnam enters middle-income group. Therefore, the only essential and sustainable source should be mobilized internally in each commune and each village.

Getting inspired by the well-known and successful rural modernization campaign of Korea – Saemaul Undong or named New Community Movement in the 1970s, we choose it in our study as an approach in solving the issue of rural development in Vietnam. We focus on how SU can enhance the self-help mechanism within each village. From SU, we learned about the very important role of grassroots leaders. Their self-discipline, patience and their strong faith can lead to the success of the program. Secondly, a strong institution with clear strategy is the firm background for development. Rural development in which the development of agriculture should be closed to the industrialization process. As in SU, the President Park Chung Hee once stated "Then the question arises in which direction our economy should be developed in the future. The only answer is industry. We have no other alternative but to build an industrial economy in our country. But even an industrial country cannot afford to neglect the farming or rural communities. Far from it…Viewed in this way, agriculture and industry are inseparable." (KSP, 2012).

<u>Appendix 1:</u> The National set of criteria on New Rural Development

(According to Decision No. 491/QD-TTg dated on April 16, 2009 by Prime Minister)

No.	Name of criteria
I. PLANNING	
1	Planning and implementation of planning
II . ECONOMIC - SOCIAL INFRASTRUCTURE	
2	Communications Information
3	Irrigation
4	Electrical
5	Schools
6	Cultural Facilities and infrastructure
7	Rural markets
8	Post
9	Residential houses
III . ECONOMICS ACTIVITIES AND PRODUCTION ORGANIZATION	
10	Incomes
11	Households Poverty
12	Labor force structure
13	Types of production organizations
IV . CULTURE – SOCIAL ISSUES - ENVIRONMENT	
14	Education
15	Health cares
16	Cultural lives
17	Environment
V. POLITICAL SYSTEM	
18	System of social organization and strong political
19	Security, social order

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