



Food Hygiene in Traditional Markets

Da Nang Journey Map Series 2020-2021

About This Series

Building Healthy Cities (BHC) is a USAID-funded learning project in four Smart Cities in Asia – Indore, India; Makassar, Indonesia; Da Nang, Vietnam; and Kathmandu, Nepal. BHC is testing how to successfully apply urban planning approaches that improve the social determinants of health in complex systems.

BHC uses exploratory data collection, multisectoral engagement, and citizen participation. This systems approach informs project activities and the prioritization of city-funded workplans. The combined impact should improve the lives of all residents in these three cities and reduce preventable mortality.

BHC is using several tools and processes to create coalitions and organize its approach in each city. One key process is systems mapping to illustrate the key dynamics (patterns underlying problems) and define key entry (or 'leverage') points to address social and environmental determinants of health. Another way that BHC is documenting citizen experiences in each city is through Journey Maps.

The Journey Maps apply 'design thinking' approaches, which are often used to tailor products to intended customers; citizens are like customers in that they pay taxes or fees to use city services. BHC has adapted this tool to document the experience (or 'journey') of citizens who are trying to overcome one service issue in each city, over time, updated on a quarterly basis. The specific topics were identified during the first year of activities in each city and fit within the larger context shown in the systems maps. BHC is using these Journey Maps to track citizen and city official perspectives, and to document change at the neighborhood level.

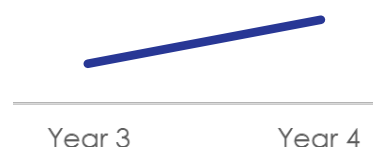
BHC is training people in each neighborhood to develop and use these Journey Maps and on grassroots advocacy techniques. By bringing the citizen experience directly to city planners, BHC hopes to better align municipal planning with community priorities such as safe water, clean air, hygiene, traffic safety, and other key components of healthy urban living.

Life of Project Journey Map Summary

BHC is concluding the Journey Maps in 2021. This process brought insights into day-to-day service availability for Da Nang residents, and created a regular dialogue with the community and city offices about the causes, consequences, and potential solutions to persistent urban health-related issues.

In this 2-year map, COVID-19 was initially a significant roadblock to improvements at the focus market. However, the temporary market closure allowed for finishing structural improvements. COVID-19 prevention measures, such as requiring hand washing, and regularly cleaning the floor and surfaces, made the market more sanitary and safer for food sale and consumption. BHC also developed a food safety app, TraceFood, focusing on traceability and food safety in restaurants, and promoted it to market customers. BHC hopes customers will use it to continue to improve safe food purchases.

Journey Map Trajectory





Da Nang Journey Map #1 – Food Hygiene in Traditional Markets

YEAR 3 Da Nang City currently has 70 traditional markets. The city government directly manages 4 level-1 markets, while the smaller markets are under the management of district or commune people's committees (PC). These traditional markets provide about 70% of food demand for Da Nang citizens. Most of these markets were built around 15 years ago and are significantly degraded.

Nai Hien Dong Market is in a crowded residential area which attracts many people for trading. The market is in the Son Tra District which has many beautiful beaches, hotels, and restaurants, therefore this market is also an attractive tourist destination. The hygienic infrastructure of Nai Hien Dong Market is degraded which negatively affects the market's condition.



Wet floor at seafood selling area (left, source: BHC, Sept. 2020). Before (center) and after (right) a garbage collection point was addressed (source: Citizen's Feedback Portal, February 15 and February 28, 2020).

DATA POINT:
"Food hygiene and safety at the markets is inadequate due to both markets' infrastructure and traders' behaviors. Sanitation systems in the market are often unsafe due to overloads and pollutants that accumulate for a long time. The concentration of polluted substances such as H₂S, NH₃, suspended TSS, BOD, NH₄⁺, nitrogen and phosphor are 2 to 5 times higher; especially the average coliform concentration is 90 times higher than what is allowed in the standard."

— Food System Analysis Through Food Value of Seafood, Vegetable and Meat, 2019

"On a road beside the Nai Hien Dong Market, there are many trash bins that occupy 1/3 of the road which causes the loss of urban aesthetic....and stink"
— Resident, February 2020

"The Commune PC has requested Son Tra Environmental Enterprise to clean the area and arrange the placement of trash bins to ensure the urban aesthetic and environment surrounding the Nai Hien Dong Market."
— Commune PC, February 2020

"In the context of the pandemic COVID-19, the market management board and Commune PC have deployed several activities such as cleaning the environment, spraying disinfectants, arranging hand sanitizer at the gate of market, requiring all sellers and customers wear masks and keep a safe distance, propaganda by loudspeaker, etc."
— Nai Hien Dong Commune PC, March 2020

"In 2020, the Son Tra District Market Management Board has some plans to upgrade the hygienic infrastructure in the NHD Market. However, due to the pandemic outbreak, the activity (constructing the roof) planned to be conducted in Q1 has been postponed."

— Food Safety Management Authority Official, April 2020

NO ACTION:
While changes have been proposed to improve drainage, none have been agreed upon yet.

"Although the Market Management Team regularly cleans and uses high pressure pumps (firefighting) to clean and clear the drainage, but the problem that the citizen complained still exists. The reasons include (1) the market's topographic is lower than surrounding area, so it is often flooded in the rainy season; (2) long drainage pipes in the market make it difficult to drain; (3) people's habits (littering, used cooking oil and grease disposal into sewer). The Authority is proposing Department of Industry and Trade to support the project of improving drainage and storm water system at Nai Hien Dong Market, worth about 100 million VND."

— Son Tra District Market Management Authority, June 2020

"Floor of seafood selling area is often wet. The condition is improved compared to 2-3 years ago, but the situation of not draining water still happens frequently."

— Customer in Nai Hien Dong Market, July 2020

"Drainage in ready food selling area needs to be dredged. Waste cooking oil accumulates a lot, causing blockage...causing risks on food safety."

— Vendor in Nai Hien Dong Market, July 2020

NO ACTION:
Due to a second wave of COVID-19 in Da Nang, drainage changes have been delayed.

"The floor of the seafood selling area was still wet, I think this area is very hard to dry out. But to be honest, compared to other ones in the neighborhood, this market is even cleaner."

— Customer in Nai Hien Dong Market, Sept. 2020

"For the Nai Hien Dong market, we have concentrated our efforts and energy in fighting against the COVID-19 pandemic. Our staff worked from early morning to the close of business at 7pm everyday to make sure regulations and restrictions were strictly followed. We also had the market disinfected and only 50% of food shop owners could do their business during this period. Overall, the Board has made great efforts to maintain the market's operation to the normal status as much as possible with fewer customers than usual by applying the 'staggered' entrance tickets. No serious cases relating to food safety, sanitation, and hygiene were reported"

— Son Tra District Market Management Authority, Sept 2020

"I did not go to the market very often recently due to the COVID-19, the local government restricted the number of market visits per person. However, during that time of lockdown, I found the market cleaner because there were fewer vendors and customers."

— Customer in Nai Hien Dong Market, Sept. 2020

"During the outbreak of COVID-19, the market management requested that the market be closed for 5 days to disinfect all. After that, the market was very deserted, the board asked us to wear masks, disinfect our hands and have our own hand sanitizers. The drainage of my kiosk works normally, I do not see any problems."

— Vendor in Nai Hien Dong Market, Sept. 2020

Quarter 1

Quarter 2

Quarter 3

Quarter 4

KEY:  Action  Negative Action  No Action  Special Note  Citizen/Resident  Media  Government Official  Service Provider  Data Point

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THRIVE
NETWORKS

IOM
UN MIGRATION

URBAN
INSTITUTE



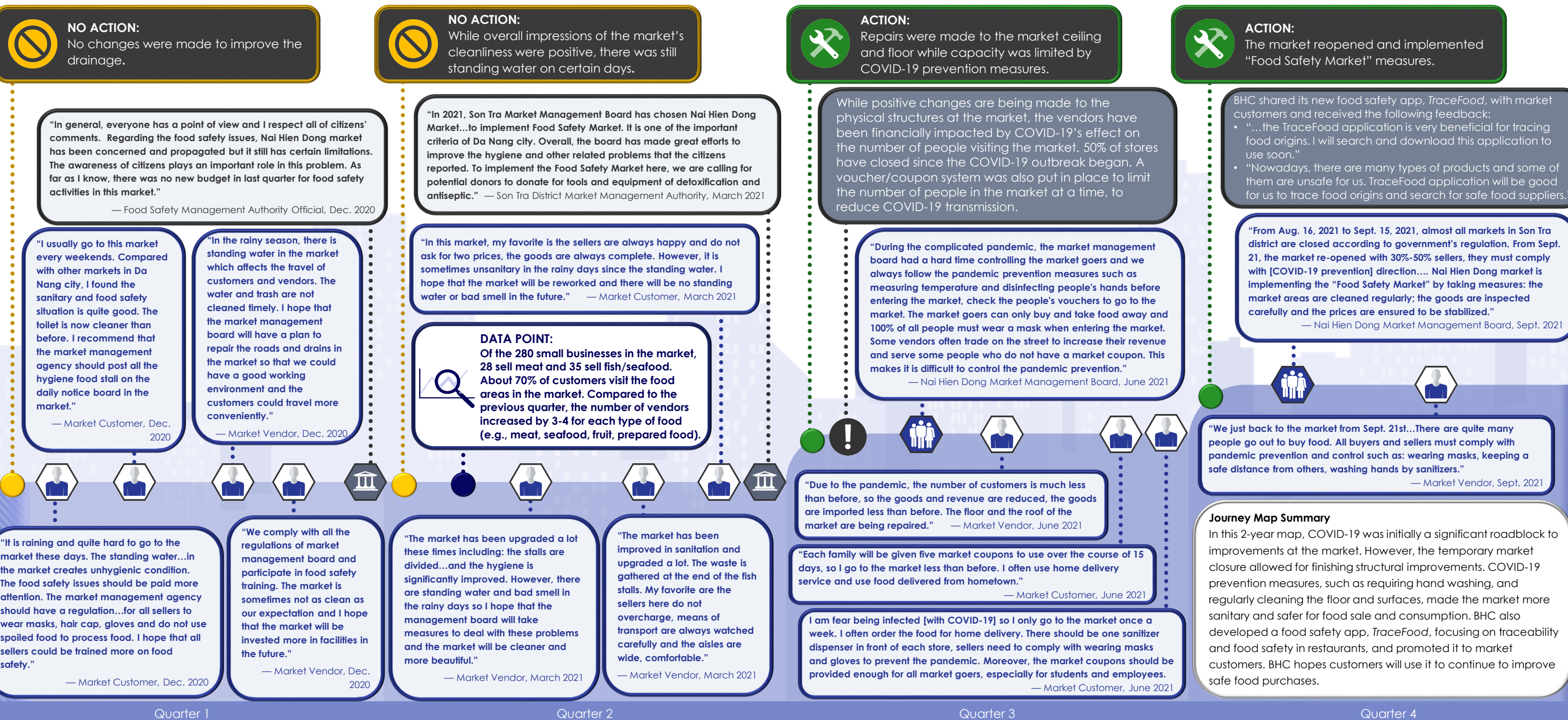
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Few people inside the market due to COVID-19 restrictions (left) and the empty market during the COVID-19 closure in September 2021 (right).



How Does This Story Connect to the Da Nang Systems Map?

Loop 4: Chasing Our Tails

When policy initiatives underperform, they can perpetuate a cycle of continued underperformance. An underperforming policy initiative increases the risk to the public and thereby drives more reactionary action by city leaders. This not only strains funds, but strains human resourcing when personnel are pulled off important efforts with a longer view, to react to emerging challenges. As staff and programs are not properly resourced, people get disillusioned and burned out, leading to turnover (and often leading to the loss of the best and brightest). Turnover in personnel leads to a decrease in institutional knowledge when both experienced and expert people leave the organization, which can impact the quality of design and implementation of important city initiatives.

Example 1: Food safety is always a concern in Da Nang city. Farmers learned to transform their cultivation to receive Viet-gap certificates several years ago. Unfortunately, there were some “fake

certificates of Vietgap” thus farmers did not trust such policies. The number of staff remains limited so they were not able to rigorously check and monitor the whole supply chain. As a result, farmers do not feel pressure to pay the necessary attention to safe cultivation practices. There is also a lack of human resources to control the use of chemical compounds and pesticide in farming activities. This lack of oversight undermines citizen faith in government initiatives to provide access to safe foods.

Example 2: The management of beach front resorts involves 5 different departments/agencies (Department of Transportation, Department of Tourism, the District People's Committee, the Management Board of Son Tra Peninsula, DARD). The overlapping management can cause slow response and ineffective problem solving. For example, a big issue to tourism is litter. However, since there are many stakeholders involved it is difficult to speak up and hard to coordinate and manage action to make improvements.

Legend

- Deep Structure Management
- Quality Leadership
- Competence Workforce
- Capacity Community
- Engagement

