



**PUBLIC ADMINISTRATION REFORM AND ROLL OUT OF CPRGS IN  
HAU GIANG PROVINCE - PARROC**

**VIE 04 030 11**

**ANNUAL REPORT**

**2008**



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## 1 PROJECT SHEET

Reference documents	<ul style="list-style-type: none"> <li>• SA and TFF signed on 18<sup>th</sup> June 2007</li> <li>• Inception Report approved on 11<sup>th</sup> June 2008</li> <li>• Progress Report approved by 3<sup>rd</sup> PSC on 11/12/09</li> </ul>
Timeframe	4 years (1/7/2007 - 30/06/2011)
General objective	to promote pro-poor socio-economic development and poverty reduction through public administration reform at the provincial, district and communal levels
Specific objective	to improve the institutional and human capacities, the organisational set-up and the performances of the relevant local governments in the fields of development planning and budgeting and public service delivery
Result-areas	<ol style="list-style-type: none"> <li>1. Improvement of the planning and budgeting process and system at the provincial, district and commune level.</li> <li>2. Improvement of the local administrative and socio-economic service delivery systems.</li> <li>3. Improvement of the capacity of training institutions in providing PAR and project-related training.</li> <li>4. Dissemination of the lessons learned from the project.</li> </ol>
Geographical location	Hau Giang Province – Viet Nam
Target beneficiary	The ultimate beneficiaries of the project are the whole population of Hau Giang Province who benefit from improved services delivery and participation in the decision making process in their areas.
Total Budget	<p>2,750,000 Euro</p> <p>Belgian Contribution: 2,500,000 Euro</p> <p>Vietnamese Contribution: 250,000 Euro</p>
Key contact	<p>Mr. Chiem Thang – BTC Coordinator</p> <p><a href="mailto:spar@pmail.vnn.vn">spar@pmail.vnn.vn</a>; <a href="mailto:cchc@haugiang.gov.vn">cchc@haugiang.gov.vn</a></p>
Partner institution	People’s Committee of Hau Giang Province

## 2 BRIEF FACTUAL OVERVIEW

### **Major contextual changes**

The general situation has been stable and the direction of change in the public sector experienced at the time of writing the TFF is similar to the current situation. Vietnam is still continuing the process of transition from a plan economy to a market economy. The inclusion of Vietnam into the World Trade Organisation is an extremely significant example of this transformation process and as a consequence of this the pressure to change the public sector and especially the planning system is mounting. Thus the risk that the plans and planning process become out of touch with reality is steadily increasing.

Decentralisation is one of the underlying themes of the PARROC and is a major policy of the Vietnamese Government and according to the World Bank "Decentralisation is perhaps one of the most important governance and institutional reform initiatives toward reducing poverty in South Asia."

At the time of writing the TFF it was expected that a new law on planning would be approved and it was expected that the PARROC would be able to work very closely with the MPI on piloting the new measures introduced. Unfortunately the new law has been delayed and is not expected to be finalised and approved until at the earliest 2009/2010. Therefore there is still no clear mechanism that promotes the local government's pro-activity and creativity. As far as is known this does not mean that the intentions with the law have been dropped. The PARROC has been working closely with the MPI as it is seen as of vital importance for the sustainability of the Project that it does not bypass the formal system with the risk of marginalising the PARROC and that innovations introduced by the project may not be sustained after project completion.

### **Changes within the project itself**

The project operated without the presence of the International Senior Technical Adviser (STA) since 20/06/2008 due to the expired contract of 2008. Although the STA continued providing advisory comments from distance the limitations of timeliness and practicality are inevitable.

The international open tender for the position of Senior Technical Adviser (STA) has been started by BTC. The deadline for submission was 24/11/2008. It is expected that the new contract will be effective in early of 2009 and lasting until the end of project with short-term and flexible inputs where the special technical expertise of the STA is needed

Mr. Jan Van Lint – has interim acted as BTC ResRep in Viet Nam in replacement of Mr. Tom Smis to keep the role of co-chairman in the Project Steering Committee for the last 6 months of 2008 until Mr. Dirk Deprez officially started his position in mid-December 2008.

Mr. Ngo Van Gam – Vice Director of DOHA replaced Mr. Tran Van Quan in the position of Vice Project Director responsible for the component of public service delivery and training according to the Decision no. 1969/QĐ-UBND of the Hau Giang PPC Chairman dated 01/09/2008.

### 3 OVERVIEW OF ACTIVITY PLANNING

#### 3.1 Overview of completed activity

Result-Areas / Key activities	No.	Remarks
<b>Preparation/Inception activities</b>		
To establish the PMU and appoint local staff for key positions in the PMU	P.1	Completed
To recruit the BTC Coordinator	P.2	Completed
To recruit other full time supported staffs for the PMU	P.3	Completed
To recruit the STA	P.4	
o For the first consecutive 6 months	P.4.1	Completed
o For the remaining project life-time (part-time inputs)	P.4.2	In progress
To prepare PMU offices	P.5	Completed
To establish the PSC	P.6	Completed
To set up the cross-sectoral Task Force	P.7	Completed
To set up Sub-PMUs	P.8	Completed
To prepare the PMU organisational and operational regulations	P.9	Completed
To draft the Project Management Manual	P.10	Completed
To enhance the PMU capacity	P.11	
o LFA and teambuilding for PMU, Task Force and SPMUs	P.11.1	Completed
o Training in administrative and professional skills	P.11.5	In progress
To procure project vehicles	P.12	Completed
To purchase office equipment and LAN	P.13	Completed
Project Inception Report	P.14	Completed
To organise the start up workshop	P.15	Completed
To organise biannual PSC Meetings	P.16	3 <sup>rd</sup> PSC Meeting
Financial audits (upon requested by PSC)	P.17	Not requested
Mid-term review	P.18	Jun-July 2009
Final evaluation	P.19	April-May 2011

<b>Improvement of the Planning and Budgeting process and system at provincial, district and Commune/town levels</b>	<b>1</b>	
<b>Clear and detailed picture of planning situation obtained</b>	<b>1.1</b>	Completed
Study and assessment of the current planning situation	1.1.1	Completed
Recruit planning consultants	1.1.1.a	completed
Assess current planning situation	1.1.1.b	completed
Report on current planning situation	1.1.1.c	Completed
Recommendations for future actions	1.1.1.d	completed
<b>Participatory planning materials and data available</b>	<b>1.2</b>	
Study visits to relevant projects and central institutions for experiences and lessons learned	1.2.1	
National study visits for experiences and lessons learned	1.2.1.a	Mar-Apr 2009
International study visit to developed countries	1.2.1.b	May-Jun 2009
Development of planning manuals and organisation of training on the basis of these manuals	1.2.2	In progress
Define new methodology for calculating the plan targets	1.2.2.a	In progress
Draw up planning manual including planning process	1.2.2.b	May-Jun 2009
Issue legal document on new planning process	1.2.2.c	Jul 2009
Organise training based on the planning manual and in accordance with the replication strategy (1.5)	1.2.2.d	Jul-Aug 2009
Build up data base to support planning at commune/town level by introducing PRA in pilot communes	1.2.3	In progress
Carry out PRA	1.2.3.a	Completed
Recruit national IT experts (database software contract)	1.2.3.b	Completed
Build up software of database system including training	1.2.3.c	Jan 2009 - Jun 2010
Equip hardware of database system accordingly to software	1.2.3.d	Apr-Jun 2009
<b>Training on participative planning delivered to key stakeholders</b>	<b>1.3</b>	Completed
Organise PPB training	1.3.1	Completed
Training of trainers	1.3.1.a	Completed
<b>Planning is used as an effective Management Tool</b>	<b>1.4</b>	
Carry out PRA	1.4.1.a	Completed
Recruitment of consultant for M&E and action plan	1.4.1.b	Completed
Action Planning workshop incl. M&E	1.4.1.c	Completed
Develop M&E System and training	1.4.1.d	Completed
M&E of the implementation of SEDPs 2009 of 6 pilot communes	1.4.2	Jan-Dec 2009
Monitor the implementation of SEDPs 2009 of 6 pilot communes	1.4.2.a	Regularly
Evaluate the implementation of SEDPs 2009 of 6 pilot communes	1.4.2.b	Quarterly
<b>Lessons drawn and incorporated into replication strategy for whole Province</b>	<b>1.5</b>	
Assess the implementation and develop the next phase design	1.5.1	Mar – Apr 2009

Replicate the model in line with the replication strategy designed	1.5.2	Jun 2009 - Jun 2011
<b>Improvement of the local administrative and socio-economic service delivery</b>	<b>2</b>	
<b>Building on/completing phase 1 administrative service delivery</b>	<b>2.1</b>	
Assessment of OSS experience in Hau Giang Province	2.1.1	Completed
Recruit PSD Consultant (s)	2.1.1.a	Completed
Carry out assessment	2.1.1.b	Completed
Assessment Report of OSS experience produced	2.1.1.c	Completed
Recommendations for future actions	2.1.1.d	Completed
Support preparation of additional administrative service improvements	2.1.2	Completed
Recruit ISO consultants	2.1.2.a	Completed
Prepare models for implementation	2.1.2.b	Completed
Support implementation of additional administrative service improvements in pilot districts (Phung Hiep, Nga Bay, Long My)	2.1.3	Sep 2008 - Aug 2009
Establish documentation system	2.1.3.a	Completed
Support IT application (hardware and software)	2.1.3.b	Jan – Mar 2009
Operate the established system	2.1.3.c	Jan – Aug 2009
Internal audit for 1 <sup>st</sup> time	2.1.3.d	Apr 2009
Correct the non-conformities	2.1.3.e	May 2009
Internal audit for 2 <sup>nd</sup> time	2.1.3.f	Jun 2009
Correct the non-conformities (2 <sup>nd</sup> time)	2.1.3.g	Jun 2009
Internal audit for 3 <sup>rd</sup> time	2.1.3.h	Jul 2009
Independent evaluation of a certified organisation	2.1.3.i	Aug 2009
Provide related training and capacity building for 3 selected districts for ISO application	2.1.4	
Train on setting up ISO 9001:2000 documentation system	2.1.4.a	Completed
Train on operating the system	2.1.4.b	Jan 2009
Train on internal audits	2.1.4.c	Mar 2009
Train on corrective actions	2.1.4.d	Apr 2009
Train on communication with the evaluation mission for certification	2.1.4.e	Jul 2009
Train on sustainable maintaining the system	2.1.4.f	Aug 2009
<b>Piloting approaches to social and economic PSD at sub-provincial level</b>	<b>2.2</b>	
Institutional appraisal of service delivery	2.2.1	Completed
Recruit PSD consultant	2.2.1.a	Completed
Organise appraisal	2.2.1.b	Completed
Report of PSD appraisal	2.2.1.c	Completed
Recommendations for future actions	2.2.1.d	Completed



Study tours to interesting models of socio-economic PSD	2.2.2	
National study visits to good PSD models	2.2.2.a	Mar-Apr 2009
International study visit to developed countries	2.2.2.b	May-Jun 2009
With the relevant Provincial and District authorities, develop a service delivery improvement plan in social and economic sectors	2.2.3	Completed
Recruit consultant	2.2.3.a	Completed
Continue review and improve the 6 commune SEDPs 2009	2.2.3.b	Completed
Action Planning and budgeting workshops	2.2.4	
Recruit consultant	2.2.4.a	Completed
Cost estimation in details for each activity of the 6 commune SEDPs	2.2.4.b	In progress
Train officials in the 2 pilot districts/town and their constituent communes pilots	2.2.5	
Recruit consultants	2.2.5.a	Completed
Carry out TNA	2.2.5.b	Jan 2009
Prepare training programme	2.2.5.c	Feb-Mar 2009
Carry out training	2.2.5.d	Apr-Jun 2009
Establish CDF rules and criteria	2.2.6	In progress
Supplement rules and procedures for budget balancing	2.2.6.a	Jan 2009
CDF support to implementation of actions plans for service delivery in key areas	2.2.7	Jan 2009 - Jun 2011
Related technical support for PAR issues arising out of management of implementation of service delivery action plans	2.2.8	Jan 2009 - Jun 2011
Evaluate implementation impact (annual Communal performance assessment) and develop models for replication	2.2.9	Jun 2009
<b>Replication strategy for dissemination of pilots through the Province</b>	<b>2.3</b>	
Hold a series of consultations/ workshops with target Districts and Communes, their respective technical/sectoral departments and other key stakeholders in and users of services	2.3.1	Mar-Jun 2009
Provide advice, as required to, replication	2.3.2	Jun 2009 - Jun 2011
<b>Improvement of the capacity of training institutions in providing PAR and project related training</b>	<b>3</b>	
<b>Training areas and delivery arrangements identified</b>	<b>3.1</b>	
Conduct capacity assessment of local training providers	3.1.1	Completed
Recruit training consultant	3.1.1.a	Completed
Assess the capacity of local training providers	3.1.1.b	Completed
Report on capacity of local training providers	3.1.1.c	Completed
Develop training plan	3.1.2	Mar 2009
<b>Training resources developed</b>	<b>3.2</b>	
Prepare training materials	3.2.1	Jan – Mar 2009
Train trainers	3.2.2	

Train trainers on new methodology	3.2.2.a	Completed
Technical support to local trainers on training methods	3.2.2.b	Apr-Jun 2009
Support necessary IT	3.2.3	Mar-Apr 2009
<b>Training related to participatory planning and improved PSD delivered</b>	<b>3.3</b>	
Series of training courses in the two principal project areas for leaders, technical staff and mass organisations, in accordance with the training plan.	3.3.1	Apr-Jun 2009
<b>Sustainable training delivery</b>	<b>3.4</b>	
Assess local training institution capacity building for sustainable results	3.4.1	Jun 2009
Continue support to local training providers for sustainable results	3.4.2	Jul 2009 – Jun 2011
<b>Dissemination of lessons learned from the Project</b>	<b>4</b>	
<b>Prepare a communication strategy for the dissemination of lessons learned</b>	<b>4.1</b>	
Recruit the communication consultants	4.1.1	Completed
Draw up communication and public awareness strategy	4.1.2	Completed
<b>Establish a network between pilot Districts/Communes as proposed in the communication strategy</b>	<b>4.2</b>	In progress
<b>Design web and develop other communication tools as proposed in the communication strategy</b>	<b>4.3</b>	
Organise relevant training courses	4.3.1	Periodically
Maintain and improve the project web-pages	4.3.2	Regularly
Publish project quarterly newsletters	4.3.3	Quarterly
Develop other communication tools and some awareness activity	4.3.4	
<b>Prepare best practice cases studies for publication/distribution</b>	<b>4.4</b>	2009
<b>National workshop for experience sharing with other Provinces/ donor projects in new approaches for service delivery</b>	<b>4.5</b>	
1 <sup>st</sup> workshop	4.5.1	2009
2 <sup>nd</sup> workshop	4.5.2	2010
3 <sup>rd</sup> workshop	4.5.3	2011

## 3.2 Analysis of activity planning

While the first 6 months of 2008 the project activities focused on preparatory set-ups which have been described in the Inception Report approved by the 2<sup>nd</sup> Project Steering Committee on 11<sup>th</sup> June 2008; the second half of 2008 it was emphasized on the following priorities:

- Drafting of the Socio-Economic Development Plans (SEDPs) 2009 of the 6 pilot communes focused on public service delivery (PSD). It would be prepared in the orientation of improvement of the participation (local citizen, different levels of government and sectors), decentralisation, link to budgeting, and application of the logical framework approach.
- Institutional appraisal of public services delivered by district and commune levels to identify the socio-economic target system corresponding to the decentralised management and in connection to building up the M&E system.
- Initial improvement of administrative PSD at the People's Committees of Phung Hiep District, Long My District and Nga Bay Town through applying the quality management system in accordance with the Vietnamese standard (TCVN) ISO 9001:2000.
- Capacity assessment of the local training providers (Provincial Political School and Community College), step by step upgrading the capacity of these institutions in providing training courses to support the planning reform and PSD improvement.
- Development and follow-up of the Communication and Awareness Strategy to mobilise the support and active involvement of various sectors and levels and communities in the process of planning reform and PSD improvement.

In general, most of the planned activities in 2008 were completed as scheduled excepting minor delays which have not affected the project overall progress.

The building up of database system to support planning has been delayed due to some problems as: so new ideas of the project, tenderers afraid of its feasibility and risks, unclear indicators at the commune level etc. However, after a lot of efforts to find a feasible solution to develop the tender invitation document, the PMU has organised the tender package "Building up database system software to support socio-economic development planning in Hau Giang Province". After opening and evaluating the received offers on 25/11/2008 the Tan Dan Informatics Joint Stock Company has won the contract.

Changing of members to participate the project has also made certain affects on the continuation and trainings provided. The newer needs more time to study and familiarise themselves with project activities while very high pressure on making progress.

## 4 FINANCIAL OVERVIEW

### 4.1 Overview of expenditure versus financial planning

Result/Method	Budget	Expense 2007	Available Balance	Q1-2008		Q2-2008		Q3-2008		Q4-2008		Total		% Spent
				Expense	Planning	Expense	Planning	Expense	Planning	Expense	Planning	Expense	Planning	
A/01	257,500	930	256,570	1,800		5,600		9,100		400		17,150	145,500	12%
A/02	1,145,500	-	1,145,500	-		3,100		6,000		5,230		14,330	238,000	6%
A/03	74,000	-	74,000	-		-		2,300		8,350		10,610	59,000	18%
A/04	97,000	-	97,000	-		400		13,300		1,370		15,090	47,000	32%
Z	896,450	49,440	840,010	83,800		58,400		18,400		25,600		185,990	240,550	77%
Regie	404,930	7,970	396,960	47,700		37,800		5,000		7,060		97,420	108,000	90%
Cogest	2,065,570	42,400	2,023,170	37,900		29,700		44,100		33,890		145,750	622,050	23%
Total	2,470,500	50,370	2,420,130	85,600		67,500		49,100		40,950		243,170	730,050	33%

## 4.2 Analysis of financial planning

Major reasons for deviations could be pointed out as follows:

- (A/01/02) Initially, study visits were planned in the first half of 2008 but it was later decided by the PMU to focus on drafting strategy and concept papers. Then, in the second half of 2008 it was emphasized on drafting the SEDPs for 6 pilot communes and the study visits have been delayed to 2009.
- (A/01/04) Delay in database software development, especially difficult in finalizing the technical specifications for tendering was the biggest gap between financial planning and actual expenditures.
- (A/02/10) the CDF could not be used until the commune SEDPs were drafted and approved. It was a silly mistake at the time of financial planning to include this budget line.
- For other consultancy budget lines, it was a big safe to recruit national in stead of international in condition of equivalent in experiences and backgrounds.

## 5 MONITORING OF THE INDICATORS

### 5.1 Specific objective

According to the TFF, indicators for the specific objective will be assessed by the mid-term review which expected to happen in the middle of 2009.

### 5.2 Results

#### **Result area 1: participatory planning and budgeting**

Due to the first planning cycle has just started since July 2008, there is not enough time to measure the all indicators for this result. However, according to the PMU, the following indicators stated in the TFF could be achieved to some extent so far:

- breadth of participation from stakeholders at different levels and impact of their participation on planning decisions taken
- improvement of planning methods as evidenced by quality of plan docs and data used
- degree of prioritization achieved
- rate of integration of plans into budget system
- quality of indicators for monitoring

#### **Result area 2: public service delivery**

Based on the process of drafting Socio-economic Development Plan (SEDP) in 6 pilot communes and their SEDPs for 2009 approved in principle by the 3<sup>rd</sup> Project Steering Committee on 11<sup>th</sup> December 2008, the following indicators stated in the TFF could be achieved at 6 pilot communes so far:

- priority services identified in local plans and budgets
- key constraints identified and measures adopted in action plans
- CDF support for implementation mobilized

#### **Result area 3: sustainable training**

There are not many activities implemented upon the end of 2008 excepting some activities on capacity assessment of local training providers and training of trainer (TOT).

#### **Result area 4: dissemination of lessons learned**

The purpose of this component is to disseminate experiences and lessons learned from the above results, thus it takes a necessary delayed time for evaluation and documentation before dissemination.

The key activities for this result have been implemented so far are the Communication and Awareness Strategy developed and some of its recommended tools applied such as the project website, project quarterly newsletters, etc.

### 5.3 Indicator evolution (chart)

There are no changes of indicators so far.

## 6 ASSESSMENT OF MONITORING CRITERIA

### 6.1 Efficiency

#### **Timeliness of results**

Most of activities have been completed on time excepting some minor delays which have not affected whether the results are achieved.

#### **Use of resources in completing activities**

The resources could be better utilised with higher quality of the activities if lower pressure of progress.

The current organisation model for the project has been assessed as the best appropriate model to the project characteristics and substance.

Activities could be carried out more efficiently if the International Senior Adviser would be present more frequently.

#### **Progress in achieving results indicators**

The results indicators been achieved with rather high extent.

All implemented activities are contributing to the planned results.

### 6.2 Suitability

It is still early to assess whether the inputs and the activities are being delivered and utilised contribute to achieve the expected results and subsequently whether the expected results will contribute to achieving the specific objective. It is expected that the mid-term review in the middle of next year will answer the question.

### 6.3 Sustainability

It is not possible to assess how likely the intended benefits generated by the Project are to be maintained and pursued once the Project has been completed. This can only be assessed at a later stage in implementation.



## 7 MEASURES AND RECOMMENDATIONS

### 7.1 Overview of the assessment criteria

Sections 5 and 6 state quite clearly that it is still early in the Project life to answer questions relating to monitoring of the indicators or to assessment of monitoring criteria. However, based on the signals so far, the initial assessment by the PMU could be between the code B and C. It is expected that the mid-term review will provide a comprehensive and objective evaluation of the project achievement.

### 7.2 Recommendations

The mid-term review should be conducted in the middle of year 2009. It will help to evaluate correctly the project efficiency, suitability and sustainability in order to recommend necessary strategic changes for the remaining project duration.

## 8 PLANNING FOR THE UPCOMING YEAR (YEAR 2009)

### 8.1 Activity planning year 2009

As referring the section 3, most of foreseen activities will be completed by middle of year 2009. Then the remaining activities of the project, including the second half of 2009 will be subject to the findings and recommendations of the mid-term review.

### 8.2 Financial planning year 2009

Result/Method	Budget	Expense to 2008	Available Balance	Financial Planning for 2009
A/01	257,500	18,080	239,420	173,500
A/02	1,145,500	14,330	1,131,170	494,910
A/03	74,000	10,610	63,390	52,000
A/04	97,000	15,090	81,910	20,000
Z	896,450	235,410	661,090	175,770
Regie	404,930	105,370	299,560	112,200
Cogest	2,065,570	188,150	1,877,420	803,980
Total	2,470,500	293,520	2,176,980	916,180

## 9 CONCLUSIONS

### 9.1 Activities and Finance

There are no changes in activity planning envisaged at this stage in relation to the TFF.

### 9.2 Monitoring criteria

9.2.1 Efficiency – as section 6

9.2.2 Suitability – as section 6

9.2.3 Sustainability – as section 6

