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FINAL REPORT POVERTY REDUCTION THROUGH INSTITUTIONAL STRENGTHENING AT PROVINCIAL (NGHE AN) AND DISTRICT (QUY CHAU) LEVEL" PORIS



Table of Contents

TAB	BLE OF CONTENTS	2
ACF	RONYMS	3
INT	ERVENTION FORM	4
GLO	OBAL APPRECIATION	5
PAR	RT 1: RESULTS ACHIEVED AND LESSONS LEARNED	7
1	ASSESSING THE INTERVENTION STRATEGY	7
1.1 1.2	CONTEXT IMPORTANT CHANGES IN INTERVENTION STRATEGY	7 10
2	RESULTS ACHIEVED	11
2.1 2.2	MONITORING MATRIX ANALYSIS OF RESULTS	11 15
3	SUSTAINABILITY	21
4	LEARNING	24
4.1 4.2	LESSONS LEARNED RECOMMENDATIONS	24 24
PAR	RT 2: SYNTHESIS OF (OPERATIONAL) MONITORING	27
1	FOLLOW-UP OF DECISIONS BY THE JLCB	27
2	EXPENSES (AS OF MARCH, 2015)	27
3	DISBURSEMENT RATE OF THE INTERVENTION	28
4	PERSONNEL OF THE INTERVENTION (AS OF DEC 31. 2	014) 29
5	PUBLIC PROCUREMENT	31
6	PUBLIC AGREEMENTS	32
7	EQUIPMENT (UPDATED TO 31 DEC. 2015)	33
8	ORIGINAL LOGICAL FRAMEWORK FROM TFF:	35
9	COMPLETE MONITORING MATRIX	35

Acronyms

BTC Belgian Development Agency
CD Capacity Development

CDPR Capacity Development for Planning Reform Project

CDF Commune Development Fund

CPC Commune People's Committee (local government at commune level)

C-SEDP Commune Socio-Economic Development Plan

DNE District National Expert DOF Department of Finance

DOHA Provincial Department of Home Affairs

DPC District People's Committee (local government at district level)
DPI Department of Planning and Investment, at provincial level

GOV Government of Vietnam

ICP Indicative Cooperation Program

IT Information Technology
ITA International Technical Advisor
LED Local Economic Development
LUXDEV Luxemburg Development Agency
M&E Monitoring and Evaluation

MOHA Ministry of Home Affairs

MPI Ministry of Planning and Investment (at central government level)
MSRDP Multi-Sector Rural Development Project (in Quy Chau district; 2002 –

2007)

MTR Mid-Term Review

NEX National Execution Modality NPD National Project Director

NRDP New Rural Development Programme

NTP National Target Programme O&M Operation & Maintenance

OSS One Stop Shop

PAR Public Administration Reform
PMU Project Management Unit
PNE Provincial National Expert
PSC Project Steering Committee
PPC Provincial People's Committee

QC Quy Chau (district)

QCDF Quy Chau Commune Development Fund SEDP Socio Economic Development Planning TA Technical Assistance / Technical Assistant

TFF Technical and Financial File (= project document)

ToR Terms of Reference VND Vietnamese Dong

Intervention form

Project name	Poverty Reduction Through Institutional Capacity Strengthening in Quy Chau district and at Nghe An provincial level		
Project Code	VIE 08 036 11		
Location	Quy Chau district, Nghe An province		
Budget	Belgian contribution: 2,500,000 EUR Partner's contribution: 1,200,000EUR		
Partner Institution	Nghe An provincial people committee		
Date of implementation Agreement	September 2009		
Duration (months)	48 months		
Target groups	Relevant public servants at Nghe An provincial level, Quy Chau district and its 12 communes Residents of 12 communes of Quy Chau district		
Impact ¹	To promote pro-poor socio-economic development through support to public administration reform at provincial, district and commune level		
Strengthening the institutional capacitie governments in decentralized developm Outcome planning, budgeting, implementation an service delivery in accordance with PAF objectives			
	Improved decentralized planning, budgeting, and monitoring and evaluation systems at all levels;		
	Improved practice of planning for Service Delivery and small scale infrastructure		
Outputs	 Improved decentralized implementation of pro-poor service delivery and small-scale infrastructure 		
	Exchange and dissemination of Results / Capitalization / Replication strategy		

 $^{^{1}}$ Impact is a synonym for global objective, Outcome is a synonym for specific objective, output is a synonym for result

Global appreciation

Describe your global appreciation of the intervention (max 200 words):	Describe your global appreciation of the intervention (max 200 words):		
	, , , , , , , , , , , , , , , , , , , ,		
	Communes in becoming investment owners of small-scale development projects. Population and citizens have been sensitized to the rationale and the importance of		
	participation in SEDP preparation.		

205 locally prioritized projects have been implemented.
Score your global appreciation of the intervention ³ :
Satisfactory BTC execution official ⁵

Alain Devaux Resident Representative The Belgian Development Agency Vietnam

² Very satisfactory - Satisfactory - Non satisfactory, in spite of some positive elements - Non satisfactory

³ Very satisfactory - Satisfactory - Non satisfactory, in spite of some positive elements - Non satisfactory

⁴ Name and Signature ⁵ Name and Signature

PART 1: Results achieved and lessons learned

1 Assessing the intervention strategy

1.1 Context

1.1.1 General context

Since 2010, Vietnam has officially become a middle-income country. To maintain this level of development and to avoid the "middle income trap", Vietnam needs to reform its public administration, improve the market economy institutions to boost productive forces and improve public services delivery. In the context of the global economic downturn these imperatives become more urgent. At the same time, the country is facing a dilemma of scattered and ineffective public investment, while resources remain limited and provincial authorities are increasingly held accountable to their constituencies. In other words, Provinces have to find answers how to sustain growth and at the same time improve the quality of public services in a context of tighter resources.

Part of the answers is found in improving the country's planning system. Recognizing the need for planning reform to align with the requirements of the market economy, since the 90s, there have been continuous efforts to improve the national planning system. Three phases can be identified in the reform of the socio-economic development planning, the SEDP. The first phase of experimentation (until 2006), the second of piloting participatory planning (until 2009), and the third institutionalisation phase to ensure the participatory approach is sustained, and good governance at sub-national level is secured. Currently, in this third phase, Provinces are reforming their planning system towards effective bottom-up planning practices. Sometimes these reform initiatives were initiated with support from external funding agencies.

So far, more than 30 provinces have implemented local planning reform. Many provinces have understood the necessity of piloting first, until there was enough persuasive evidence about usefulness and benefits. Many provinces, including HoaBinh, Quang Tri, NinhThuan and Ha Tinh, have rolled out planning reform province-wide by institutionalising the

participatory planning approach; they introduced their guidelines on participatory C-SEDP. Following the experiences of pioneering provinces, also Nghe An province has issued this year a regulation on institutionalising the C-SEDP approach province-wide, Decision 811. According to this regulation, further explained in this evaluation report, all NgheAn Communes will develop their commune plans following the participatory C-SEDP approach.

1.1.2 Institutional context

Although so far a specific legal document on planning reform has not yet been available, the legal basis for C-SEDP reform already exists in many guidelines, directives and policies of the Party and State, from legislation to National Target Programmes (NTP). The first and also the most important legal basis for the application of participatory C-SEDP is the Law on Organization of People's Councils and People's Committees. The law has clearly defined that the first task of all government tiers is to formulate their respective SEDPs. However, in many provinces, communes and districts this task focussed mainly on budget allocation plans after higher levels had informed them on the targets and budget estimates. They are not really concerned about using SEDPs as a tool for local development management. SEDPs at different levels are usually designed without relevant stakeholders' participation. Development priorities of the grassroots level have not been determined with public participation and are not integrated into the development priorities of the higher level SEDP towards the national SEDPs. This is the key shortcoming of the current commune plan. Therefore, the participatory C-SEDP is essentially the application of a new way to perform the statutory function of the Commune People's Committee

Although a separate legal document governing planning reform has not yet been available, MPI has repeatedly affirmed that planning reform at sub-national level is decided by the PPC. MPI itself has also issued a letter to encourage provinces to adopt a new participatory planning approach. Given the difficult socio-economic situation of the economy, the Government has recently announced a programme of radical reform in state management with three economic restructuring tasks, including public investment reform. To restructure public investment, planning and budgeting reform, and enhancement of SEDP M&E should be seen as a priority. To further improve the legal framework for public investment, the

National Assembly passed a new Public Investment Law during the first annual meeting session in May–June 2014. According to this Law, all provinces are required to develop their Medium-Term Investment Plan (MTIP), which should include a list of public investment projects potentially being funded in the course of five years, depending on funding availability. Projects that are not listed in this plan will have basically no chance to be funded. In fact, MTIP can be seen as an effort at central level to gradually link development and budget plans.

1.1.3 Execution modalities context

Until 2012 the project was implemented as a parallel structure next to the normal government functioning. Government staff implemented the project; it was their way of interpreting NEX, it was seen as 'budget support'. A main constraint was that at the start of the project the Institutional Capacity Assessment study of April 2010 has insufficiently informed the PORIS agenda. Implications of this omission were for instance that no agreement was made on the capacity constraints of the various government tiers and on a strategy to work on capacity development. Another constraint of the project at the start was that it was seen as a second phase of the previous Multi-Sector Rural Development Project; technically oriented, with little focus on governance and politics.

The year 2012 was a transition year. The QCDF was temporarily suspended after the Audit report, and Communes and villages expressed their dissatisfaction on the way the project was implemented. The MTR at the end of 2012 provided an analysis on the use of NEX until that moment (pp. 27-29).

Provincial leadership decided to change project management at Provincial and District level, and new discussions with BTC created an opportunity to work out an agreed upon NEX modality for the project. Main agreement was that the project aims at establishing a Commune driven development approach and that the project will assist in creating the institutional capacity for sustaining this approach. Arrangements were made for BTC to be the technical adviser in this institutional development process.

After the MTR, the NEX modality started to bear fruit: project management (DPI vice- director and DPC Chairman), together with a minimum of BTC paid staff, continued to manage the project, making use of targeted consultancies, training activities and BTC coaching. Provincial, District and

Commune staff worked in the project as their regular job, not anymore as additional assignment.

1.1.4 Harmo-dynamics context

Within Nghe An Province there were four donor supported projects working on governance aspects, three more specifically on planning reform. Coordinated by DPI they arrived at a single manual for C-SEDP. Harmonisation with other relevant BTC projects (SPR and PARROC) was less relevant because PORIS had less to offer until the time of their closure, mid-2013. The mission hopes that the PORIS experiences will find its way to the BTC supported CDPR project at national level. The stocktaking note will be an opportunity to share the lessons from the project and to create linkages.

Synergies have been developed with other provinces having piloted and institutionalised C-SEDP such as Quang Tri, Hoa Binh and Ninh Tuan.

1.2 Important changes in intervention strategy

There was no real change in the intervention strategy. However the project faces important difficulties to adapt and shift from an integrated rural development project into local development with an institutional focus. The project had a very slow start and achieved few results in the first two years operations (2010-2011). The project misunderstanding misinterpretation of NEX resulted in delayed and poor qualitative outputs. These were fixed in the course of 2012 allowing the start of important activities (communication strategy, Local Economic Development Study (LED) and a capacity assessment and plan). The project had to be freezed and audited in 2012 due to serious overspending in the QCDF. This was the symptoms of serious project misunderstandings. Those were fixed following the MTR. The project was restarted on new grounds and following sensitization workshops with local authorities early 2013. This coincided with the appointment of new PSC chair, project director and vice director. The project could be fully and adequately restarted in 2013 with an adequate focus on commune capacity and C SEDP preparation and implementation. Given the time wasted at the beginning, the project has achieved reasonable results and interesting lessons worth sharing with stakeholders. A stocktaking note is in the final making.

2 Results achieved

2.1 Monitoring matrix

decentralized development planning, budgeting, monitoring and evaluation, implementation and public service delivery in accordance with PAR objectives ### Discription of the citizens. PORIS demonstrated that commune driven development is effective because increases local contributions and facilitates local development initiatives. It also paved the way for increased transparency and accountability operational #### Quality planning cycle of Quy Chau is operational Quality planning cycle of Quy Chau is operational The Communes in Quy Chau District have all introduced the C-SEOP planning cycle incorporating the six steps that make the planning system participatory and Commun driven; Institutional capacities meet all planning cycle requirements Most capacities to run the project cycle (individual, organisational and institutional) are available in the Communes and District. Capacities for M&E and O&M arrangements of the small-scale infrastructure projects still need attention. M&E capacities are divided in M&E for plan implementation and for properly executing the new planning		Deseline	End	End	
decentralized development planning, budgeting, monitoring and evaluation, implementation and public service delivery in accordance with PAR objectives ### The Communes can efficiently deliver local services addressing the needs of the citizens. PORIS demonstrated that commune driven development is effective because increases local contributions and facilitates local development initiatives. It also paved the way for increased transparency and accountability of the way for increased transparency and accountability. #### Quality planning cycle of Quy Chau is operational The Communes in Quy Chau District have all introduced the C-SEOP planning cycle incorporating the six steps that make the planning system participatory and Commun driven; Institutional capacities meet all planning cycle requirements Most capacities to run the project cycle (individual, organisational and institutional) are available in the Communes and District. Capacities for M&E and O&M arrangements of the small-scale infrastructure projects still need attention. M&E capacities are divided in M&E for plan implementation and for properly executing the new planning		Value	t	obtai ned	Comments
operational all introduced the C-SEDP planning cycle incorporating the six steps that make the planning system participatory and Commun driven; Institutional capacities meet all planning cycle requirements Most capacities to run the project cycle (individual, organisational and institutional) are available in the Communes and District. Capacities for M&E and O&M arrangements of the small-scale infrastructure projects still need attention. M&E capacities are divided in M&E for plan implementation and for properly executing the new planning	decentralized development planning, budgeting, mevaluation, implementation and public service deliv	onitoring a	and		political support, communes can efficiently deliver local services addressing the needs of the citizens. PORIS demonstrated that commune driven development is effective because it increases local contributions and facilitates local development initiatives. It also paved the way for increased transparency and
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Provincial Administration Performance Index Nghe An province ranks 37/63 on the overall	requirements	(individual are available Capacitie of the small-need attein M&E for properly eapproach	in the C s for Ma -scale in ntion. Mo plan impexecutin	Commur &E and ofrastrud &E cap olementing the n	al and institutional) nes and District. O&M arrangements cture projects still pacities are divided ration and for ew planning

http://papi.vn/en/profile/nghe-an.html	PAPI Index 2013. Between 20 Nghe An has gone up of corruption, public admin. Proslightly over public service delihas gone down on vertical and transparent and slight participation at the local level the PORIS on one of the 12 province might not have inflindicators.	on control of occedures and ivery. Nghe an accountability tly down on . The work of district of the
OUTPUT 1: Improved decentralized planning, k and evaluation systems at all levels	oudgeting and monitoring	Reasonable results achieved on planning, budgeting and implementati on at commune level. Less progress on M&E
New revised and updated provincial regulations issued supporting decentralized planning and implementation	A new C-SEDP planning guide been developed and being imp time	
Improved system of planning in place	A new C SEDP preparation proplace and being applied by Qu District without project support was institutionalised through P 881	y Chau . The process
Improved system of budgeting in place	C SEDP is prioritising projects based on available resources. The QCDF allowed the communes to have access to predictable resources At the end of PORIS, without having an additional QCDF to cover for project resources, the Communes had learned to use the funds of two NTPs (P135 and NRDP) for resourcing their C-SEDP	
Improved system of M&E in place (for the commune / district SEDP)	Community supervisions board strengthened to monitor the im of the local projects. An integra system has however not been	plementation ated M&E developed yet
Improved system of public access to information in place	Public access to information had greatly increased through inte- communication on C SEDP pr	nse

A participatory M&E system developed and mainstreamed into regular reporting systems of the government	implementation, Information abo priority setting	ct prioritisation, project ut planning process and was made transparent and sted in public access to
Regular technical and financial reporting system at all levels	vav the district F been put in place	I reporting of the communes inance department has e increasing the commune and the trust of the DoF in the
OUTPUT 2: Improved practice of provincial and development planning for economic developm delivery and small-scale infrastructure		Planning practices at commune level has changed and improved drastically. All communes are able to produced good quality participatory, resources- based C SEDP independently
Quality of Commune annual plans	After four planning cycles (2010, 2011, 2013 and 2014) all Communes have made their C-SEDP independently, with District staff acting as resource persons The plans made in June 2014 for the fiscal year 2015 contain analytical information about the Commune, have a justified priority list of projects, and a large number of projects are resourced	
Commune plans take into account assessments of social, economic, administrative service and small scale infrastructure completed	C SEDP has move from a purely administrative desk work to a participatory process building on the local and collective knowledge and experiences of the territory. Local Economic development opportunity assessment has been undertaken to feed in the C SEDP process. This needs to be improved through more systematic territory analysis	
Province, District and Commune staff fully understand the strengthened planning, budgeting, M&E procedures	mastered by the staff. Significant understanding th up commune SE	s is fully owned and communes and district achievements related to be participative and bottom-EDP processes. C SEDP on is a positive evolution

Province technical Staff adequately guides	Significantly improved. Synergies between
District and Communes in planning, budgeting	district and communes staff on planning and
and M&E processes	budgeting has significantly improved
Commune plans are gender sensitive both in	Village meetings were frequented by a
output and procedure	majority of women and that in a large
	number of LED projects, women farmers
	were the main beneficiaries.

than 200 locally id		The project assisted the Communes in becoming investment owners of small-scale development projects PORIS entrusted public management responsibility to the communes, together with adequate technical support, access to small, but predictable, budget allocation and gradually developing accountability systems.
Plans are adequately implemented	During the course than 200 locally id development project PORIS	
Good tendering, accounting, practices in place at all relevant levels	The Communes have improved their performance in three areas: Priority setting, Contracting out and	

	construction supervision, Improved financial management.
O&M procedures in place (both regulations and practice)	Operation & Maintenance (O&M) procedures are addressed, but mainly informally, without formulating specifically who will be responsible for what.
O&M fees collected	no
Amount of O&M fees spent on maintenance	no
OUTPUT 4: Exchange and dissemination of r	esults, capitalisation, replication
strategy and extension of the project	
Synergies between projects	Nghe An is part of as group of more than 30 Provinces in which bottom-up planning experiences have taken place. Nghe An developed collaboration and partnerships on C SEDP with likeminded provinces such as Ha Tinh and Quang Tri and Hoa Binh. This appears to be important for the C SEDP institutionalisation process.
Joint trainings, evaluations, programmes	communication strategy was prepared and many communication activities were undertaken to sensitize the stakeholders about the planning approach of the project (newsletters, website, posters, TV and radio program, flyers,)

2.2 Analysis of results

2.2.1 To what extent will the intervention contribute to the impact⁶ (potential impact)?

Not only the project had an impact on the stated end beneficiaries, the poor of Quy Chau district who benefited from 200 local identified public projects, but it also h=gave them a voice in the decision making process for the local government spending and institutionalized it in the new

 $^{^{6}}$ Terminology : Impact = General Objective ; Outcome = Specific Objective; Outputs = Expected Result

approved C SEDP process. Nghe An now operates a more efficient, participatory pro poor planning and budgeting system and the case has bee made for the communes to be entrusted with capital budget allocation to pursue this process. Ample evidence that poor villagers have benefitted from the project have been gathered and will be part of the stocktaking note.

A second impact of the project is how the Commune and District staff reacted to the new planning approach. They expressed an increased commitment because now they were working on real needs instead of working on an assignment from above, a desk job. This change in mind set will be an important asset to use in further rolling out the approach in the Province.

A third – unintended – impact that can be attributed to the project is that the word 'accountability' received meaning for villages and Communes. Villages became more accountable for their own planning; village headmen are more accountable to their villagers. And Communes are now accountable for the discretionary funds they receive and subsequently to the villages that benefit from these funds.

2.2.2 To what extent has the outcome been achieved? Explain

Nghe An provincial authorities and BTC have been piloting decentralised planning, budgeting and implementation at the communal level in Nghe An province. The project rationale was to bring decision making process on local services delivery and economic development closer to the citizens with the expected aim to increase efficiency and accountability. With about 55% of the overall state expenditures and 75% of capital expenditures done at the sub national level, Vietnam could be seen as a highly decentralized country. Vietnam however still operates a nested budget and planning system within a hierarchical subordination and vertical integration of plans at all levels. This creates tensions in the decentralised system. The project entrusted public management responsibility to the communes, together with adequate technical support, access to small, but predictable, budget allocation and gradually developing accountability systems. The project proved that with adequate technical and political support, communes can efficiently deliver local services addressing the needs of the citizens. The PORIS demonstrated that commune driven development is effective because it increases local contributions and facilitates local development initiatives. It also paved the way for increased transparency and accountability.

2.2.3 To what extent have outputs been achieved? Explain

The project achieved the following major achievements:

- Planning approach has fundamentally changed in the province from an administrative desk work to a participatory and more inclusive exercise for the preparation of C SEDP
- Communes leaders and staff have taken ownership of local development (planning, budgeting, implementation monitoring)
- Communes have been entrusted with discretionary capital budget allocation (QCDF) to implement local priorities
- Population and citizens have been sensitized to the rationale and the importance of participation in SEDP preparation
- 205 locally prioritized projects have been implemented

Result 1: Changing the planning system:

- Institutional analysis of planning systems in the province was undertaken
- Local Economic Development (LED) study was undertaken to identify LED opportunities in District and communes.
- New Planning manuals and guidelines were developed
- Communes prepared single integrated C SEDP with all available resources

Result 2: Improving planning practices

- A total of over 100 people at provincial/district/ communes were trained on the new planning approach
- After 3 planning cycles with Province and District support the Communes now make their C-SEDP independently
- 30 trainers were trained through ToT to sustain planning practices
- Trainings on C SEDP planning was provided to all districts and communes staff of the province
- Communes implemented the full planning/budgeting/implementation /M&E through the QCDF

Result 3:

- Each commune had an annual QCDF drawing rights based on poverty, population and size (predictable to allow planning)
- Communes were provided with an annual QCDF allocation to implement priorities from the C-SEDP identified with the communities
- 205 locally identified projects were implemented with communes

ownership, including:

- 101 small scale infrastructures
- 73 social service delivery
- 31 local economic development projects

f projects	r	number
repair	1	4
/School	2	22
rain/irrigation	2	27
inity houses	2	26
ograding	5	5
	7	,
quipment	1	4
	1	5
	2	20
	1	2
ne	1	2
	1	2
	1	2
	4	
se and	3	3
	repair //School rain/irrigation unity houses ograding ell, drinking ystem quipment earning ents unity house ent nents health ents health ents ine nents sing model ion eeding replication cutting e eree se and als	repair 1 //School rain/irrigation 2 unity houses 2 ograding 5 ell, drinking 7 ystem 7 quipment 1 earning ents 1 unity house ent 1 nents health 1 inents ine nents sing model ion 2 cutting ents 2 uree se and 3

 QCDF was not an investment fund but a capacity development tool "learning by doing"

Result 4:

- Communication/sensitisation activities : project newsletter, project web page, newspaper articles, TV programs,...
- Study and workshop on the lessons learned and replication of the C SEDP
- PPC Decision no. 811/QĐ-UBND on the institutionalization of the C SEDP methods (enlarging the methodology to the entire province)
- Recent Final Evaluation positively assessed the impact of the new planning approach
- Stocktaking workshop with other provinces held in October 2014
- Stocktaking note

2.2.4 To what extent did outputs contribute to the achievement of the outcome?

The extent, to which the results have contributed to the outcome (specific objective) in two ways, is measured by its indicators:

Quality planning cycle of Quy Chau is operational. All Communes of Quy Chau have implemented the six-step planning model as prescribed in the C-SEDP manual. However, the District has not yet succeeded in monitoring the quality of the cycle. Indications from the mission are that villagers are more satisfied and feel more involved in their own development. Institutional capabilities meet all planning requirements. The answer to this question depends on how wide 'institutional' is interpreted. Commune and District capabilities have certainly improved to a level that proves the ability of the Commune organisation to become the investment owner, i.e. to have primary responsibility for the entire project management cycle. The District organisation has shown to be an effective support organisation. Capacities for M&E and O&M arrangements of the small-scale infrastructure projects still need attention. The question remains whether the Provincial organisation – being responsible for more than Quy Chau District – is able to function as a proper support to all 21 Districts. An unplanned positive effect of the project is that all Districts, with their 480 Communes, have been trained in the new C-SEDP approach.

Looking beyond Nghe An Province, which is one of the intended effects of Result 4, is still

a road with good intentions. This is to a certain extent an area of political influencing and less easy to predict. Nevertheless, PORIS should also be seen as a contribution to the larger institutional reform agenda of Vietnam in which participation, local democracy, domestic accountability, decentralisation and increasingly important political dimensions that central government has to consider. The contribution of PORIS to this larger debate is important.

2.2.5 Assess the most important influencing factors. What were major issues encountered? How were they addressed by the intervention?

The project stated on the wrung footing both with a misunderstanding of the execution modalities as well as with a misunderstanding of the institutional focus as opposed to the previous integrated project. It took a while before the district felt at ease and willing to provide the commune with the project management ownership. The MTR and the freeze of the project due to over expenditures in the QCDF came as a shock and eye opener for all stakeholders. The project can be restarted on good ground with a shift from District to Commune centred management. Project management was entirely renewed and communication between province, district and BTC improved. Those were the ingredients that made the project to restart on adequate ground to reach reasonable results given the time lost in the beginning.

2.2.6 Assess the Integration of Transversal Themes in the intervention strategy

As a project aiming at local government capacity development, PORIS did not have a special focus on gender and environment, even though a specific gender focussed indicator is mentioned under result 2 of the logframe. The reports that the mission received give a similar impression. The PMU reports do not mention these themes, the BTC Results Reports provide minimal information. Women and environmental issues are taken into account when prioritising projects (in the C-SEDP manual). In addition, children issues are taken into account by the 12 Commune projects that focus on improving learning conditions at primary schools.

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⁷ Only mention elements that aren't included 1.1 (Context), if any.

In the discussions with Communes and villages the mission found out that village meetings were frequented by a majority of women and that in a large number of LED projects, women farmers were the main beneficiaries. If these themes are to become priority issues in the future of the C-SEDP, then the C-SEDP manual would need to include them as separate guidelines and formats on how to deal with these topics, e.g. a simple environmental impact and/or gender assessment.

2.2.7 To what extent have M&E, backstopping activities and/or audits contributed to the attainment of results? How were recommendations dealt with?

As stated above, the MTR and financial audits of the QCDF were triggers for the PORIS to be put back on tracks. The recommendations of the MTR and of the audit were diligently applied and followed up by the stakeholders to put the project back on solid ground. The implementation of the recommendations was followed by the PSC which regularly met during the second part of the project lifespan.

3 Sustainability

3.1.1 What is the economic and financial viability of the results of the intervention? What are potential risks? What measures were taken?

The financial viability lies in the commune accessing resources to be able to pursue C SEDP. As part of Decision 881 to institutionalise the planning process development by the project to the entire province, the provincial authorities committed to provide the communes with an annual budget of 7 M VND per commune to undertake participatory C SEDP process. In addition steps have been taken (study undertaken by the project) to allow the communes to access NTP funds to be able to fund the C SEDP.

3.1.2 What is the level of ownership of the intervention by target groups and will it continue after the end of external support? What are potential risks? What measures were taken?

During the final two years of the project, the partner organisations (Province, District and Communes) have understood that PORIS was a tool for sustainable capacity developmentPORIS has succeeded in creating a number of sustainable changes. The main ones are the formal arrangements for District and Commune Planning groups, the integration of C-SEDP training in the Provincial curriculum and the regulation of the bottom-up planning approach in the Province (Decision 811). In

working towards these changes the relationships between villages, Communes and District have changed from a top-down relationship towards a more mutual accountability relationship in which each level has its own role to play. These are important conditions for further developing the C-SEDP.

To keep these changes alive, further capacity developments would be needed:

- Ensure that Communes remain having a predictable budget with which they can autonomously plan their priority projects. This could be in the form of NTP budget (like the already available P135 or NRDP) or direct provincial/district financing.
- The C-SEDP will have more chances to survive if there will be a
 District and Province SEDP. At the moment, District and Province
 are still making their annual plans based on assignments from the
 higher levels. DPI and the PPC Vice-Chairman are in favor of
 these developments towards vertical integration.
- Bottom up planning would take off more rapidly if formally supported by the national level; a possibility may be the upcoming local government law, in which the responsibilities of the various government tiers will be elaborated.
- Formalization of O&M and M&E systems at the village level. Commune staff are realizing this constraint and would be supported if practical procedures would be provided and trained.
- Make sure that the main CD players in the Province (like DOHA, Vinh University and the Political School) jointly work on CD support activities for the Commune, District and Province SEDP.
- 3.1.3 What was the level of policy support provided and the degree of interaction between intervention and policy level? What are potential risks? What measures were taken?

During the final evaluation debriefing workshop, a discussion was initiated on how the Nghe An experiences can benefit the national agenda towards an overall new planning decree. In these discussions, also representatives from Hoa Binh, Quang Tri, and Ha Tinh took part. The discussion centred around two change strategies:

- Top-down. Provide relevant information to MPI and ask them to come up with a decree that can be implemented nationally
- Bottom-up. Create as many good C-SEDP examples as possible; create a critical mass of Provinces that do things differently. The only thing MPI needs to do subsequently is regulate what is already

happening in reality.

The first strategy was seen as 'useless', MPI would not likely initiate a new decree by itself. Countervailing power from below is needed. To this effect Hoa Binh, the Province with the most elaborate experience in C-SEDP, was asked to take the lead and inform other like-minded provinces. A second avenue of action would be to inform the Provincial members of the National Assembly on the advantages of Commune driven planning, e.g. via the recently formulated stock-taking note on PORIS experiences.

BTC's contribution to sustain the C-SEDP approach would be to select like-minded

provinces for the CDPR provincial component and to include Nghe An in the PAR support

project; this will provide Nghe An with the opportunity to further institutionalise the C-SEDP approach.

4 Learning

4.1 Lessons Learned

PORIS has been an enriching experience for all involved: Government staff, BTC and villagers. Three main lessons can be highlighted: on continuity of the C-SEDP, on the speed of learning and on BTC-government relations.

- 1. C-SEDP development continues after the donor funded support: PORIS was one of the projects piloting the C-SEDP. Just like the experiences in other provinces, we can safely say that – given the appropriate institutional support – Communes are well able to be the investment owners of Commune socioeconomic development projects and investments. Foreign funding has helped in creating feasible C-SEDP approaches and Commune driven development have remained effective even after the end of the donor support (experiences of Quang Tri and Hoa Binh Provinces).
- 2. Leadership matters: The MTR was a critical document highlighting various shortcomings of the project until 2012. During that period, there was even talk of suspending the project indefinitely. Then, with the proper Provincial leadership, the project 'miraculously' changed course. Only by changing three positions (PSC chairman, Provincial project manager and District project manager) the project got into gear and created enthusiastic project implementers at all levels. This leadership driven development saved the project. For the mission a strong sign that (political) leadership is a crucial area to address when planning and managing projects.

4.2 Recommendations

Recommendation	Source	Target audience
Ensure proper agreement and understanding of execution modalities (NEX) before the project starts		ВТС

Organise project start up workshop with all stakeholders to ensure a shared understanding of the project objective, approach, strategy, allocation of tasks,	ВТС

PART 2: Synthesis of (operational) monitoring

- 1 Follow-up of decisions by the JLCB
- 2 Expenses (as of March, 2015)

Sum of	Column								
AmountBudCur	Labels	Year	Year	Year	Year	Year	Year		
Row Labels	2,009.00	2010	2011	2012	2013	2014	2015	Grand Total	Note
VIE0803611_A_01_01	(168,400.00)	(188,120.00)	(186,365.00)	(222,155.00)	(312,198.00)	(526,477.00)		(1,603,715.00)	contribution for project activities
VIE0803611_Z_01_01	(25,944.87)	(83,925.94)	(27,453.12)	(42,577.87)	(118,641.73)	(224,394.56)	(2,836.10)	(525,774.20)	Technical assistant
VIE0803611_Z_02_01	(42,027.87)	(46.43)				(568.93)		(42,643.23)	Vehicles
VIE0803611_Z_03_01			(7,145.18)	(5,979.03)	(33,880.00)	(813.24)		(47,817.45)	Evaluation
VIE0803611_Z_03_02			(7,000.36)	(6,699.34)	(26,812.03)	(8,387.99)		(48,899.72)	Audit
VIE0803611_Z_03_03		(3,760.19)	(3,429.24)					(7,189.43)	Execution modalities
VIE0803611_Z_03_04	(101.10)	48.56	(5,052.60)	(6,077.67)	(5,159.73)	(23,888.87)	(500.06)	(40,731.47)	Backstopping
VIE0803611_Z_10_01						(67,452.88)	(16,278.75)	(83,731.63)	trainings, workshops, furnitures, travel & operation costs
VIE0803611_Z_99_98			3.75	(3.65)	(4.20)			(4.10)	Conversion rate
Grand Total	(236,473.84)	(275,804.00)	(236,441.75)	(283,492.56)	(496,695.70)	(851,983.48)	(19,614.92)	(2,400,506.24)	

3 Disbursement rate of the intervention

Source of financing	Cumulated budget	Real cumulated expenses	Cumulated disbursement rate	Comments and remarks

4 Personnel of the intervention (as of dec 31. 2014)

Project staff

Order	Name	Position	Start	Finish
1	Ms. Nguyen Thi Phuong Lan	Provincial Adviser cum Project Accountant	1 st December 2009	31 st March 2015
2	Mr. Pham Le Dung	Provinical Secretary cum translator	1 st October 2011	28 th February 2015
3	Mr. Tran Tuan Khanh	Provincial Driver	6 th January 2010	28 th February 2015
4	Ms. Le Thi Nga	District Accountant	1 st November 2013	28 th February 2015
5	Mr. Vi Van Sen	District Driver	20 th January 2010	31 st August 2014
6	Nguyen Thi Ngoc Hoa	District Administrator/cashier	1 st January 2011	31 st August 2014
7	Mr. Vi Van Thang	District Coordinator	1 st July 2010	30 th April 2014
8	Mr. Pham Xuan Nam	District Adviser	1 st October 2013	31 st December 2013
9	Ms. Vi Thi Thin	District Accountant	1 st October 2011	31 st October 2013
10	Ms. Nguyen Thi Anh Dao	Provinical Secretary cum translator	1 st December 2009	31 st August 2011
11	Ms. Phan Thi Tuyet Thanh	Provincial Adviser	3 rd September 2009	31 st October 2010
12	Mr. Manh Loc Khoa	District Adviser	1 st January 2010	30 th June 2010

Project-hired consultants (ST)

ORDER	NAME	POSITION	ORGNISATION
1	Mr. Vu Cuong	SEDP institutional Expert	National Economic University
2	Mr. Dang Dinh Ngoc	SEDP Expert	Independence Consultant
3	Mr. Tran Trung Hieu	SEDP Expert	CIEM -MPI
4	Ms. Tran Minh Phuong	Communication Expert	Independence Consultant
5	Mr. Bui Tuan Nha	Training Expert	Independence Consultant
6	Mr. Trinh Tien Dung	Training Epxert	Independence Consultant
7	Mr. Luong Dinh Lan	Local Economic Development Expert	Independence Consultant
8	Mr. Phan Duy Toan	Administration Reform Expert	CSDP
9	Mr. Vu Ngoc Anh	Administration Reform Expert	CSDP
10	Ms. Phan Thi Nhiem	Planning Expert	CSDP/
11	Mr. Do Phu Hai	Monitoring and evaluation Expert	Independence Consultant
12	Ms. Pham Quynh Hoa	Training Expert	NAPA
13	Mr. Nguyen Van Huan	Social Expeet	CSDP
14	Mr. Phan Ngoc Tu	LED Expert	Independence Consultant
15	Ms. Nguyen Trang Thanh	Geological Expert	Vinh University
16	Mr. Dao Ngoc Lam	Statistic Expert	InvestConsult
17	Ms. Le Vu Sao Mai	SEDP Training Expert	Vinh University
18	Mr. Dang Khac Thang	SEDP Training Expert	Nghean Politic School
19	Mr. Truong Quang Ngan	SEDP Training Expert	Nghean Economic University
20	Mr. Le My Trang	SEDP Training Expert	Quychau District PC
21	Mr. Nguyen Hung Son	SEDP Training Expert	Quychau District PC

5 Public procurement

Örder	Budget code(s)	Name of suppliers	Names of equipments	Status	completed date	Currency	Total amount of the agreement	an
1	Z.02.02	TOM.IT Company LtD	IT equipments	completed	26-March-10	VND	118,338,000	
2	Z.02.03	Dung Dieu Informatic Company	IT equipments	completed	27-April-10	VND	168,000,000	
3	Z.02.02	Huong Giang Company	Television	completed	14-Dec-2010	VND	15.000.000	
4	Z.02.03	Vinh-Incom Electrical Company	Equipments for provincial meeting room	completed	29-July-10	VND	370,348,000	
5	Z.02.03	Hien Vinh Company	Air conditioners	completed	27-June -11	VND	25,000,000	
6	Z.02.01	Hong Ha Company	Motobikes	completed	31-Jul-11	VND	193,200,000	
7	Z.02.01	Thanh Xuan Company	Motobikes	completed	01-Aug-11	VND	67,500,000	
8	Z.02.02	Panasonic Company	Air conditioners	completed	15-Jul-11	VND	24,648,000	
9	A.01.04, A.01.05, A02.03	Thanhtam computer Company	Laptops and computers	completed	21-May-12	VND	99,250,000	
10	A.02.03	Post office Nghi Loc District	LAN networks	completed	05-Apr-12	VND	210,000,000	
11	Z.02.02	Thanhtam computer Company	Printers and Projector	completed	30-June - 2014	VND	80.000.000	
12	Z.02.03	HKC Company	Audio Equipments	completed	25 Aug -2014	VND	95.000.000	
13	A.02.03	FMC Company	Furnitures for district meeting room	completed	10-Dec-2014	VND	198.930.007	
14	A.02.02	Hong Ha Company	Equipments for district meeting room	completed	20-Feb-2015	VND	197.575.000	

6 Public agreements

Order	Execution mode	Budget code(s)	Name of partner institution	Status	In force since (date)	End date	Currenc y	Total amount of the agreement	To amo eu
1	state- managed	A.01.01, A.01.02	CSDP and freelance consultants	completed	Jan 2010	June 2010			
2	state- managed	A.01.03	District Industrial Comercial Devision	completed	01-Oct-10	30-May-11	VND	55,800,000	
3	state- managed	A.01.03	District Health Devision	completed	01-Oct-10	30-Apr-11	VND	55,800,001	
4	state- managed	A.01.03	District Education & Training Devision	completed	01-Oct-10	30-Apr-11	VND	63,900,000	
5	state- managed	A.01.03	District Agricultural Devision	completed	01-Oct-10	30-Apr-11	VND	61,400,000	
6	state- managed	A.01.03	District Education & Training Devision	completed	01-Jul-10	23-Aug-11	VND	6,000,000	
7	state- managed	Z.02.02	Hoang Van Han	completed	31-Jul-11	01-Aug-11	VND	5,000,000	
8	state- managed	A.01.03	District Health Devision	completed	07-Jul-10	10-Aug-11	VND	6,000,000	
9	state- managed	A.01.04	Provincial Department of Agricutural	completed	15-Oct-11	20-Apr-12	VND	127,025,000	
10	state- managed	A.03.02	Truongxuan Company Ltd	completed	19-May- 12	30-Aug-12	VND	138,045,000	
11	state- managed	A.02.01	Netcom company	completed	20-May- 12	31-May-12	VND	57,750,000	
12	state- managed	A.02.03	Tax consultation Company	completed	25-Jun-12	18-Jul-12	VND	25,026,000	
13	state- managed	A.02.03	Post office Nghi Loc District	completed	10-Nov-11	05-Apr-12	VND	210,000,000	
14	state- managed	A.02.03	Comerial sub department at district	completed	28-May- 12	07-Jun-12	VND	31,350,000	
15	state- managed	A.02.03	Home afair sub department at district	completed	28-May- 12	06-Sep-12	VND	43,480,000	
16	state- managed	A.02.03	Health station at district	completed	30-May- 12	06-Sep-12	VND	85,609,600	
17	state- managed	Z.03.05	infomatics center T & H Quy Chau	completed	09-May- 12	14-May-12	VND	17,300,000	
18	state- managed	A.02.03	Provincial Department of Home Affairs	completed	18-Oct-11	25-Jan-13	VND	253,473,000	
19	state- managed	A.02.01	Provincial Department of Informations and communication	completed	19-Oct-11	05-Feb-13	VND	96,000,000	
20	state- managed	A.02.03	Mr. Trinh Tien Dung	completed	20-Oct-12	28-Jan-13	VND	75,685,000	
21	state- managed	A.01.02	Mr. Luong Dinh Lan	completed	25-Feb-13	20-May-13	VND	140,256,375	
22	state- managed	A.01.05	Mr. Vu Cuong	completed	02-Jan-13	27-May-14	VND	109,956,000	
23	state- managed	A.02.01	Ms. Tran Minh Phuong	completed	26-April - 13	23-Aug-14	VND	131,670,000	
24	state- managed	A.02.03	Mr. Bui Tuan Nha	completed	01-May- 13	08-May-13	VND	137,796,900	
25	state- managed	A.02.03	Mr. Dang Dinh Ngoc	completed	04-April- 14	30-April-14	VND	30,000,000	
26	state- managed	A.04.03	Mr. Bui Van Hai	completed	07-April- 14	28-Feb-15	VND	91,590,000	
	a.iagoa								

27	state- managed	A.04.01	Hoanhon Printing Company	completed	20-Aug-14	28-Aug-14	VND	63,250,000	
28	state- managed	A.04.01	Nghean Television	completed	21-Mar-14	31-Aug-14	VND	100,000,000	
29	state- managed	A.04.02	Nghean Newspaper	completed	17-Mar-14	30-June-14	VND	60,000,000	
30	state- managed	A.04.03	Daiduong Commerce Company	completed	01-Aug-14	10-Aug-14	VND	181,450,00	
31	state- managed	Z.04.03	Giaote Company	completed	15-June- 14	22-June-14	VND	30,080,000	
32	state- managed	A.04.01	Vietphat Printing Company	completed	25-Aug-14	30-Sep-14	VND	26,500,000	
33	state- managed	A.04.03	Daiduong Commerce Company	completed	18-Aug-14	20-Sep-14	VND	184,750,000	
34	state- managed	Z.04.03	Giaote Company	completed	24-Oct-14	27-Oct-14	VND	59,650,000	
35	state- managed	A.01.05	Mr. Tran Trung Hieu	completed	20-Aug-14	31-Dec-14	VND	95,850,000	
36	state- managed	A.04.03	Bailu Company	completed	15-Jan-15	25-Jan-15	VND	136,175,000	

7 Equipment (updated to 31 dec. 2014)

1. Quy Chau district people committee:

S.No	Item	Made	Origin	Purchsed	User
1.	Photocopier SHARP AR 5732	2010	China	25-04-2010	Project office
2.	Car - Toyota Fortuner	2009	Japan	01-01-2010	Project office
3.	Motorbike YAMAHA	2010	Vietnam	11-08-2011	Project office
4.	Motorbike YAMAHA	2010	Vietnam	11-08-2011	Project office
5.	Motorbike YAMAHA	2010	Vietnam	29-09-2011	Quy Chau DPC
6.	Motorbike YAMAHA	2010	Vietnam	11-08-2011	Quy Chau DPC
7.	Motorbike YAMAHA	2010	Vietnam	29-09-2011	Quy Chau DPC
8.	Motorbike YAMAHA	2010	Vietnam	29-09-2011	Quy Chau DPC
9.	Motorbike YAMAHA	2010	Vietnam	11-08-2011	Quy Chau DPC
10.	Motorbike YAMAHA	2010	Vietnam	11-08-2011	Quy Chau DPC
11.	Motorbike YAMAHA	2010	Vietnam	11-08-2011	Quy Chau DPC
12.	Motorbike YAMAHA	2010	Vietnam	11-08-2011	Quy Chau DPC
13.	Projector - NB SONY	2014	USA	25-06-2014	Quy Chau DPC
14.	Meeting chair & table	2011	Vietnam	08-11-2011	Quy Chau DPC
15.	Working table	2011	Vietnam	08-11-2011	Quy Chau DPC
16.	Air-conditioner - Panasonic	2011	Vietnam	27-06-2011	Quy Chau DPC
17.	Air-conditioner - Panasonic	2011	Vietnam	12-05-2013	Quy Chau DPC
18.	Table&chair, air-con, audio system of meeting room	2014	Vietnam	15-01-2015	Quy Chau DPC

2. Nghe An DPI

S.No	ltem	Made	Origin	Purchased	User
1.	Air-conditioner - FUJIARE	2 009	Malaysia	16-12-2009	Project office
2.	Air-conditioner - FUJIARE	2 010	Malaysia	01-07-2010	Project director
3.	Amplifier	2 010	Taiwan	29-07-2010	Meeting room 2
4.	Frequency filter	2 010	USA	29-07-2010	Meeting room 2
5.	Wireless microphone	2 010	Germany	29-07-2010	Meeting room 2
6.	Microphone	2 010	Taiwan	29-07-2010	Meeting room 2
7.	Signal selector	2 010	USA	29-07-2010	Meeting room 2
8.	Projector Panasonic PT-D6000	2 010	Japan	29-07-2010	Meeting room 2
9.	Screen sheet	2 010	China	29-07-2010	Meeting room 2
10.	Cable, jack & accessories	2 010	Vietnam	29-07-2010	Meeting room 2
11.	Amplifier	2 010	USA	29-07-2010	Meeting room 2
12.	Speaker	2 010	USA	29-07-2010	Meeting room 2
13.	Air-conditioner panasonic	2 010	Malaysia	29-07-2010	Meeting room 2
14.	TV & rack	2 010	Vietnam	14-12-2010	Traditional room
15.	Speaker, Amply, Wireless Microphone	2 014	USA	25-08-2014	Meeting room 3
16.	Printer HP LaserJet Pro 400 - M401	2 014	Taiwan	04-04-2014	General division
17.	Printer HP LaserJet Pro 400 - M401	2 014	Taiwan	25-06-2014	Agriculture division
18.	Printer HP LaserJet Pro 400 - M401	2 014	Taiwan	25-06-2014	Culture division
19.	Printer HP LaserJet Pro 400 - M401	2 014	Taiwan	25-06-2014	Industry division
20.	Printer HP LaserJet Pro 400 - M401	2 014	Taiwan	25-06-2014	Foreign economic
21.	Car - Fortunner	2 009	Japan	01-01-2010	Nghe An PPC

8 Original Logical Framework from TFF:

9 Complete Monitoring Matrix

Include the last (full) version of the monitoring matrix

10 Tools and products

Workshops organized by PORIS

Order	Name of the workshops	Budget Code	Time	Amount in VND
1	Kick off work shop on starting ICA and LED	A.01.02, A.01.02	27 -29 Jan 2010	91,372,400
2	Workshop on comments for ICA and LED assessments	A.01.02, A.01.02	10 June 2010	19,520,000
3	Workshop on starting SEDP preparation	A.01.05	14 July 2011	9,000,000
4	Workshop on comments for Conmunication Strategy	A.02.01	20July -2012	45,000,000
5	Mid term review workshop	Z.04.03	28 –Nov -2012	22.000.000
6	Workshop on comments for Training Strategy	A.02.03	28-Dec-2012	25,000.000
7	Workshop on getting comments for C-SEDP	A.02.03	5 Jan 2013	12,000,000
8	Provincial workshop on institutional C-SEDP	A.01.05	20-Jan -2014	120.000.000
9	Workshop on dissemination the C-SEDP to all districts of Nghean Province	A.02.03	12- April -2014	122.000.000
10	Workshop on final review of project	Z.04.03	27- Oct -2014	62.000.000
11	Closing workshop	Z.03.05	20-Jan -2015	132.000.000

On behalf of project management unit Director

Alain Devaux

Resident Representative
The Belgian Development Agency
Vietnam

Bui Thanh An

Deputy Director of Nghe An DPI