



Final Report

Contract:

**Mid-term review of the Public
Administration Reform project in the
Ministry of Home Affairs (MoHA) –
MoHA PAR project**

Vietnam

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**Public Administration
International**

**Mid-Term Review of the Public Administration Reform project in the
Ministry of Home Affairs (MoHA)**

Final Report

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Acronyms and Abbreviations

AWP	Annual Work Plan
CTA	Chief Technical Adviser
DOHA	Department of Home Affairs
DOSSI	District One Stop Shop Index
DPO	Detailed Project Outline
HE	Higher Education
HR/HRM	Human Resources/Human Resource Management
M & E	Monitoring and Evaluation
MARD	Ministry of Agriculture and Rural Development
MoCST	Ministry of Culture, Sport and Tourism
MoET	Ministry of Education and Training
MoF	Ministry of Finance
MoH	Ministry of Health
MoHA	Ministry of Home Affairs
MoLISA	Ministry of Labour, Invalids and Social Affairs
MP	Master Plan
MPI	Ministry of Planning and Investment
MTR	Medium Term Review
NEX	National Execution
NGO	Non-Government Organisation
NPD	National Project Director
NPM	National Project Manager
OECD	Organisation for Economic Co-operation and Development
OoG	Office of Government
OPI	One Plan Indicator
OSS	One Stop Shop
PAI	Public Administration International
PAR	Public Administration Reform
PC	People's Council
PCI	Provincial Competitiveness Indicators
PM	Prime Minister
PMU	Project Management Unit
PSC	Project Steering Committee
PSD	Public Service Delivery
RRF	Results and Resources Framework
SEDP	Socio – Economic Development Plan
SEDS	Socio – Economic Development Strategy
SIDA	Swedish International Development Agency
SMART	Specific, Measurable, Achievable, Relevant and Time-bound
TOR	Terms of Reference
UN	United Nations
UNDP	United Nations Development Programme
WB	World Bank
WP	Work Plan

Executive Summary

Part I of the Report, in a customary manner for UNDP Medium Term Reviews (MTRs), provides first a summary of the context – the Public Administration Reform (PAR) Project (Section 1.1).

It outlines the history of the process in Vietnam as a comprehensive renovation of the state and the two Master Plans since 2001, the second of which, from 2011 to 2020, is about to start. It identifies key decisions in the policy framework as well innovations from the donor side (One UN Fund). The four key outcome areas of the current PAR Project of UNDP/Ministry of Home Affairs (MoHA) are itemised, together with the project rationale and results to date, which include a Government-initiated Independent Review. The many challenges that still face PAR implementation are also summarised.

Section 1.2 outlines the Terms of Reference (TOR) of the UNDP External MTR, stressing its forward-looking nature. It is followed by Section 1.3 on MTR Methodology. Key points here concern the fairly limited coverage in terms of both central and local level stakeholders and the need to meet the requirement to start producing a translated draft as early as the second week of the mission. These are some of the limitations itemised in Section 1.4. Nevertheless, they were to some extent mitigated by some important direct insights, such as seeing the One Stop Shop (OSS) up and running in Trac Ninh and by undertaking an extremely thorough review of all documents and reports which enabled the review team to make the case in terms of the relevance, effectiveness/ efficiency and sustainability of all activities undertaken, being done or to be done.

No exotic analytic tools were therefore required for this mission.

Section 1.5 examines project management arrangements - steering body/task force and Project Management Unit (PMU), wider stakeholders and project finance. The budget has been hugely under spent and the project started four months late – seen by MoHA as a *prima facie* case for extension.

Part II of the report presents, first, a framework for analysis of key findings. This comprises the following elements: (a) It conducts the analysis by each of the four components/result areas in turn, plus the last domain of project management; the latter is important in terms of “process” issues. (b) In each case it does this in terms of the relevant One Plan Indicator (OPI) or Results and Resources Framework (RRF) output/target – what was expected in each case (see table in next section).

Thus the findings reported concern: (a) main project results to date, both positive and negative. (b) The conclusions/recommendations in terms of what should/could be done (where needed) to improve. (c) What can/should also be done in the remainder of the project period, especially in terms of new approaches/directions and/or activities.

Under **Component 1**, PAR management/policy development and monitoring and evaluation (M & E), the largest number of activities (seven) has taken place under M & E Output 1.1. These range from system design through study tours to piloting. A number of important key findings have been made on institutional framework design aspects from international experience and consultants’ proposals are on the table for establishing the framework. Whilst this is a very relevant and needed project output, the MTR concludes that the consultant output has not been developed with the necessary consultation with potential users at central and local levels, nor bearing in mind the need to relate substantively to PAR specific indicators.

Under Output 1.2, PAR Master Plan (MP) 2011-2020, key outputs are assessed to date, especially the findings of the Independent Review Report conducted by an independent company DEPOCEN, the workshop thereon and the draft Decision of the Prime Minister. The MTR is in agreement with the main thrust of these outputs which point to a more focussed PAR Master Plan (MP) with emphasis on service delivery of various kinds. The MTR concludes with an itemisation of the key directions for the next PAR period, the rationale for the same and calls for timely holding of the proposed final national workshop on future directions for the next PAR period, to be chaired by the Prime Minister.

Under **Component 2**, (Alternative Public Service Delivery (PSD) and Ministry/ Provincial Performance Management Systems), the MTR reports on three PSD pilots conducted by three stakeholder Ministries in

higher education, public hospitals and libraries respectively (Output 2.2.1). These are all aimed at introducing autonomy and agency concepts into the operation of the three services selected for piloting.

In higher education, the MTR assesses the key documentary outputs in developing proposals for autonomous management of universities in professional, organisational, financial domains. It concludes with an evaluation of both the positive and negative aspects of the proposals, for example in terms of good stakeholder participation, on the one hand, and, on the other hand, less attention to scoping and planning for implementation. In public health, similar conclusions are reached, especially on the need for a better road map for implementation, communications with the widest body of stakeholders, need for monitoring indicators and review of piloted model, say after two years.

The MTR finds differently with regard to the applicability of the autonomy concept to public libraries. The situation of public libraries is different legally and financially. Thus the relevance of Decree 43/2006 is more in terms of introducing better corporate governance into public libraries. MTR recommends MoHA project support to the Ministry of Culture, Science and Technology (MoCST) to make a study of such an approach to improving library services.

Under subcomponent 2.2 on OSS, MTR reviews two key outputs, on an Evaluation Index for OSS and on Results of Field Trip on District level OSSs nationally, and finds positive aspects in terms of inclusion of customer survey cards and on the wider organisation and system-wide prerequisites for OSS success. It makes recommendations for lesson-learning for replication and sustainability and suggests a role for the MoHA project in standardising common indicators. A Prime Ministerial review is also under way.

Under **Component 3** on Local Government Capacity/Reform, the MTR reviews three substantive reports, reported training materials and the 2011 MoHA Department of Local Government (draft) Annual Work Plan (AWP). These include: the Index on Review of Results in implementing the pilot for abolition of People's Councils – which it finds an over-complex instrument; Report on Implementation of Pilots (about follow-up activity and support); training of trainers plans; and a major and useful project contribution to the Proposal on Assignment of Power and Responsibility for the People's Committee and Chairs. Finally the MTR makes comments on the draft MoHA Department of Local Government proposed activities for support in 2011 in terms of: a) its high degree of consultant dependency and hence the need to engage effectively with central and local staff; b) the need to pay attention to democratic governance aspects (people's voice); and c) the need for international experience and peer review to play a role, as appropriate.

Under **Result Area 4**, PAR Communications/Partnership, the MTR assesses the Partnership Strategy under output 4.1. It finds that it needs to be made more inclusive in terms of more non-government and non-donor actors and that the Strategy Paper produced under the MoHA project is not going to get far with proposals such as establishing an Advisory Council. This could be facilitated if the MoHA project also takes on a more balanced partnership approach in terms of fewer “top-down” working relations with Ministries as well as with provinces. Facilitating working amongst provinces could be a key direction for the future and inclusion of the results of OSS experience-sharing workshops proposed could be included under the section on database development below. Support to Database (output 4.2.2) is assessed in the next section in terms of the need to be clear about the scope and target and to make it more exciting by posting real success stories of provincial OSSs. The Partnership Forum plays a useful role annually and in its next meeting it will be important to cover the new PAR MP.

Finally, under **Project Management**, MTR assesses achievement of what the Detailed Project Outline (DPO) and the 2010 AWP target: recommendation for more team work via staff meetings, Capacity Building Plans and recent human resources (HR) review of MoHA. It has various strengths as well as inherent weaknesses. Hence the recommendation for a more engaged rather than “dirigiste” role vis-a-vis Ministries and provinces, more in line with its “clout” within the machinery of government. Recommendations for staffing (international and local) are made in this next section.

PART II of the report explains our approach to reviewing the project, draws conclusions and makes recommendations, as follows:

a) What has worked, what did not and why? And has the MoHA project made any real difference to the condition of Vietnam's public administration in rendering it more fit for purpose as an agent of both accelerating economic development as well as public service delivery on a broader social basis? b) What is

still relevant in the original project design for activities for implementation in the remaining period and how?
c) What new directions, if any, should the project take?

An initial caution in making this assessment is that it is obviously difficult to evaluate any project in the absence of outcome indicators – as was the case with the DPO and subsequent AWP of this project and as remains the case. The Results and Resources Framework (RRF) only covers delivery targets.

Under Result Area 1 (PAR MP and M & E), PAR MP is clearly now more oriented and the first ever Independent Review for Government has been conducted through the project. The PAR MP is now more focussed on relevant aspects, namely service delivery, at this historical juncture. This section sets out some seven key aspects of directions for MP II, makes four recommendations for their realisation, with the rationale for the same. The PAR MP process was truly significant in the sense that Government, for the first time, agreed on an Independent Review of a major policy programme. All of the foregoing will therefore require policy review at the end of piloting, calling in terms for additional capabilities at the centre of Government.

With regard to M & E, the next section examines what has worked, which has been a promising start on developing a system but with negative achievements in terms of delivery or non-delivery of quality outputs – especially SMART (Specific, Measurable, Achievable, Relevant and Timebound) indicators that are specific to public administration functions. In conclusion, nine recommendations are made. These range from the entire approach (the need for a whole of Government approach, less consultant dominance and more user involvement, links to other M & E initiatives) as well as specific proposals such as broader capacity building workshops and provincial funds for good performers.

The next section addresses component 2 on Public Service Delivery (PSD). It first makes some overall conclusions about the three Ministerial pilots, Education, Health and Culture: their relevance, the fact that they are just starting, the importance of a learning approach, with wide stakeholder and professional staff involvement as major employing Ministries and with cognizance of relevant international experience.

In Higher Education, what has worked includes involvement of stakeholders, adoption of a cost effective approach in terms of policy implementation analysis, good scoping and benchmarking. What has worked less well is coordination with other Government partners. This is one of the key recommendations for improvement along with the recommendation to cooperate with the World Bank Higher Education Project.

In Health, what has worked is an ability to make a clear impact assessment and critically to review Decree 43 application, make adjustments therein and to use internal task forces with key stakeholders. Recommendations include: emphasis on implementation feasibility analysis in any consultancy inputs, a realistic road map and policy review after two years.

In Culture it was found that the project had raised awareness of the importance of good governance in libraries but that the autonomy principles were less relevant. The former should therefore be the focus for any project support for further studies.

The next section considers OSS under Output 2.2. The main direct observations were in Bac Ninh, where an impressive operation was witnessed that showed strong leadership, partnership with the private sector and public user involvement. Broader project field surveys of OSS nevertheless show constraints in the organisational environment. The major recommendation therefore is for the project to organise experience-sharing workshops on overcoming constraints and development of a common set of indicators.

In Result Area 3, Local Government Reform, what has worked so far is raising awareness of the need for a new executive model for local government and the need to renovate local authorities as a result of the pilot of non-establishment of People's Councils at district and ward levels. Results have been mixed in terms of report quality, from less than usable in the case of Assessment Methodology to sound in the case of strengthening local administration leaders. Seven recommendations are made, covering aspects such as popular participation, a more engaged approach to consultant work, the use of relevant international experience, support for the introduction of amended legislation and combining progress reporting with M&E of PAR performance.

The fourth and final result area is PAR Partnership and Data Base. Here, the report on Output 4.1 (Strengthened Partnership) comments on the continued relevance of this output but also the need for its broadening. It recommends more policy dialogue activity, civil society engagement and the search for alternative modes of non-Government participation or civic engagement in the public policy process.

The final Output 4.2 on PAR Data Base is seen as highly relevant and fundamental to any strengthened M & E becoming a reality or any knowledge-based policy options being pursued in the domain of public service delivery. The section recommends measures to make it even more relevant, including clarity over users, their interests and, in this connection, how to make it more imaginative in telling live stories.

Area 5, Project Administration, though not a result area, has been reviewed in terms of capacity issues and management constraints, with recommendations for a more collaborative approach with partners in the machinery of government, amongst other things.

The final section of the report, Section IV, is on recommendations on the project scope and activities for the remainder of the project cycle.

Recommendations on the above are given below under three main priorities time-wise: immediate, intermediate and long-term. They are based on the findings of the previous section that the project, with appropriate focus, continues to be relevant and that it has the potential for major benefits in the future trajectory of public administration in Vietnam at this point – improved service delivery to all citizens. However, as also indicated, there are ways in which the project might be handled better for the remainder of its life.

The immediate conditionalities concern three key ingredients of sustainability. They are: a) political commitment; b) verifiability; and c) capacity.

In terms of conditionalities: (a) The workshop on PAR MP II to be chaired by the Prime Minister needs to be held very soon; (b) the PM then needs to sign off on the decree in this connection (each of these two being matters of political commitment); (c) finally, a project logframe needs developing with proper outcome indicators (to make possible verifiability).

Thereafter, a number of decisions (mostly on capacity) are required on: (a) MoHA team building by way of, say, a regular staff meeting; (b) appointment (or not) of an international (part-time) Chief Technical Adviser (CTA) or alternative arrangements; and (c) proposed additional staff. An immediate action to start as soon as possible the Capacity Building training for MoHA envisaged on planning and reporting on PAR implementation. This paves the way for two key short-term actions: i) developing the PAR M & E system; ii) building PAR performance M & E capacity.

In the intermediate term, in order to keep up the momentum so as to demonstrate to the citizenry some early successes in the PAR process, it is important to apply that commitment and capacity to the priority areas indicated. These are: (a) Localities (local government reform); (b) OSS dissemination; (c) PSD in health and education.

In the longer term, a number of areas merit priority attention: (a) regular arrangement of the Partnership Forum policy dialogue (for example on the role of the state in PSD; autonomous agency model; governance, popular participation and local government reform); (b) PAR data base and communications; (c) HRM reform (including recruitment, remuneration and performance management) with a link to PSD in Health and Education as large employer Ministries.

Finally, four examples are provided of recommendation for further project action under two key components in short through medium to long-term in areas of: 1) development in PAR M & E system and building PAR performance M & E capacity; (2) improving higher education services and public library service delivery for consideration by Mission Two (project last phase (re-) formulation).

I. INTRODUCTION

Context

1. Public Administration Reform Project

The comprehensive renovation process in Vietnam has taken place since 1986 with a shift from the bureaucratic and subsidized centrally-planned economy to the socialist-oriented market economy. In addition to economic reform, Public Administration Reform (PAR) has been considered by the Government of Vietnam as a core factor in the renovation of the political system since 1995 and was reinforced in 2001 with the promulgation and then operation of the PAR Master Program 2001-2010. The PAR MP was approved by the Prime Minister's Decision 136/2001/QĐ-TTg, September 17, 2001, and focused on four strategic areas: institutional reform, organizational structure, civil servants and public finance management. This is a programme of great significance that the Government, for the first time, adopted at a strategic level, indicating PAR objectives, solutions and a road map for the whole ten-year period. PAR MP 2001-2010 has been reviewed by Government and a new PAR MP for 2011-2020 has been formulated, which will give strategic direction for coming ten years.

However, there still remain irrational issues and challenges in the current public administration system. In order to address some of these challenges, the Ministry of Home Affairs (MoHA) is assigned by the Government of Vietnam to implement the Public Administration Reform (PAR) Project funded by UNDP and other international donors through the One UN Fund since 2009. The Project aims at strengthening the capacity of the Vietnamese Government's agencies in accelerating and improving PAR efficiency and effectiveness. The project has been formulated within the anticipated key results in the One UN Plan to expand and deepen the public administration reform process. Practically this is closely linked to the Government Decision 53 to accelerate PAR, improve government efficiency and effectiveness.

To support the Government of Vietnam, four outcomes have been identified:

1. PAR process management and policy development strengthened
2. Public service delivery reform assessed and piloted
3. Local government reform
4. PAR communications/information system improved and PAR partnerships strengthened.

The importance of creating an efficient, responsive and transparent public administration in Vietnam is a shared goal amongst both Government and donor partners.

The project has already been implemented for almost two years. A Government review of the Master Plan and the next phase of PAR, as well as an independent review, has been conducted under the umbrella of a MOHA-UNDP project. PAR in Vietnam remains at a critical juncture. For example, two current topics are crucial for the future of public administration reform in Vietnam. First of all, the non-establishment of People's Councils at district and ward level – an issue for National Assembly review. Secondly, continuing challenges in implementing the Law on Cadres and Civil Servants. The Law is crucial to developing a more transparent and meritocratic human resource management system in the public sector and its implementation will be crucial for the success of the next stage of reforms.

The internal government review presents an honest, frank and self-critical discussion of issues around implementation. It highlights achievements in enhancing the legal normative framework, simplifying administrative procedures and reforming the organization and structure of local governments. However, the review also reveals some shortcomings. For example, although many legal documents have been issued in the past ten years, the quality of most of them is still low and implementation is inconsistent. Another example where targets are lagging behind is in the area of human resources and salary reform. Measures taken over the last ten years have not achieved a breakthrough in the professionalisation of the civil service. It is still difficult for the public sector to recruit and retain talented people, and to provide decent salaries which cover living expenses in a middle income country context.

The independent review confirms that some progress has been made in improving the legal framework – for example a reduction in timing for issuing implementation guidelines on newly-promulgated laws, and by

simplifying administrative procedures, in particular in the field of tax and customs, and the establishment of enterprises. Similar to the Government review, the independent review also indicates that human resources and salary reform have achieved too little so far.

In a presentation to the PAR Partnership Forum in October 2010, attended by the MoHA Vice- Minister and other central and local government stakeholders, the UNDP Country Director has recommended that one way to better monitor the reform process is to build two-way communication channels between the state and citizens. By asking citizens what frustrations they face, based on their daily interactions with public administrative services, valuable evidence is generated. This can be used by various stakeholders, including the Government, to improve the delivery of public services at all levels.

Professionalizing the civil service is another way to deliver better public administrative services. Key to strengthening this professionalisation is improving accountability by, for example, clarifying the roles and responsibilities for each administrative agency, as well as that of public officials and civil servants. The current Law on Cadres and Civil Servants has paved the way for this. However, greater attention still needs to be paid to implementing the civil service inspectorate system, particularly when it refers to monitoring public officials' and civil servants' behaviour, attitudes and work responsibilities.

2. Terms of Reference

Against this background, this external MTR of the PAR project has been planned to assess the project's progress against outputs and identify appropriate recommendations for the project to reach its objectives. Some outcomes have already been achieved and so it was also important to find a new direction for the project for the remaining period.

The Mid-Term Evaluation has thus been tasked with "assess(ment of) the initial achievements, relevance, effectiveness and efficiency of the project. It will be a 'forward-looking' evaluation, which will find out the strengths and weakness of the project, analyze the PAR in the context of macro-governance issues and provide recommendations which will be built on the achievements of the project. The mid-term evaluation will be outcome-oriented, meaning that the evaluation should go beyond the assessment of project activities and be geared as much as possible to project contributions towards the desired changes of PAR in Vietnam in general."

The full text of the TOR is in **Annex 1** to this report.

3. Methodology

The proposed methodology is reproduced in **Annex 2**. This was followed in most respects except for more limited coverage of provinces, non-core stakeholders and interviews with citizens or beneficiaries of public services on account of time limitation (see 1.4 below).

First, an initial desk review was conducted of documents supplied prior to the start of the mission. Second, a checklist was prepared to provide a common reporting framework (see **Annex 3**) for both stakeholder interviews and field visits. Third, initial briefing meetings took place with key counterparts – MoHA and UNDP. Finally, the internal team division of labour was decided – that was to work as a group in the light of the more limited meetings than were originally anticipated.

Assessment of results was started mid-mission at the request of the counterparts in order to have a draft translated in time for the final debriefing. Preliminary findings were shared and developed at a number of meetings with the UNDP Governance Cluster to ensure they were on track. All of the very useful ideas were taken on board for the final debriefing at MoHA in terms of the future orientation.

4. Limitations

Because of the requirement to produce a draft for translation after only week two of the MTR, visits to provinces were limited to two near Hanoi (see full list annexed of meetings held). Further, they were of limited duration and only with the very key MoHA stakeholders and relevant persons at that level. The two

provinces were not typical of all parts of, and levels of development in, the country. Nevertheless, there was a very insightful demonstration of the OSS software in Bac Ninh. Additionally, the Vinh Phuc leadership attended the debriefing in Ha Noi and made very useful comments.

Most of the meetings (i.e. with MoHA Departments and Ministries of Education, Health and Culture) were held in plenary due to time pressures and the UNDP request to start producing report mid-mission – except for the PMU, the PA Department and the Vice Minister of MoHA.

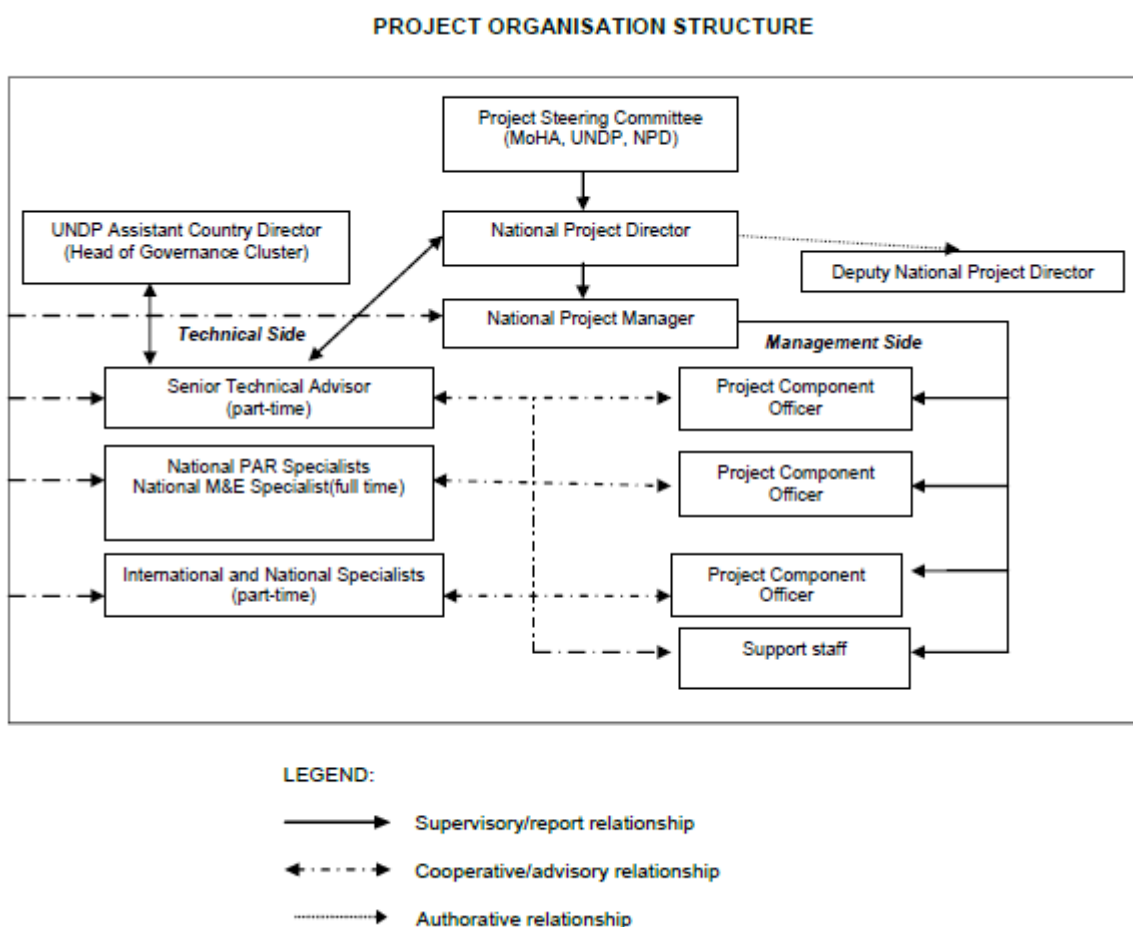
On the other hand, these limitations were to some extent mitigated by undertaking an extremely thorough review of all documents and reports for all insights needed to make the case in terms of the relevance, effectiveness/efficiency and sustainability of all activities done, being done or to be done.

No exotic analytic tools were therefore required for this mission.

5. Project Management Arrangements, Stakeholders and Finance

MoHA serves as the Project Implementing Partner under the National Execution (NEX) modality. A high level Project Steering Committee (PSC), chaired by MoHA leadership and comprising UNDP and the National Project Director, has been established. The PSC meets twice a year and approves the Annual Work Plan prepared by Project Management Unit (PMU). The PSC allocates day-to-day implementation responsibility to a PMU, with a part-time National Project Director (NDP) and full-time National Project Manager (NPM). The NPD is accountable to Government and UNDP whilst the NPM, under his direction, organises project activities, reports on and recruits national and international consultants. A part-time Senior (International) Technical Adviser is also provided for.

Figure 1 below gives the Project Organisation Structure.



Coordination with concerned Government agencies in Vietnam is done by the PSC where all beneficiaries are now represented. The project works with a number of provinces as well as line Ministries (especially Health, Education and Culture). A PAR Partnership Forum is established to bring together donors, Government and civil society, such as the business community. The project is subject to the various standard monitoring and evaluations arrangements under NEX, plus this single mid-term project review.

Budget allocated totals US\$ 4,230,000 – US\$3,800,000 UNDP funds and US\$430,000 Government funding in kind.

In 2009, \$262,000 (79% of funds) allocated was spent.

In 2010, \$794,000 (74% of funds) allocated was spent.

Thus the total spent over 2009-10 AWP periods = \$1,056,000

Out of the \$3,800,000 UNDP funds, \$2,744,000 thus remains.

Annex 6 provides a detailed summary of expenditure to date.

The budget has been hugely under spent but the project started four months late. This is seen by MoHA as a prima facie case for extension.

II. KEY FINDINGS

1. Overview:

The framework for analysis of key findings comprises the following elements:

- (a) It conducts the analysis by each of the four components/result areas in turn, plus the last domain of project management; the latter is important in terms of “process” issues.
- (b) In each case it does this in terms of the relevant One Plan OPI or RRF output/target – what was expected in each case (see table in next section).
- (c) Thus findings concern:
 - The main project results to date, both positive and negative;
 - The conclusions/recommendations in terms of what should/could be done (where needed) to improve; and
 - What also can/should be done in the remainder of the project period, especially in terms of new approaches/directions and/or activities.

The table below provides an abbreviated overview of the RRF.

Table 1 Summary Result and Resources Framework (RRF) (see Annex 8 for full RRF)

Project Objective: Accelerating and Improving PAR efficiency and effectiveness, in the context of One Plan outcomes of expanding/ deepening process at central/local levels and in terms of accountability, transparency, participation and rule of law in Vietnam

Component I	PAR process management/policy development strengthened
Outputs 1.1 M & E system and indicators for PAR designed and agreed 1.2 PAR I reviewed & PAR II oriented	Targets *Agency piloting review/revision, results-based PAR coordination system and guidelines *Govt Review PAR Report and Consultative Report with strategic options for PARII
Component II	Public Service Delivery Reform
Outputs 2.1 New PSD delivery models designed and piloted 2.2 Quality public administrative service delivery by OSS improved	Targets *3ministry pilots reviewed/implemented/ evaluated and related legal documents revised *OSS pilots, with user/citizen input and indicators implemented and tested
Component III	Local Government Reform
Outputs 3.1 Pilot abolition of PCs at district/ward levels 3.2 Support study of improving role and responsibility of local administrative head	Targets *Survey changes implemented, indicators for M& E framework and recommendations thereon *Recommendations on institutional, policy and legal framework required
Component IV	PAR Communications/Information and Partnership strengthened
Outputs 4.1 Results-based partnership, cooperation and communication strengthened 4.2 PAR information system upgraded & in use	Targets *Strategies, mechanisms & action plans introduced *Integrated PAR information system related to user needs (including donors/experts)

2. Key findings

2.1 **Component 1 (3.2.1 Result 1) – PAR management/policy development: M & E and PAR Master Plan**

Under One Plan OPI 4.1.1, there are expectations regarding “Strengthened planning, steering, coordination and overall management of the second phase of PAR Master Plan Programme (national level)”.

What have been the main results to date under this Component?

Under Output 1.1 (Monitoring and Evaluation system and indicators for PAR designed, piloted for putting into regular use later on), so far, in terms of documentary output and related outputs, these have been: (a) Reaching consensus on the PAR M & E system in Vietnam; (b) Review of existing M & E institutional framework and practices in Vietnam; (c) Desk review of international best practices regarding M & E in PAR; (d) Organization of study tours to two countries with good PAR M & E system; (e) Consultation workshop for receiving feedback on the proposed M & E system and indicators; (f) Finalization of system and indicators for PAR M&E system and indicators; (g) Conduct of pilot application of the M & E system and indicators; and (h) Finalization of guidelines for preparing, implementing and reporting PAR plans.

Findings

The key findings from the “Assessment on the PAR M & E institutional framework and practices in Vietnam for a proposed PAR M & E framework”, the “Desk Review of M & E experiences from different countries” and reports from the study tours are:

- Even before carrying out the “Assessment on the PAR M & E institutional framework and practices in Vietnam for a proposed PAR M & E framework”, it has been clear to MoHA that in the national PAR MP as well as annual PAR programmes and plans of the agencies, there has been an almost complete absence of criteria and indicators for M & E of implementation progress and results. Many concerned stakeholders have not understood the clear distinction between the concepts of monitoring, oversight/supervision and evaluation, and are not familiar with the terminologies of targets, indicators and criteria.
- The “Assessment on the PAR M & E institutional framework and practices in Vietnam for a proposed PAR M & E framework” has helped to understand the importance of the assessments of PAR achievements as the one way to recognise positive efforts. Through such assessments, provinces can learn their own shortcomings as well as how they rank vis-a-vis their peers elsewhere. The assessment has also shown the limitations in self-assessment systems.
- The “Desk Review of M & E experiences from different countries” has helped MoHA to gain experience in monitoring and evaluation of PAR from other countries and made a good selection of the countries for study tours. The study tours were organized with careful preparation and the study tour reports have shown that participants have learnt many good lessons from them. The first important message they have received is that “a country’s PAR M & E system is usually not a stand-alone system but forms part of a wider Government system for monitoring and assessing results”. The study tour members have made the recommendation that a centrally designed M & E system may be more relevant to Vietnam. They have learnt clearly that, in order to design a centrally managed M & E system, it is important to foster ownership of line Ministries and lower levels of Government in the design stage to ensure smooth implementation in later phase. Participation of experts and evaluators is critical. The next important message is that “an effective PAR M & E system is simple, user-friendly and practical with a limited number of indicators”.
- The study tours have given the participants not only the experience in PAR M & E, but also information and ideas about Government structuring and human resource management. They learnt that good M & E requires a Government structure with its agencies equipped with specific, adequately accountable, relevant, empowering and clear functions and mandates. A specific unit in charge of monitoring, supervising and evaluation should be established in each agency. Sufficient budget should be allocated for the system. Much attention should be paid to training and coaching work in order to ensure the quality of staff involved.

- A successful M & E system would generate information for multiple stakeholders and for various purposes – information to managerial staff for better management, evaluation findings for better planning and decision making, and information for citizens and businesses to ensure transparency and accountability.
- Although the Review shows clearly that “a centrally designed M & E system has to ensure ownership of line Ministries and lower levels of Government from the design stage to ensure smooth implementation in later phases”, the process of setting PAR M & E indicators by Viet Insight has not been participatory. Viet Insight’s consultants appear not specifically experienced in PAR. Therefore, the PAR M & E framework and the list of indicators recommended by Viet Insight have not been to the satisfaction of MoHA.
- PAR is concerned with the performance of the whole Government. Therefore, expertise on governance in each major sector is very important to M & E. There have been various agency/programme performance M & E initiatives and experiences in a number of Ministries and agencies, such as the Ministry of Agriculture and Rural Development (MARD), the Ministry of Health (MoH) and the Ministry of Education and Training (MoET), that the Consultant can mobilize to guide developing the PAR M & E system for MoHA. However, the experience in PAR related M & E has not been described adequately in the report.

Conclusions/recommendations

- **Relevance:** Developing a PAR M & E framework and building PAR M & E capacity will help to strengthen PAR management and improve policy development. It is relevant to the goals set by the Government as one of four overall objectives in the 2011 - 2015 Socio-Economic Development Plan (SEDP) and the National Development Strategy to 2020. It is also relevant to the priorities given by the UN for assistance to Vietnam.
- **Cost-effectiveness:** The survey to assess the M & E practice and institutional framework is not very useful. The budget could be used for participatory training on M & E to enable national, local and sector stakeholders to establish an M & E system.
- **Impacts:** The initiative of helping MoHA to develop a PAR M & E system has helped to raise awareness of PAR monitoring and evaluation by various leaders and staff.
- **Sustainability:** If the PAR M & E system is developed by the relevant stakeholders themselves with the facilitation and guidance of good PAR M & E experts, its sustainability can be ensured. Although the transaction costs for running M & E system are high they are worth it. M & E has an important role, say, in anti-corruption and in improving public investment efficiency. To ensure affordability of the M & E system, the number of indicators should be small.

Lessons:

The M & E system and indicators, as designed, should focus on three levels: MoHA, Government Ministries and provinces. The project has developed its own M & E system used for monitoring and evaluation of project activities..

- PAR project M & E should be considered as part of the M & E system for the whole Government.
- Designing the PAR M & E system should be done by the relevant Government leaders and staff, not by consultants based on surveys and desk reviews.
- Training on M & E and preparation guidelines should not be separate activities from designing the M & E system and selecting indicators.

Under Output 1.2 (“Master Plan PAR for 2001 – 2010 reviewed and PAR MP for 2011 - 2020 orientations”)

What have been the main results to date under this Sub-Component?

So far, in terms of documents produced and related outputs, there have been: (a) Initial findings from the Independent Review on the Implementation of the PAR Master Plan 2001-2010 and Proposal of PAR Master Plan 2011-20 Orientations; (b) Independent Review Report on the Implementation of the PAR Master Plan 2001-2010; (c) Workshop Report on the same; (d) draft Prime Minister's Decision on Approving the Public Administration Reform (PAR) Programme 2011-2020. The project also supported the Government of Vietnam (MoHA) to review the implementation of PAR MP 2001-2010 and formulation of the PAR MP 2011-2020. A final report was issued and submitted to the Government.

A final workshop on all of the latter was due to be held under the Prime Minister's Chairmanship in March 2011, following MoHA support under the project to the Government Task Force.

Findings

The key points of the Independent Review Report documents, with which this MTR is in agreement, are:

- a) the need to be more innovative and focused in the second PAR period - fewer objectives within range of actual capacities;
- b) continue to strive for a monitored and evaluated approach but with a better data base;
- c) in line with a) above, a central objective of quality service delivery responsive to citizen needs and based on measurable performance indicators. This should include provincial/municipal services delivery (decentralization issues) and expanding space for civil society participation.

The workshop report on the above Review:

- a) first endorses some of the lessons of the first PAR MP: need to improve awareness of PAR at all levels;
- b) calls for more rigour in the approach to piloting: need for better guidelines, need for proper review, evaluation and timely lesson learning;
- c) stresses the need for continued support through PAR in clarifying appropriate functions, tasks and responsibilities of each administrative level, decentralization, responsibility between levels of authority, between urban and rural Government and between collective and heads of administrative bodies;
- d) finally, it notes continued persistence of fundamental systemic flaws: corruption and weak ethics; formalism, authoritarianism, red tape, low civil service skills and qualifications and an "administration lagging behind the average level in the region and the world".

Finally, the (draft) Decision of the Prime Minister on Approving the PAR Programme 2011-2012 makes a number of key points of relevance to the future this project:

- General focus of PAR on reform from the point of view of service delivery by administrative units and non-business public service providers.
- Specific attention, inter alia, to more compact and rational Government organizational structure from Ministries and agencies to local governments and attached units.
- Autonomy and self-responsibility for public service units on a large scale, especially in education and health, taking into account user organization and citizen satisfaction.
- Dissemination of OSS by 2015.

Conclusions/recommendations

In terms of relevance to Government policy priority, the following would appear to the MTR team as being the key directions for second PAR period:

- The choice of UNDP project support to key directions should take into account MoHA capacity as the implementing agency.

- MoHA's strengths (despite the weaknesses reported on the HR Review (see Result Area 5)) lie in its networking capacity vis-a-vis service delivering line Ministries (Education, Health, Culture) and provinces/local government and its key role in approving organization structures and personnel.
- Realistically, therefore, the main thrust of project activity in the last phase of implementation should be on:
 - Result Area 3 - agentification/autonomy of service delivery in higher education and hospitals, as pilots, but with a proper policy review at the end of the pilots, with appropriate learning and policy adjustment.
 - Result Area 4 - creation of a performing unified, modern executive system at the local administrative level.
 - In the latter connection, OSS dissemination should be supported but under Result Area 5 in terms of providing best practice inputs into the PAR data base/web.
- As the Independent Review has also rightly pointed out, under the next PAR MP, support should be delivered on a more focused and integrated basis. Pursuing major issues such as procedural reform, salary reform, civil service training, job descriptions across the board is unlikely to get very far unless linked to major changes which are needed in substantive/functional areas. Focus on educational and health system reform will have obvious opportunities as these services represent a major portion of state employment. Any reforms achieved in the context of introducing performance management and autonomy in major employing social sectors will demonstrate a major effect.
- Economic reform has been underway since Doi Moi in the mid 1980s. The economy in terms of investment and exports is clearly performing, whilst this cannot be said with any confidence for public administration performance and its management. OSS has been one break through. Now is the time for social policy delivery improvement to ensure, for example, a healthy and well educated work force for the future, albeit in the context of growing fiscal difficulty.

These considerations should be taken into account by the Task Force under 1.2.3 and in the final national level workshop thereon. Agreement needs reaching with MoHA on how to make the case for prioritization and the need for new directions/approaches.

2.2 Component 2 (2.2.1 Result 1) – Alternative Public Service Delivery (PSD) and Ministry/Provincial Performance Management Systems

Under One Plan OPI 4.1.2, there are expectations regarding “Improved mechanisms for administrative and public service delivery responding to local needs and realities (local level)”.

What have been the main results to date under this Component?

Under subcomponent 2.1 (PSD), three baseline documents have been produced by the three participating service delivering Ministries:

- a) In the education sector, a Survey and Evaluation of the actual situation of public service provision in the public higher education sector and a Proposal for Piloting the Mechanism for Autonomy and Self Responsibility in Public Universities;
- b) In the health sector, a report on Assessment of the Implementation of Decree 43 and Proposal for Autonomy Mechanisms application in the treatment service areas of public hospitals; Ministry of Health Summary progress report Project supported by PAR Project of MoHA/UNDP;
- c) In the culture sector, Survey Results and Evaluations of Real Situation of Public Libraries' Service Delivery and Proposals for new models of Public Services.

- d) Finally, the study tours to the UK and the Netherlands were arranged to study alternative service delivery mechanisms in health, education and culture (for the UK) and to look at the public service delivery in public hospitals and public universities in the Netherlands. Post-study tour reports were produced.

A. Education

The two key documentary outputs from MoET provide a sound conceptual and analytic basis for applying the autonomy strategy to key business processes in higher education management. Through the survey and evaluation on the actual situation of public service provision in the public higher education sector and the proposal on piloting, MoET has shown the positive impacts on the application of the Decree 43/2006/ND-CP on autonomy given to public service delivery institutions and the legal gaps of the Decree to ensure the desired impacts.

Most of the autonomy principles have been followed by many universities. These are: professional autonomy, including autonomy in organizational planning, introducing teaching curricula, recruitment of staff, student enrolment, entering into partnership with other institutions and enterprises, setting the remuneration system. These have been applied to organizational autonomy and financial autonomy. Most of universities have moved from a single disciplinary to a multi-disciplinary system. Universities can develop joint training programmes with other training institutions through in-service training or contract-based training. School-industry partnership has been developed by various universities, helping to improve the relevance of the training programmes to industrial needs. Most of the universities have transferred from the subsidised mode into the self-accounting mode, balancing funds from the state budget with professional revenue sources and tuition fees. The survey has also shown the problems and difficulties suffered by autonomous universities in applying the Decree 43/2006/ND-CP.

Many universities in less developed localities or in technical areas depend heavily on state budget funding. With revenue constraints and poor cooperation with industry, many technical universities have suffered difficulties in providing practical training for their students. Decentralization in many professional areas, such as setting staff remuneration norms and extra-working time payments, for example, has not taken place. With the requirements of having to get permission from MoET for opening new training areas, many universities complained about the delays experienced in getting permits. Financial mechanisms in education are still ineffective/inefficient and not in line with the requirements of a dynamic education and training sector fit for increasing quality and meeting the developmental needs of the country. The norms of budget allocation for education are not tied to quality assurance criteria. There is also still lack of a mechanism to support disadvantaged students in places outside the scope of Program 135.

The positive impacts from application of Decree 43 have justified the need for piloting autonomy in universities. It is very clear in the Proposal what areas should be piloted for autonomy, how to select the universities for piloting, the responsibilities of the agencies involved in piloting and the risks which may happen in the process of piloting. However, the coordination between the concerned agencies, such as between the Ministry of Finance (MoF), MoET and MoHA, has not been mentioned in the Proposal. The responsibilities of the Ministry of Planning and Investment (MPI), MoHA, the Ministry of Labour, Invalids and Social Affairs (MoLISA) and other line agencies and local government have been also overlooked.

The scope of the autonomy pilot has been not very specific in terms of clarifying the responsibilities of each concerned agency in the process. For example, the responsibilities of MoLISA have been omitted. This may have resulted from the fact that the Proposal failed to indicate specifically that the tuition fees exemption or reduction policies would be revised to ensure equality between schools in the poor regions with those in the better off regions.

Conclusions/recommendations

- **Relevance:** Improving the quality of the education service as one of the objectives of the PAR project is fully in line with the orientations identified in the draft 2011- 2020 Socio-Economic Development Strategy (SEDS) and 2011- 2015 Socio-Economic Development Plan (SEDP) for human resource development.
- **Cost-effectiveness:** With the support from the project, MoET has obtained a comprehensive assessment of the benefits, gaps and difficulties in application of Decree 43/2006/ND-CP in making the

higher education system autonomous. Financial support for this activity is not high, but with the direct involvement of the MoET's leader and relevant staff, the awareness of corporate governance in higher education has been raised.

- **Impacts:** Positive impacts can be realised if autonomy principles can be followed by higher education institutions. A finding from the Survey is that autonomy (even as yet still not completed), leads to gains by higher education institutions under Decree 43/2006/ND-CP. A key gain is improving the education service quality and performance of the institutions.
- **Sustainability:** The outcomes from piloting the autonomy principles are sustainable. This is because most of the autonomy principles have been included in Decree 43/2006/ND-CP already. The active involvement of the MoET's leaders up to now is a further guarantor that the autonomy principles can be scaled up to other institutions.

B. Health

The two key documentary outputs from MoH provide a sound conceptual and analytic basis for applying the autonomy strategy to a key business process in hospital management: treatment service areas. They are relevant and, if pursued further in the present manner, are likely efficiently and effectively to produce the intended outcomes on a sustainable basis – with one or two caveats.

The 2010 (March) MoH Proposal is a solid document, and sets out a clear impact assessment of the autonomy concept on the professional services of the range of hospitals. It does this from the relevant points of view: economic management, organizational management and personnel; and constraints and difficulties in each case. It is also refreshingly critical of the universal application of Decree 43 (the “one size fits all argument”). It thus recommends appropriate adjustments to the model and categorises hospitals into four – mostly on the basis of size/range of services and institutional affiliation. The development of these ideas has been as a result of internal task forces and consultations with stakeholders.

The February 2011 progress report lays out some recommendations for further action: more national consultants, allowances for (overtime?) for participating staff, a project extension, better PAR communications and a need for a pilot road map.

In considering this under UNDP support to MoHA, care will need to be taken from a sustainability point of view that: a) in considering the request for more consultants, implementation feasibility analysis and risk assessment is undertaken (given the general issues of public administration capacity in Vietnam) and that consultant inputs are well managed and matched by staff counterpart inputs; b) in terms of communications, the broadest range of stakeholders is consulted, including doctors, nurses, hospital administrators and patients/public; and c) the road map is realistic and documented from the outset by (i) measurable indicators of progress and concrete arrangement for same; (ii) performance indicators for the reformed health care delivery system – worked out with patients/users (the profession, administration and public).

There should be a review of the implementation of the adjusted new model after two years of implementation, involving central authorities (Office of Government (OoG), MoHA, MoF), and relevant provincial and local authorities. Lessons should be drawn for further policy refinement.

C. Culture

Similar to the higher education and health sectors, in the culture sector two reports (Survey and Proposal for Piloting the Mechanism for Autonomy and Self Responsibility in Public Libraries) have been produced. The reports make a preliminary review of the situation of public libraries in regard to academic, organizational and financial autonomy and make suggestions for UNDP-financed PAR project support for measures to improve the performance of public libraries.

With regard to academic autonomy, the report does not indicate what the situation in public libraries is. The situation is not made at all clear, for example, making statements such as “the academic autonomy of public libraries is limited because of various reasons”. No reasons are given for the suggested limits to academic autonomy. The information provided that amongst all libraries, 98% of district libraries have no independent legal status and most of the provincial and national public libraries have no organizational autonomy is more

helpful. The financial autonomy of public libraries is also very weak. The library with the highest level of autonomy can afford 50% of its total expenditure at most and the library with lowest level of autonomy can afford only 0.53% of its total expenditure.

Given low levels of autonomy in the public library system, the recommendations made in the Proposal are reasonable. Instead of piloting application of Decree 43/2006/ND-C, new solutions are proposed for the improvement of the performance of public libraries. The Proposal has laid out three principles that public libraries have to follow to be piloted in raising autonomy. However, not many libraries can follow all of the three principles. Therefore, the recommendations are to classify the public libraries into two groups, one of which should get subsidies from the state for their operation.

Conclusions/recommendations

- **Relevance:** Improving performance of the library service has been considered one of the ways to improve the quality of life of the people. It is consistent with the orientations identified in the draft 2011-2020 SEDS and 2011-2015 SEDP for building a knowledge-based economy in the long run.
- **Cost-effectiveness:** With the direct involvement of the Ministry of Culture, Science and Technology's (MoCST) relevant staff in carrying out the Survey and preparing the Proposal for Piloting the Mechanism for Autonomy and Self Responsibility in Public Libraries, awareness of the need for improving the quality and efficiency of culture and sport services has been raised.
- **Sustainability:** The proposed inter-ministerial circular can only be issued after careful analysis of the specific problems and opportunities of public libraries in moving towards any kind of autonomy and setting the good governance principles relevant to public libraries. The performance of public libraries can be improved only if they have clear and relevant guidelines on running on autonomous lines. The positive impacts of any changes in legal framework can then be sustained.

Sub-Component 2.2 OSS

Output 2.2 requires that “(a) Comprehensive review report of OSS and inter-agency OSS mechanisms (is) prepared and approved”.

Under this sub-component, two documentary outputs have been produced by the MoHA PAR Department:

- a) Report of Development of Evaluation Index for Performance of District-Level One Stop Shop – DOSSI with Annex III – Microsoft Excel Software to Synthesise and Process Survey data;
- b) Report on Results of Field Trip on Provision of Public Administration Services by District-level One Stop Shops in Nine Provinces and Centrally-run Cities.

On the way forward and in terms of any approval, the Prime Minister in the meanwhile has instructed an evaluation be carried out of OSSs. Presumably, the above reports will be taken into account during this evaluation.

The DOSSI evaluation instrument, though it refers at outset to the importance of being “clear, easy to understand and simple”, provides a most complex framework for both data collection and analysis, requiring Excel software for the latter. One of the strengths of the evaluation instrument, however, is that it includes customer survey cards.

Nevertheless, the Results of Field Trip do indicate positive achievements to be built on in terms of accelerated documentary processing in the short-term and, in the longer term, on civil servant sense of responsibility. Lessons are also to be learned with regard to: a) non-compliance of some districts/agencies with new procedures/benchmarks; b) uneven impact on civil servants' work attitude; c) persisting inter-level

coordination problems; d) poor communication of PAR/OSS; d) poor facilities, equipment and budget for communications.

Conclusions/recommendations

In terms of sustainability, the MTR team's recommendations are that there should be planned inter-provincial workshops on successful story telling for replication of approaches, including indicators and benchmarks and addressing the issues outlined in (a) to (d) of the paragraph above. The workshops should be hands-on and of several days' duration in order to come to grips fully with the issues of and solutions to process re-engineering and change management in the cases concerned.

MoHA should later standardize common indicators for all OSSs and follow up on replication of the OSS model by provinces attending workshops.

2.3 Component 3 (3.2.3 Result 3) – Local Government Capacity/Reform

Under One Plan OPI 4.1.2, there are expectations of "Improved mechanisms for administrative and public service delivery responding to local needs and realities (local level). Component 3 of this project firstly aims to support pilots for non-establishment of People's Councils at district level; and secondly to make recommendations and proposals for improvements in the role and responsibility of heads of local administrative bodies.

What have been the main results to date under this Component?

There have so far been three substantive reports, reported related training materials and the 2011 Work Plan.

First, there is the Index on Review of the results in implementing the pilot for abolition of People's Councils. This sets out a highly complex assessment instrument, including nine indices and thirty-four criteria (fourteen of them "hard") and a seven-page questionnaire. Further information would be useful on how this was actually applied, given the limited capacities of MoHA and its local counterparts. The AWP 2010 refers to support provided to operationalise evaluation indicators in 2010. The project has decided not to support the evaluation of the pilot of non-establishment of People's Councils at district and ward level. The project provided a national consultant to help the Department of Local Government, MoHA to carry out the evaluation. In addition, the National Assembly of Vietnam has decided to extend the period for the pilot by one more year. The mid-point evaluation will be during the second half of 2011.

Second, the Report on Implementation of the Pilot(s) makes a positive assessment of pilots so far and calls for continued implementation, dissemination of policy and results and development of legal framework. It also proposed support activities, including from UNDP: study tour, legal drafting, training and capacity building and evaluation of results under the indicator set.

Third, AWP 2010 states that Training of Trainers courses were to be provided. Copies of reports on two Training of Trainers courses were supplied to members of the evaluation team.

Fourth, the other major project contribution has been the Proposal on Assignment of Power and Responsibility for the People's Committee in general and the chairman of the People's Committee in particular. The document sets out comprehensively and professionally the very valid objectives (to create a performing, unified, modern executive system at the local administrative level), a situation analysis since the 2003 Law, weaknesses in the latter and causes; recommendations (principles/directions) and detailed clause-by-clause recommendations; and arrangements for implementation.

Fifth, the 2011 draft Work Plan of MoHA includes a survey of results after two years. A further seven activities amount, inter alia, to hiring a consultant as the principal input. The evaluation team has commented elsewhere on the practice of hiring consultants.

Three groups of tasks are envisaged:

(a) Technical support to evaluate the supervision of performance after PCs are abolished, which the consultancy will also help to design. This includes workshops for comments on the latter as well (importantly) for citizen surveys;

(b) Recommendations for the enhanced role and responsibility of heads of local administrative agencies. The approach to this, again, is mostly surveys and questionnaires.

In regard to both the latter activities, it is suggested that the approach be more dynamic with more interface between the consultant and local government administrators. Consultants should sit down and have more open-ended discussion with the latter about what kinds of arrangements could work effectively and these should be designed together.

(c) Under the sub-component on Local Government Reform, a revised law on organization of PCs and People's Committee and elections to these bodies is to be assisted.

A proposed international study tour should come early so that lessons can be incorporated in to the design of Vietnam's reforms – where appropriate.

Bearing in mind the lessons of project implementation to date:

- a) Any consultant hired should fully engage on a team basis with counterparts at operational levels (with MoHA, local governments and units concerned);
- b) Donors' general concerns about citizens' voice in the absence of People's Councils: under non-elected bodies - who acts for citizens? The response to this question given to the MTR Team by Vinh Phuc province is that "this is the role of mass organizations". This is not satisfactory per se;
- c) Given its importance, there is a need in local government reform in all countries, including Vietnam, to involve peer review and international experience in proposals;
- d) Whilst the proposals for local administrative heads are quite sound so far, they might also benefit from such an approach.

3.2.4 Result 4 – PAR Communications/Partnership

The AWP 2010 includes as outputs: a) Designing of a partnership strategy; b) organization of an annual Partnership Forum; c) Information system upgrading and data base creation.

To this we recommend adding OSS as best practice case studies for publication on the internet. Such case studies could be created by facilitated inter-provincial workshops to introduce success stories for replication of OSS, including the indicators and benchmarks.

Partnership Strategy (Output 4.1):

Although in the AWP partnership embraces also civil society (citizens and business groups), historically the strategic focus has been on the role of Government in international mobilization of donor inputs into PAR. With regard to the non-Government elements, the consultancy report produced under the project (and not to PMU satisfaction) refers to "limited openness, goodwill and equality in partnership..." Furthermore it is remarked that hitherto, PAR donors have tended to make their own selection of region, area or organization for partnership, with Government (MoHA) playing a more passive role.

For the period 2011-20, the Partnership Strategy paper calls for more visibility to all partners in society and (by implication) more *inclusiveness (our emphasis)*. The paper does however mention that real partnership takes time to build up in terms of the need to learn from each other. There are no quick fixes, as OECD countries have learned from policy experiments with public-private partnerships.

The MTR team finds the overall objectives proposed for the Partnership Strategy satisfactory, especially objective 2 "strengthening and extending PAR Partnership..." However, the proposal to establish an Advisory Council, while a start, is not likely to get very far in terms of the longer term embedding a broader concept of partnership and the sustainability of the same.

Relevance of project output 4.1: Partnership is key but has been applied too narrowly hitherto to Government-donor relations. The 2011 AWP includes civil society/business but this needs factoring into project activity. This should be via user/stakeholder input into service delivery reform as well as user feedback on services delivered by the reformed system on an ongoing basis. Better partnership is also needed between consultants and MoHA and target government Ministries/provinces. The proposed action

plan is also very generic and the familiar legalistic/formalistic approach proposed is hardly relevant to the underlying problems, which are systemic.

The proposal for a move towards genuine sharing amongst PAR participants is relevant. These should also include beneficiaries (citizens). It should also extend not just to partnering between central and local Government but amongst districts and provinces (as proposed hereunder with regard to OSS). Civil society should also be invited to experience sharing events, but not in the usual formalistic ways such as “mass organizations”.

Data base (output 4.2.2)

TORs have been drafted for developing a data base to upgrade the information system.

The TORs appear to approach the task in sensible ways: proceeding through brainstorming with PAR/MoHA (why not all MoHA Departments involved in PAR?); participative workshops with Ministries, branches and localities; trial; drafting of implementing regulations. A good feature is the initial desk review into what exists now on the ground as this will avoid re-inventing the wheel regarding the contracted work on M & E and indicators.

The scope of the data base is to include PAR documents, reports, statistics and examples. There will be a link to the PAR M & E system. The MTR team suggests that special emphasis should be placed not just on “photos” and “clips” of reform models succeeding in Vietnam but full cases of how they succeeded, along the lines of the OSS suggestion.

The feedback mechanism will not be addressed until the “next phase”, which is a pity as better feedback, especially from citizens, service users and participating state entities at all levels, but especially local, is needed now.

Partnership Forum

The last meeting held in the autumn importantly witnessed a presentation by the UN Country Director which stressed the importance of a service delivery focus for the last part of the UNDP PAR support project. Partners will no doubt need reconvening once this MTR has produced acceptable recommendations for the new directions of the project and the need for coordination, if any, with other donors under the One Fund.

3.2.4 Project Management

The current Work Plan lists six activities under 3.2.4:

(a) 5.1.1. Training workshop; (b) 5.1.2 Capacity strengthening of project staff; (c) 5.1.3 Planning and preparation for project mid- term review; (d) 5.1.4 Salaries payable to PMU personnel; (e) 5.1.5 Office equipment; (f) 5.1.6 Miscellaneous expenses.

The Project Management component of the project, according to the DPO and the 2010 Work Plan, calls, inter alia, for strengthened **team work** and coordination of project deliverables, capacity building activities to enhance staff performance, skills and job descriptions.

Independent mid-term evaluation has been conducted (see above 1.2. The international Chief Technical Adviser (CTA), however, has been terminated because of poor performance and a replacement by national consultant(s) proposed.

According to the PMU, the project has developed a Capacity Building Plan but it has not yet been implemented.

The project does not organize training courses, except one held in September 2010 on project management. This focused on result-based management; project planning and skills for TOR formulation. The course was one day, with thirty participants from PMU, departments of MoHA and three other Ministries. Additionally, UNDP has organized various training courses on M&E, bidding procedures and PMU sent staff to attend. Finally, under Project result 3.1 (local governance), the project organized two training of trainers events for officials at provincial and district levels. The idea was capacity building for heads of local administrative bodies, where the pilot of non-establishment of People’s Councils at district and ward levels was carried out. The plan was also to improve capacity building for project staff and project partners.

An HR Review of MoHA PMU and related Departments has rated performance as “average”, with the Local Government Department (the largest) as highest and the important PAR Department as “average”. A call is made for a “new regulation on PMU organisation and operations” and three more local staff, including a communications specialist.

It is not clear if the “regular staff meeting” targeted in the 2010 AWP takes place and, if so, how effective it is. Coordination appears to be a major problem.

Regarding longer term effectiveness and sustainability, MoHA Project Management administration has various strengths and weaknesses:

(a) Strengths – are that MoHA has a network in Ministries and provinces and “clout” as a result of its control over organisation and personnel matters;

(b) Weaknesses: it is only one line Ministry inter alia in the Government structure and needs to work also in tandem with MoF, MPI and OoG and engage with other line Ministries and provinces.

III. CONCLUSIONS AND RECOMMENDATIONS

In conclusion, on the basis of the findings reported in the last section, a number of questions are posed:

- a) What has worked, what has not and why? And has the MoHA project made any real difference to the condition of Vietnam's public administration in rendering it more fit for purpose as an agent of both accelerating economic development as well as public service delivery on a broader social basis?
- b) What is still relevant in the original project design for activity for implementation in the remaining period and how?; and
- c) What should the new directions of the project be?

An initial caution in making this assessment is that it is obviously difficult to evaluate any project in the absence of outcome indicators – as was the case with the DPO and subsequent AWP of this project and as remains the case. Only delivery targets are given in the RRF.

1. Result Area 1: PAR MP and M & E

PAR MP

What has worked

PAR MP is clearly now more oriented and the first ever Independent Review for Government, conducted through the project. PAR MP, is now more focussed on relevant aspects, namely service delivery.

What has not worked

MoHA is soon to meet the contractor in connection with some reservations about the rigour of the report of the Independent Review.

Recommendations for the future arising point to the need to take various actions, some immediate:

1. For the Prime Minister to Chair the launch workshop (understood to be under planning for April).
2. For the signing of the draft decree by the Prime Minister as a sign of political will.
3. These two actions should be a precondition of a second project phase, particularly if new directions are to be taken.
4. If the foregoing can be accomplished satisfactorily, a final precondition should be to add outcome indicators to the DPO and the AWP – whether new directions are taken or not.

The rationale for these recommendations is that: a) the time for general or macro level master plans in PAR has now passed in Vietnam (except as a gauge of political commitment at the top of and across Government at all levels); b) traditional PAR focus on, for example, procedures per se as under the old MP is no longer meaningful except in the context of particular micro or institutional reforms (e.g. OSS and streamlining of business licensing procedures).

Nevertheless, the PAR MP process was significant in the sense that Government, for the first time, did agree on an Independent Review of a major policy programme. It is therefore an important learning process for Government in programme evaluation at the Government level which could be a model for sectors and their Ministries/agencies.

A second significant aspect touched upon in the PAR MP Independent Review was to try to shift the focus towards assessing the role of the state in service delivery vis-a-vis other actors (private, NGO and local) and

between various Ministries and their agencies. In this connection, the creation of autonomous agencies is the subject of Outcome Area II. This implies more rigorous policy analysis capacities. It would also in due course imply structural/functional analyses of Ministry–agency relations, the need to redefine residual Ministry structures, missions, tasks and the resultant requirements of budget reforms linked to those restructured tasks.

All of the foregoing will require policy review at the end of piloting, calling for additional capabilities.

Monitoring & Evaluation

What has worked under this sub-outcome area are a number of aspects: a) the project has helped MoHA and other stakeholders to at least make a start on developing an M & E system; b) in doing so it has raised awareness of the same; c) important lessons were learned on the study tour because relevant countries were chosen; d) whilst the transaction costs were high (this was one of the busiest and most consultant-intensive of the project components), these were worth it because of the potential payoffs down the road¹. For example, there could be payoffs in terms of public investment efficiency, anti-corruption and public service quality.

What has not worked has been in terms of delivery (or non-delivery) of quality outputs.

Although there has been much work, the M & E framework, for example, was largely drawn from UNDP manuals and templates, as required for all project management. There also seems to be confusion between this level of (programme/project) M & E and M & E at the service delivery level within Ministries, agencies and provinces. But even at the PAR M & E level, the indicators developed by the contractor are generic and not really outcome indicators specific to public administration and its reform. Public administration indicators need to be related to the mandates and functions of agencies. Indicators are not SMART (as was found by MoHA in its review of the consultant's draft) and there was no participation by stakeholders in design. Oddly, the review of the project drafted M & E framework points to the importance of this.

In conclusion, a number of **recommendations** are made:

1. A whole of Government approach is needed.
2. Government staff should lead, not consultants.
3. M & E should be job related. Training in connection with the preparation of M & E guidelines should include actual examples of indicators applicable to the trainees' functional domain.
4. In particular, special emphasis should be paid to M & E applications to Government restructuring for more autonomous service delivery and local Government reform.
5. Links should be developed with parallel M & E initiatives (Provincial Competitiveness Indicators (PCIs) etc) and appropriate coordination developed.
6. The project should support MoHA staff to go to the field to work with agencies and provinces on M & E to develop indicators together with them.
7. Forthcoming MoHA capacity development workshops should have broadened participation to include other Ministries and possible selected provinces.
8. Provincial funds might be offered to reward good performers.
9. There is need to reconsider the current contractor in favour of another with more public administration experience. It is understood that a meeting between MoHA/UNDP and existing contractor will be held shortly.

¹ In public administration, impacts cannot always be charted. Benefits are sometimes secondary and tertiary and make themselves apparent in more subtle and less mechanical ways over time –especially at the level of culture change.

2. RESULT AREA II: PSD

Overall conclusions:

1. Education and Health are relevant services in terms of the economy as well as raising fiscal and equity issues (need for self-financing but also issue of fees for the poor).
2. These components are just starting and only at (a) proposal stage, having also been supported by the project (b) survey; and (c) workshop.
3. However, there is already a learning point, that policy initiatives over agency models (for financial/other autonomy to meet both fiscal and delivery objectives) need analysing in terms of the agency/service situation – “no one size fits all”.
4. The next point (in this case to be learned) and also from international experience in the need for a partnered approach on the part of MoHA towards major line Ministries such as Education and Health.
5. Likewise with regard to other stakeholders (MoLISA, MPI, MoF, citizens and Ministry staff and sector professionals).
6. In the latter regard (staffing), Health and Education are large public sector employees and hence raise major issues of civil service reform (HRM and salaries) – still unresolved under PAR MP.
7. This raises in turn the need (as shown by international experience) for a more joined up approach across different PAR areas – as well observed by the PAR Independent Review.

Output 2.1 Alternative PSD – Higher Education (HE)

What has worked

- Contributions of stakeholders to results: MoET has involved these actively in carrying out the survey and preparing the proposal. The leader (Vice Minister) has supervised closely.
- Cost effectiveness - with the financial support from the project, MoET has got the comprehensive assessment of the achievement, gaps and difficulties in application of Decree 43/2006/ND-CP to make the high education system autonomous. With the direct participation of the MoET staff the awareness of corporate governance in higher education has been raised.
- The good and weak aspects of Decree 43/2006/ND-CP have been shown clearly.
- Consensus on the need for piloting autonomy to universities.
- The Proposal gives directions for piloting, the role of the state, universities, Ministries; laid out the objectives, principles and scope of piloting autonomy; defining five benchmarks that pilot universities need to achieve to be included in the piloting list, including school management capacity, organizational and personnel capacity, infrastructure, research capacity and fund raising capacity.

What has not worked

- the coordination between the agencies involved, such as between MoF, MoET and MoHA, has not been mentioned in the Proposal.
- The responsibilities of MPI, MoHA, MoLISA and other line agencies and local government have been also omitted.
- The scope of the autonomy pilot has been not very specific about clarifying the responsibilities of each agency in the process of piloting, e.g. the responsibilities of MoLISA have been omitted.

Recommendations/future activities

- Revise the piloting solutions to be more specific to define the role of all relevant agencies for autonomy pilots.
- The solutions to be comprehensive and consistent, which may involve the participation of many Ministries and agencies, not only MoET.
- Cooperation with other Ministries (e.g. MoLISA) to make the piloting feasible (conditional cash transfer for poor students to afford higher education, providing the revenues to universities operating autonomously).
- Cooperation with the World Bank (WB) “Higher education” project to help the pilot universities.

Output 2.1 Alternative PSD – Health

What has worked

- Two good quality reports (Survey on the Decree 43 Implementation and Proposal for Piloting the Mechanism for Autonomy and Self Responsibility in hospitals).
- MoH Proposal sets out a clear impact assessment of the autonomy concept on the professional services of the range of hospitals.
- Refreshingly critical of the universal application of Decree 43 (the “one size fits all argument”).
- Recommends appropriate adjustments to the model and categorises hospitals into four in this connection – mostly on the basis of size/range of services and institutional affiliation.
- The development of these ideas has been as a result of internal task forces and consultations with stakeholders.

What has not worked

- Implementation feasibility analysis and risk assessment need to be undertaken and consultant inputs well managed and matched by staff counterpart inputs.
- In terms of communications, the broadest range of stakeholders needs to be consulted, including doctors, nurses, hospital administrators and patients/public.

Recommendations for future directions

- The road map is realistic and documented from the outset by (i) measurable indicators of progress and concrete arrangements for assessing progress; (ii) performance indicators for the reformed health care delivery system – worked out with patients/users.
- Support the review of the implementation of the adjusted new model after two years of implementation involving central authorities (OoG, MoHA, MoF), and relevant provincial and local authorities to draw the lessons for further policy refinement.

Output 2.1 Alternative PSD – Culture

What has worked

- The Project has helped to raise awareness of renovating the public library governance: working on drafting the Law on Public Libraries.

- MoCST has realised the need to classify the public libraries into two groups. One of these groups should get subsidies from the state for their operation.

What did not work

- The autonomy principle mentioned in the Decree may not be relevant to most of the public libraries. New principles need to be set out.

Recommendations

- Despite of the need for subsidies from the state for their operation, the governance of public libraries should move to become corporate.
- The libraries for piloting autonomy should be selected not only from the better-off group, but also from the group of libraries in a more difficult situation.
- The funding mechanisms applied to these two groups may be different.

Future activities

- Before issuing any legal documents, such as the inter-Ministerial circular on the autonomy status of libraries, the PAR project can support MoCST to study the governance principles which can be applied to public libraries (two groups) to ensure autonomy and to do piloting.
- Based on the piloting results, the policy recommendations will be made for improving the related legal framework on library autonomy.

Output 2.2 OSS

The main direct observations of the MTR team regarding OSS were in Bac Ninh, where the province had the benefits of earlier support from the Swedish International Development Agency (SIDA). The OSS is under major review by the Prime Ministry as the land authority (about 60% of OSS transactions) wish to revert to previous separate arrangements. Thus the findings and recommendations below are subject to the outcome of that review.

What has worked

- Strong commitment and support from the national and local Government.
- Strong ownership by the local Government of the partnership with the private sector has led to better results (the case of Bac Ninh).
- Inclusion of card survey on the responses from public service users.

What has not worked

- The project field study indicates constraints in the organizational environment.
- OSS can work only when all local levels (provincial, district and commune) are linked to the one network (lessons learnt from Bac Ninh).

Recommendations for future directions

- The project should organise inter-provincial workshops on the OSS experience. With international peer review, this should assess what has worked, i.e. how successful provinces appear to have got around the constraints and the lessons for others and central Government.

- Citizen/user feedback should be factored in, not by way of the usual questionnaires, but through live citizen participation at workshops.
- The project might consider software applications for OSS management, taking into account the SIDA one used on Bac Ninh.
- “Develop(ing) a set of OSS review indicators for MOHA’s approval” should be done not as a separate action. It should be combined with the PAR M & E indicators and be done not by consultants, but with DoHA and MoHA participation. The project can support various participatory workshops for the DoHA and MoHA staff to work together on the indicators.

3. RESULT AREA III. STRENGTHENED LOCAL GOVERNMENT’S CAPACITY INSTITUTIONAL FRAMEWORK FOR URBAN PLANNING AND MANAGEMENT

What has worked

- Capacity building for local administration with a new execution model for the pilot districts and wards has helped in raising understanding of the advantages and problems of abolition of district/ward People’s Councils.
- Although the findings that there are no direct negative impacts by the abolishing district/ward People’s Councils is not surprising, the support from the project to MoHA to carry out the assessment has helped to raise the need to renovate local authorities (including urban authorities).

What has not worked

No further work can be assessed because there have been only two documentary outputs so far in Result Area 3.

- The Methodology for Assessing Pilot PC Abolition reads as over-complex and possibly unusable.
- On the other hand, there is quite a sound consultant draft on strengthening the position of the local administrative head.

Recommendations for future action

- Given the apparent donor concern with possible governance implications of abolition of PCs, the project might consider alternative mechanisms for popular participation (beyond the customary formalistic “mass organisation” one).
- There is need for a more engaged approach on the part of any future consultant support for strengthening local administrative heads, working together to design workable solutions.
- The local government study tour should take place sooner rather than later. Such a study tour should be carefully composed, with learning questions posed and briefings on the countries visited in terms of what might be relevant. This may help with some of the reservations it seems UNDP currently has about the value of study tours.
- It is necessary to take on board relevant international experience which was also stressed in the DPO but has not received adequate attention so far.
- The activity “Support to MoHA for preparation of the quarterly reports on progress of the pilots” should be combined with “Support for monitoring and evaluation of PAR performance”.

- Support MoHA to introduce the amended Decree on functions and mandates of local People's Committees at provincial/district levels.
- MoHA Local Government Department's AWP is currently only at the proposal stage. It is hoped therefore that the seven consultancies being proposed will be well managed.

4. RESULT AREA IV: PARTNERSHIP STRATEGY AND DATA BASE

Output 4.1 Strengthened partnership

What has worked

This objective continues to be highly relevant. It has included policy dialogue, for example, in the area of PAR/anti-corruption and HRM.

What has not worked

Whilst partnership is working, it is working in a more limited way. Less successful was the Partnership paper produced for MoHA. Also, the application of the concept so far has been more limited to Government and donors.

Recommendations for the future

- MoHA/UNDP should pursue more policy dialogue in due course in the domains of PSD (e.g. the role of the state) and local Government reform (e.g. how to ensure popular voice).
- More civil society engagement should be actively sought. For example, the project could help MoHA to organise workshops on partnership for civil society organisations.
- Such efforts should go beyond unreformed mass organisations and seek out other modes of non-government participation.

Output 4.2 Data base

What has worked

The objective is highly relevant and fundamental to any strengthened M & E becoming a reality or any knowledge-based policy options being pursued in the domain of public service delivery.

What has not worked: some recommendations for future

- The PAR data base needs to be made even more relevant by creating links to documents about major outcome areas on line (e.g. OSS success stories and later local government reform and PSD).
- The data base design needs to be clear about users and their interests.
- Entries need to be imaginative – not just pictures about results but stories of how they were achieved and the ingredients of success.

5. AREA V: PROJECT ADMINISTRATION

What has worked

- A project staff meeting is held every two weeks (on a Monday morning).
- MoHA staff have been provided with capacity building support on M & E and more is planned in terms of reporting techniques and methods.
- The project has developed an M & E system used for measuring, monitoring and evaluation of project activities. A training course was conducted for project staff and partners to use this M & E system.

What has not worked

- An HR study has indicated continued uneven capacities in MoHA.
- DPO and AWP have called for more of a team approach via, say, a weekly staff meeting.
- Difficulties in coordination between PMU and other departments have been aggravated by the location of the new Ministry building away from PMU.

Recommendations for future action

- The capacity issue vis-a-vis other line Ministries needs to be recognised by adopting a more collaborative or facilitated approach (e.g. by MoHA developing PAR action planning templates and training therein for Ministries (and provinces) to follow.
- The issue of more staff has to be dealt with, especially a communications specialist.
- There is a case for reviving the International CTA post if there is renewed stress on international experience.

IV. Recommendations on the project scope and activities for the remainder of the project cycle.

Key directions that emerge from all of the foregoing for second PAR period are as follows:

- Institutional reform should be continued. The project can help to make clear the role of the state and the private sector and functions and mandates of state agencies to serve as the background for PAR M & E.
- Result Area 3 - agentification/autonomy of service delivery in higher education and hospitals, as pilots, but with a proper policy review at the end of pilots, with appropriate learning and policy adjustment.
- Result Area 4 - creation of a performing, unified, modern executive system at the local administrative level.
- In the latter connection, OSS dissemination should be supported but under Result Area 5 - providing best practice inputs into the PAR data base/web.
- Human resource management reform with the focus on salary reform.
- The next PAR MP should be delivered on a more focused and integrated basis.

Support social policy delivery improvement to ensure, for example, a healthy and well educated workforce for the economic future, albeit in the context of growing fiscal difficulty. Recommendations on the above are provided below, listed under three main priorities time-wise:

- Immediate
- Intermediate
- Long-term

They are based on the findings of the previous section that the project, with appropriate focus, continues to be relevant and that it has the potential for major benefits in the future trajectory of public administration in Vietnam at this historical juncture – improved service delivery to all citizens. However, as also indicated, there are ways in which activities might be undertaken better for the remainder of the project.

Immediate

The immediate conditionalities concern three key ingredients of sustainability:

- Political commitment
- Verifiability
- Capacity

In terms of conditionalities:

- The PM-chaired workshop on PAR MP II needs to be held very soon.
- The PM then needs to sign off on the decree in this connection (each of these two being matters of political commitment).
- Finally, a project logframe needs developing with proper outcome indicators (to make possible verifiability).

Thereafter, a number of decisions (mostly on capacity) are required on:

- MoHA team building by way, say, of regular staff meetings.
- Appointment (or not) of an international (part-time) CTA or alternative arrangements.

- Proposed additional staff.

An immediate action to start as soon as possible is the Capacity Building training for MoHA envisaged on planning and reporting on PAR implementation. This paves the way for two key short term activities: i) developing the PAR M & E system; ii) building PAR performance M & E capacity (see examples given at the end).

Intermediate

In order to keep up the momentum so as to demonstrate to the citizenry some early successes in the PAR process, it is important in the intermediate term to apply that commitment and capacity to the indicated priority areas. These are:

Localities (local government reform)

Technical support to evaluation of pilots in PC de-establishment and strengthening local administrative heads:

- Workshops to gauge citizen views and explore possible alternative mechanisms for popular participation at local levels.
- Assistance with the review of the law on organization of PCs and People's Committees and support to the implementation of the latter.
- Peer review of all of the foregoing and injection of relevant international experience.
- Workshops to take forward consultant proposals on role/responsibility of local administrative heads, engaging with local heads and relevant central bodies to design viable proposals.

OSS dissemination

- Inter-provincial workshops on the OSS experience, involving citizen/user feedback.
- Review of software applications for OSS management.
- Development of combined indicator set for OSS and PAR M & E.

Longer term

In the longer term, a number of areas merit priority attention:

Regular arrangement of the Partnership Forum policy dialogue

- For example, on the role of the state in PSD; autonomous agency model; governance, popular participation and local Government reform
- Broadening partnerships: workshops for civil society organizations.

PAR data base and communications

- Revise consultancy paper on Data Base Strategy to include aspect of users/ interests.
- More imaginative use improved data base to capture PAR success stories (e.g. OSS) and later possibly PSD).

HRM Reform (including recruitment, remuneration and performance management)

- This is a highly complex area not examined per se by MTR. MTR however understands UNDP has discussed this in parallel with MoHA as a possible area for the next phase.

- At this point, what can be said is that it might be linked to PSD in Health and Education as large employing Ministries (i.e. both these public service have large numbers of staff to be managed and motivated and would be a good focus for advancing the HRM reforms in tandem with broader institutional reforms.
- This should be pursued in depth during Mission II.

The boxes which follow provide some examples of future actions which the project could support. These ideas can be discussed and, where appropriate, further developed in Mission II.

BOX 1: Example recommendations on two key short-term actions to be supported by the project for consideration by Mission II

1. Developing the PAR M & E system:

- Select two or three provinces as the pioneers to develop their own PAR performance M & E system with the support of the project:
 - The project is to support MoHA to assess the readiness of the provinces in developing their own PAR performance M & E system;
- Recruitment of short-term independent consultants on PAR M & E:
 - The consultants are to help MoHA with the team work with the representatives from line agencies, like MoET, MoH, MARD etc... to find out:
 - what are the key indicators measuring their performance
 - the PAR progress in that sector
 - what is being used currently
 - what are the gaps and difficulties, and
 - how to help in setting the key PAR M & E indicators at Ministerial level.
 - The consultants are to facilitate participatory workshops on Provincial PAR M & E, to help the relevant stakeholders at provincial level to set the PAR M & E indicators by themselves.
 - Based on the lists of PAR M & E indicators, set by the provincial officials, the consultants are to help MoHA to screen and select the key “fixed” indicators and “open-ended” indicators for PAR M & E. The national PAR M & E indicators that will be selected will be based on the sector and provincial indicators and requirements for monitoring and evaluating the national PAR programme.
- Supporting participatory workshops on PAR performance M & E:
 - The relevant staff from MoHA are to be supported by the project to go to the field and work in a team with the local staff under the guidance and facilitation of the consultants to develop the local PAR performance M & E;
 - The project is to support participatory workshops on PAR M & E at national and local levels.

BOX 2. Building PAR performance M & E capacity

- Learning from doing:
 - Through participatory workshops on PAR performance M & E as mentioned in the Box 1, the participants can learn about PAR M & E;
After the guidelines on planning tools and on M & E frames (with PAR M & E report templates), the relevant PAR M & E staff will be coached by consultants to collect, process and analyse the relevant data and produce reports on PAR performance. The leaders or managers will also be advised on how to use the information from the M & E system to make decisions and for policy making purposes.
- Helping to prepare the guidelines on planning tools and on development of M & E frames (including the PAR M & E report templates).

Box 3: Recommendations on the actions to be supported by the project for improving higher education service delivery

1. Short-term actions:

- Supporting the piloting process:
 - The project is to support the piloting high education institutions to prepare the actions plans on piloting the logframe and M & E framework to monitor the implementation. The piloting action plans should be more specific to see the role of all concerned agencies and units in the autonomy piloting process.
- Supporting the institutionalization of good governance practice from the piloting:
 - The project is to support MoHA to evaluate the piloting practice by the end of the project to draw the lessons on autonomy for higher education institutions.
 - Based on the findings and recommendations from the piloting practice evaluation, the project is to support MoHA to identify all relevant policies that may belong to other than MoHA and MoET ministries/agencies, but need to be revised and adjusted according in the long term to ensure adequate autonomy to high education institutions.
- Supporting the establishment of the network for improving the quality of public services:
 - The project is to support MoHA to establish the network for improving the quality of public services. MoHA is to be supported to develop a list of international and local contacts for reference on PAR which interested parties can consult as needed.
 - To establish the network, MoHA is to be supported to organize multi- sector workshops to involve the representatives from various concerned agencies to discuss on how to make public service delivering agencies autonomous in providing improved service quality.

2. Long-term actions:

- In the next PAR project or any PAR related project, if relevant, revision and amendment of the identified concerned policies to ensure adequate autonomy to high education institutions should be considered. For example, the policies to promote conditional cash transfer policy should be considered to help the high education institutions in poor areas to survive in autonomy.

Box 4: Recommendations on the actions to be supported by the project for improving public library service delivery

Short-term actions:

- Supporting the introduction of good governance principles into public libraries:
 - The project is to support MoCST to engage external expertise to assist with the development of a relevant model on good governance for public libraries, especially the libraries in poor areas, and to prepare the guidelines on the model application.
- Building capacity to MoCST in regulating library service delivery:
 - The project is to support MoCST to set the guidelines on application of a model on good governance for public libraries.

ANNEXES

1. TORs
2. Proposed methodology
3. Checklist of questions for Interviews
4. Meetings/persons met
5. Documents consulted
6. Budget analysis
7. Biographies of evaluators
8. DPO Project Results and Resources Framework

TABLES/FIGURES

Table 1. Summary Results and Resources Framework

Figure 1. Project Organisation Structure

Box 1. Example recommendations on two short-term actions to be supported by the project for consideration by Mission II

Box 2. Building PAR performance M & E capacity

Box 3. Example recommendations on the actions to be support by the project for improving higher education service delivery for consideration by Mission II

Box 4. Example recommendations on the actions to be support by the project for improving public library service delivery for consideration by Mission II

ANNEX 1 TERMS OF REFERENCE

1. GENERAL BACKGROUND

The comprehensive renovation process in Vietnam has taken place since 1986 with a shift from the bureaucratic and subsidized centrally planned economy to the socialist-oriented market economy. In addition to economic reform, Public Administration Reform (PAR) has been considered by the Government of Vietnam as a core factor in the renovation of the political system since 1995 and was reinforced in 2001 with the promulgation and then operation of the PAR Master Program 2001-2010. PAR MP was approved by the Prime Minister's Decision 136/2001/QĐ-TTg, September 17, 2001, and focused on four strategic areas: institutional reform, organizational structure, civil servants and public finance management. This is a program of great significance that the Government for the first time adopted at a strategic level, indicating PAR objectives, solutions and a roadmap for the whole 10-year period. Now PAR MP 2001-2010 is being reviewed by Government and a new PAR MP for 2011-2020 is being formulated, which will give strategic direction for coming ten years. However, there still remain irrational issues and challenges in the current public administration system. In order to address some of these challenges, Ministry of Home Affairs is assigned by the Government of Vietnam to implement the Public Administration Reform (PAR) Project funded by UNDP and other international donors through One UN Fund since 2009. The Project aims at strengthening the capacity of Vietnamese Government's agencies in accelerating and improving PAR efficiency and effectiveness. The project has been formulated within the anticipated key result in the One UN Plan to expand and deepen the public administration reform process. Practically this is closely linked to the Government Decision 53 to accelerate PAR, improve government efficiency and effectiveness. To support the Government of Vietnam, four outcomes have been identified:

1. PAR process management and policy development strengthened
2. Public service delivery reform assessed and piloted
3. Local government reform
4. PAR communications/information system improved and PAR partnerships strengthened

The project has already been implemented for almost two years; hence Mid-term review is planned to assess project's progress against outputs and identify appropriate recommendations for the project to reach its objectives. Some of the outcomes mentioned above have already been achieved and it is also important to find out a new direction for the project for the remaining period. The Mid-term evaluation will assess the initial achievements, relevance, effectiveness and efficiency of the project. It will be a "forward looking" evaluation, which will find out the strengths and weakness of the project, analyze the PAR in the context of macro governance issues and provide recommendations which will be built on the achievements of the project. The mid-term evaluation will be outcome oriented, meaning that the evaluation should go beyond the assessment of project activities and be geared as much as possible to project contributions to the desired changes of PAR in Vietnam in general. The Mid-term evaluation is scheduled to be held in January 2011, and a team consisting of one international and two national consultants will be recruited to conduct the evaluation.

2. OBJECTIVES AND SCOPE OF THE ASSIGNMENT

The objectives and scope of the assignment are as follows:

1st mission: The external mid-term review

a) Review of project achievements and results

This include and assessment and documentation of project progress made so far against the expected results as defined in the project document and annual work plans. Apart from that, project's results should be rated in the following aspects:

- *Relevance*: Responsiveness to the needs and priorities of MoHA, UNDP's mandate and beneficiaries' needs. Were the project's activities relevant, appropriate and strategic compared to the national goals and UNDP's mandate in public administration reform? Quality and logic of project design?
- *Effectiveness*: To what extent project objectives were achieved? (*progress towards the achievement of development results and implementation of better processes to achieve those results*).

- *Efficiency*: Were activities cost efficient? Were output/objectives achieved on time? Was the project implemented in the most efficient way compared to alternatives?

- *Sustainability* (the probability of benefits to continue over time): Sustainability assessment includes three aspects: (i) financial, (ii) technical and (iii) environmental sustainability. Environmental sustainability is not a relevant aspect for this project.

b) **Recommendations on the project scope and activities for the remainder of the project life cycle** taking into account recent developments and likely future scenarios influencing public administration reform in Viet Nam.

The assessment of the project's relevance, scope and recommended activities until the end of the project should take into account an analysis of potential benefits of the project for MOHA's future orientation in the area of public administration reform. This part of the assignment should answer the following questions:

- Are the activities of the project sustainable?
- How might things be done better for the remainder of the project?

The external review will be:

- Outcome-oriented, meaning that the evaluation should go beyond the assessment of project activities and be geared as much as possible to project contributions to the desired changes of the Public Administration Reform Process
- Forward-looking and suggest solutions to the issues identified
- Participatory exercise considering the views and suggestions of a wide range of stakeholders and beneficiaries within and outside of MOHA

2nd mission: Recommendations for UNDP future programming options in the area of Public Administration Reform (UNDP will make decision on whether the 2nd mission will be implemented after the first mission. However, bidders are still requested to submit proposals for the 2nd mission).

Analysis of national PAR priorities (such as contained in new PAR MP 2011-2020, other government policies), ONE UN plan and priorities in the area of PAR, donor priorities and support, and other interventions by different stakeholders. The analysis should be based on the new emerging Public Administration Reform issues as defined by partners (both Government and non-state actors) and how they think they could be best addressed in the upcoming period. On the basis of this analysis, the mission will recommend new ideas or themes for UNDP interventions in the PAR area for the coming five years. Key question needs to be answered: ***What additional interventions may be undertaken by UNDP to support public administration reform in Vietnam?***

3. SCOPE OF WORK

For each mission, the consultant team will undertake the following activities:

- Propose a detailed work plan, methodology, approach and interview questionnaires
- Collect relevant documents with support from PMU and MOHA
- Conduct a desk review of collected documents
- Conduct in depth interviews with key informants at central level and local level to better understand the reasons for identified gaps in relevance and efficiency as well as to document initial impact and lessons learnt of the project.
- Prepare the draft report to seek comments from different stakeholders
- Present the key findings and recommendations in a workshop to validate the draft report

- Finalization and submission of report

4. DURATION OF ASSIGNMENT, DUTY STATION AND EXPECTED PLACES OF TRAVEL

The 1st mission is expected to commence in January 2011 for 20 working days maximum for each consultant. However, actual time for the mission can be discussed and decided after contract is signed (i.e December 2010 or January 2011), taking into consideration of the plan for development of PAR MP 2011-2020 and supposed to provide inputs for the annual project work-plan for 2011. The 2nd mission is expected to start early March 2011, with total 15 working days maximum for each consultant. For both missions, the consultants will work mainly in Hanoi, with possible field trips to several provinces.

5. FINAL PRODUCTS

1st mission report (External mid-term evaluation report): The Evaluation team is expected to produce a comprehensive analytical project mid-term evaluation report that highlights the findings, recommendations and lessons learnt. The report will also specifically cover suggestions for remaining part of the project, budget & human resources, revised focus/objectives (if necessary) etc. It should consist of the following parts:

- a) Review of project achievements and results against expected outputs as defined in the project document and reflected in annual/quarterly work plans. Project results should be rated based on four criteria: relevance, effectiveness, efficiency and sustainability. The assessment of project implementation should include an analysis of success factors as well as bottlenecks encountered during project implementation.
- b) Recommendations on future scope of activities of the project, within UNDP-MoHA cooperation.

The report is maximum thirty pages excluding annexes, which might include, but is not limited to the following components:

- Executive summary
- Introduction
- Description of evaluation methodology
- Analysis of actual project design and implementation (relevance, effectiveness, efficiency, sustainability): Key findings and lessons learnt.
- Suggestions on the way forward: outcomes, outputs, objectives, activities, budgets, project human resources etc.

Besides the above report, following intermediate semi-products and tools should be submitted

- Detailed work plan of the assignment with clear elaboration of tasks of international and national consultants
- Questionnaire
- Draft report outline
- Draft report on the findings and recommendations
- Presentations in a workshop in Hanoi to present the midterm evaluation findings and recommendations and to collect feedback from workshop participants to finalize the report

2nd mission report (Recommendations on UNDP future programming options on PAR)

This report should cover the following issues:

- a) Background: PAR in Vietnam and historical UNDP support in PAR areas
- b) Lessons learnt: what worked? what did not work? (to support the analysis on feasibility of proposed

options)

c) Newly emerging PAR priorities of the Government and relevant UNDP mandates.

c) Recommendations of future programming options for UNDP in the Public Administration Reform area.

6. PROVISION OF MONITORING AND PROGRESS CONTROLS

The Evaluation Team will consist of 3 consultants: one international consultant as the Team Leader, one senior national consultant and one national consultant cum interpreter/translator. The consultants will work under the day to day supervision of the PO focal point of the project, Governance Cluster and report to the Head of Governance Cluster. The consultants will work closely with UNDP Head of Governance Cluster, The UNDP Programme Officer and the project management unit at MOHA in order to implement the work and achieve the required results. The partner agencies and the project office will be responsible for facilitating the mission, providing all documents and reference materials required to conduct the Evaluation. They will also be involved in interviews, briefings and debriefings. The deliverables and reports should be submitted as per the agreed plan. The findings of the mission should be disaggregated by gender where possible and should follow the ethical code of conducts for UNDP evaluations mentioned in Annex. On the basis of the recommendations by the Evaluation Team, project document including outcome, outputs (with indicators) and activities will be revised for 2011 onwards.

7. DEGREE OF EXPERTISE AND QUALIFICATIONS

The team members should be selected from those, who have not been involved in the project in one form or the other, be it project formulation or implementation. Qualification requirements for the international team leader:

- Master degree and above in law, public administration, institutional developments, political science/public policy, business administration and other similar disciplines
- At least 10 years experience in working with countries in transition. Knowledge about and proven working experience in the area of Public Administration Reform is essential. Previous work experience in Vietnam is an asset.
- Strong analytical capacities and excellent oral and written presentation and communication skills, maturity and confidence in dealing with senior and high ranking officials of national and international institutions, government and non-government partners
- Knowledge of and practical application experience of gender issues and concept.
- Institutional, training and policy dimensions will have play a significant role in the professional profile, either in an academic or operating setting.
- Understanding of organizational structure, functions of Vietnamese government agencies and MOHA in particular is preferred but not essential.

The Evaluation Team Leader will have overall responsibility for the quality and timely submission of the evaluation report to UNDP. Specifically, the team leader will perform the following tasks:

- Lead and manage the evaluation mission
- Design the detailed evaluation scope and methodology and approach
- Ensure efficient division of tasks between the mission members
- Conduct the midterm evaluation in accordance with the proposed objective and scope of the evaluation

- Draft and communicate the evaluation report
- Finalize the evaluation report in English and Vietnamese and submit to UNDP

Qualification requirements for the senior national team member:

- Educational background in law, Public Administration, public policy, businesses administration, social development or management or other related disciplines
- At least 10 years of experience in PAR within the state administration or international organizations in Vietnam
- Knowledge and practical experiences on organization and operation of state apparatus and public administration reform.
- Experience in conducting researches and other analytical works in the area of PAR
- Experience in conducting evaluations is desirable
- Good skills of writing and presenting the report.
- Fluency in written and spoken English

S/he will perform the following tasks:

- Review documents
- Participate in the designing of the methodology
- Conduct the evaluation in accordance with the proposed objective and scope of the evaluation
- Draft certain sections of the evaluation report
- Assist the Team Leader in finalizing the draft evaluation report through incorporating suggestions received
- Finalize the Vietnamese version of the report

Qualification requirements for the national team member cum interpreter/translator:

- Educational background in law, Public Administration, public policy, businesses administration, social development or management or other related disciplines
- At least 3 years of experience in PAR within the state administration or international organizations in Vietnam
- Knowledge and practical experiences on organization and operation of state apparatus and public administration reform.
- Experience in conducting researches and other analytical works
- Good at inter-personal skills
- Fluency in written and spoken English

S/he will perform the following tasks:

- Collect related documents upon team leaders/senior national consultant's requests
- Participate in the mission and play a supporting role as assigned by the team leader.

- Provide translation/interpretation services for the mission.

8. ADMINISTRATIVE SUPPORT AND REFERENCE DOCUMENTS

UNDP will extend support to the international consultant for arranging VISA for Vietnam. An office space will be provided to the consultants in project office. Necessary documents will be forwarded to the consultants in advance by the project office. Suggested Documentation:

- Guidelines for outcome evaluators (UNDP publications)
- One UN documents (One UN Plan 2, annual One UN reports etc.)
- UNDP CPD and CPAP 2006-2010
- Project Document (DPO)
- PAR Master Plan 2001-2010
- Review Report of 5 year implementation of PAR Master Plan (Mid- term review)
- Project Annual Work Plans, 2009,2010, 2011 (if available)
- All Project Quarterly Work Plans 2009
- Progress and financial reports by PMU (Annual and quarterly)
- Annual Project Review meeting minutes
- All consultants reports on M&E system, PAR MP etc
- Project activities' reports
- Training Materials
- Any other materials deemed useful and necessary

9. REVIEW TIME REQUIRED AND PAYMENT TERM

1st mission

- First payment of 20% of the total amount for the 1st mission will be paid upon submission of detailed work plan, methodology, approach and interview questionnaires for the 1st mission.
- Second payment of 40% of the total amount for the 1st mission will be paid upon submission of the 1st mission draft report
- Third payment of 40% of the total amount for the 1st mission will be paid upon submission and UNDP's satisfactory acceptance of the final 1st mission report and completion of all services required for the 1st mission in the TOR.

2nd mission:

- First payment of 20% of the total amount for the 2nd mission will be paid upon submission of detailed work plan, methodology, approach and interview questionnaires for the 2nd mission.
- Second payment of 40% of the total amount for the 2nd mission will be paid upon submission of the 2nd mission draft report

- Third and final payment of 40% of the total amount for the 2nd mission will be paid upon submission and UNDP's satisfactory acceptance of the final 2nd mission report and completion of all services required for the 2nd mission in the TOR.

10. CONSULTANT PRESENCE REQUIRED ON DUTY STATION/UNDP PREMISES

The consultants will work part time for the assignment.

ANNEX 2 METHODOLOGY

- 1.1 The main activities of the assignment fall into two phases or missions. At each phase, the detailed work will be described for each activity, its timing within the mission period and the member(s) of the project team responsible for delivery. For phase 1, this will be done following study of documents and initial consultations with UNDP and MoHA in Ha Noi.

Phase 1

Task 1. Initial briefing with UNDP and MoHA

- 1.2 Our proposed team leader, Dr Paul Collins, will undertake this activity together/in consultation with our two proposed national consultants, Dr Tran Thi Hanh and Ms Dao Ngoc Nga. We propose that Dr Collins undertakes initial work from the UK (for two working days) on reviewing documents. Following that, he will travel to Ha Noi and will make immediate contact with UNDP and MoHA to discuss and agree the following:
- The objectives, methods and approach of the mission
 - The content and timing of all deliverables (including a questionnaire to be distributed to project beneficiaries)
 - The overall timing of the missions
 - The counterparts to be provided by MoHA (if any)
 - Arrangements for interviewing all stakeholders, and for conducting other field work
 - The accommodation and other physical resources to be made available to the team (see below for documentation).
 - Collection of all relevant documents, in addition to those sent in advance by the project office, with support of PMU and MoHA
- 1.3 We anticipate that this preparatory work will be completed during the first days of Phase 1.

Task 2. Desk Review of Project Documentation

- 1.4 Although field work and stakeholder interviews are perhaps the most important part of any project evaluation review, it is essential to carry out a thorough review of project documentation. Such a review will disclose areas on which the team should concentrate during the field work. The documentation will fall into two categories – internal project documents such as work plans, monitoring, evaluation and progress reports, minutes of meetings, etc. over the last two years of the current project's life; and external documents, such as those of the UN (One UN Fund), UNDP Country Programme Document, PAR Master Plan.
- 1.5 Our work in this area will be led and co-ordinated by our team leader, in collaboration with our two national consultants, who will be able to bring their professional/specialist knowledge and skill to the task. Our provisional plan is to complete the documentation review by the end of Week 1 of the project, but we may need to revise that plan in the light of the volume of documentation to be covered. Once done, this will provide the basis for designing the detailed evaluation scope, methodology and approach and the division of tasks amongst team members. It will also inform the design of the interview schedule and questionnaire.
- 1.6 As stated in the Terms of Reference, analysis of national PAR priorities (such as contained in the new PAR MP 2011-2020, other government policies), ONE UN plan and priorities in the area of PAR, donor priorities and support, and other interventions by different stakeholders will be undertaken during Phase 2, if the second Phase is agreed by UNDP after completion of Phase 1.

Undertake Senior Stakeholder Interviews

- 1.7 The main part of Phase 1 will be concerned with conducting in-depth interviews with key informants at central level and local level to better understand the reasons for any identified gaps in the scope and content of the project, as well as how efficiently it has been run. This will enable the team to document initial impact of the project and lessons learnt from implementing it.
- 1.8 At the central level, these will include: selected members of the PAR Steering Committee, MoHA, the Ministry of Agriculture and Rural Development, the Office of the Government, the Ministry of Planning and Investment, the Ministry of Finance, the State Inspectorate, National Assembly Committees and the Party Internal Affairs Commission, to ascertain achievements and challenges in policy and strategic planning, steering and overall management. Emphasis will be on capacity gaps/development needs, policy dialogue, coordination and resource planning, especially the requirements of lesson learning from MP 1. At the provincial level, senior stakeholder interviews will include relevant Ministries (the Ministry of Planning and Investment, the Ministry of Labour, Invalids and Social Affairs, MoHA) and Peoples Committees of selected pilot provinces.
- 1.9 A check list will be developed to guide and ensure the consistency of results from interviews. Probes will be made, for example into the extent to which the project has made a difference; the sustainability of project activities; and how things might be done better for the remainder of the project – within the framework of available resources.

Task 3. Prepare Field Work Specification

- 1.10 During the first week of Phase 1, the team will start work to prepare the field work specification. Where feasible, and in line with the requirement set out in the ToRs to adopt a participatory approach, visits to pilot service delivery improvements will seek to gather in each location a focus group of pilot project beneficiaries. These will undertake a facilitated/structured discussion of services being delivered (or not) to each – what standards are being met, the constraints and ways of improving upon the latter. For the visits, both a facilitators' check list and a common reporting framework will be devised, together with a questionnaire to be completed, where more appropriate. Findings from the beneficiaries of each service will then be tested on officials of the relevant service delivering agency/agencies at a) the front line/counter level; and b) the more senior management level of the agency.

Task 4. Undertake Field Work

- 1.11 The focus of the field work will be to establish, primarily through visits, the extent to which the project has made a difference to outcomes at a local level. The field work will include one-to-one and group discussions with service providers and users in the community, and will be carried out during Week 2 of Phase 1. The visits will be undertaken by all of the team members for group discussions and a single member for one-to-one discussions. The team leader will normally interview the more senior managers.

Task 5. Assessment of Results of Field Work and Senior Stakeholder Interviews

- 1.12 During the remaining time of Phase 1, as the field work comes to end, the team will analyse the survey results and, together with the reports of the field visits and the senior stakeholder interviews, put together some preliminary findings. These findings will be classified under the following broad headings:
 - reasons for identified gaps in the scope, content and efficiency of the project
 - initial impact
 - lessons learnt from the project.

Task 6. Drafting and submission of the report

1.13 The report will be prepared on basis of the above and will contain, amongst other required items as annexes:

A. Review of project achievements and results

This will include an assessment and documentation of project progress made so far against the expected results as defined in the project document and annual work plans.

Apart from that, the project's results will be rated for the following aspects:

Relevance:

- Responsiveness to the needs and priorities of MoHA, UNDP's mandate and beneficiaries' needs.
- Relevance of the project's activities and appropriateness at strategic level compared with the national goals and UNDP's mandate in public administration reform
- Quality and logic of project design.

Effectiveness:

- Extent to which project objectives were achieved
- Progress towards the achievement of development results and implementation of better processes to achieve those results.

Efficiency:

- Cost efficiency of activities.
- Timeliness in achievement of output/objectives
- Project implementation efficiency compared with alternatives.

Sustainability:

- Financial
- Technical.

B. Recommendations on the project scope and activities for the remainder of the project life cycle

- Recent developments and likely future scenarios influencing public administration reform in Viet Nam
- The assessment of the project's relevance, scope and recommended activities until the end of the project
- Analysis of potential benefits of the project for MOHA's future orientation in the area of public administration reform:

(i) Sustainability of project activities

(ii) How things might be done better for the remainder of the project.

- 1.14 The draft report will be circulated to stakeholders including relevant UNDP and MoHA officials, together with others to be agreed (e.g. within the Government of Viet Nam, Party and National Assembly).

Task 7. Workshop on Draft Report

- 1.15 A one-day workshop on the draft report will include: (a) all of the above; b) senior/top officials from provinces visited; c) relevant other donors (as observers). The agenda will be the draft report, to be presented by the PAI team. The output will be comments by way of suggestions for any improvements or remedy of any gaps by key stakeholders and, if agreed, any observations by other donors about their own experiences and plans.

Task 8. Finalisation of Draft Report

- 1.16 This will be done at the consultants' home offices for official submission to UNDP/MoHA.

Phase 2 (subject to UNDP decision after Phase 1)

- 1.17 A major portion of this Phase will be document analysis. The second element will be in-depth discussions with Government at policy level (including Party and National Assembly) and major donors supporting or intending to support PAR. The third element will be a Round Table discussion with donors, key Government, Party and Parliamentary players.

Indicative tasks:

- 1.18 Analysis of national PAR priorities (such as contained in the new PAR MP 2011-2020, other Government policies), ONE UN plan and priorities in the area of PAR, donor priorities and support, and other interventions by different stakeholders
- 1.19 The analysis will be based on the new emerging Public Administration Reform issues as defined by partners (both Government and non-state actors) and how they think they could be best addressed in the upcoming period
- 1.20 On the basis of this analysis, the team will recommend new ideas or themes for UNDP interventions in the PAR area for the coming five years. A key question needs to be answered: What additional interventions may be undertaken by UNDP to support public administration reform in Vietnam?
- 1.21 One idea (not so new but it may be a good idea to revisit it) is the need for better linkage between what should be mutually dependent and reinforcing elements of the reform programme, especially between PAR/governance and service delivery, e.g. by independent agencies. There are limits to improving service delivery within Government entities which are not yet completely professionalised and are underpaid, where mandates and standards may not be clear and where citizen and civil society input is weak or un-provided for institutionally.
- 1.22 In terms of timings and responsibilities, the first part of Week 1 will involve documentary analysis; Week 1-2 interviews; Week 3 preparation for, running of and reporting on the Round Table. The Round Table will be organised prior to writing the report to ensure adequate attendance, given busy schedules if many. Support of national consultants will be important here.
- 1.23 Tasks will be shared by the three-person team, with the team leader as the key resource person/facilitator at the Round Table and the two other team members also acting as facilitators at any breakaway sessions, as well as assisting with note-taking.

ANNEX 3 CHECKLIST OF QUESTIONS FOR INTERVIEWS

NB. This is comprehensive listing encompassing PAR implementation and impact- aspects and issues that affect all Government and related entities (Party and Parliament) at all levels – central bodies and ministries, city, provincial and district organs. They are important to tease out the strategic issues for recommendation on how the project could contribute to overall PAR for the remainder of the cycle. There will be further organization- or sector-specific questions and probes as well as those arising from what is understood about the progress (or lack of it) in the PAR implementation reports of the various bodies. Finally, there will be an underlying concern across all questions and probes on practical issues of project implementation - with review of project progress and achievements; revisiting the logframe to check if the design of project interventions is still relevant; project planning and use of management information systems and monitoring and evaluation. What is working or not? And how are coordination, linkages and synergy working across the components/activities.

OPENING STATEMENT (some key points)

- Scope of PAR under its various objectives
- Purpose of MTR – backward and forward looking
- What has worked, what not, why?
- What has/could make a real difference in terms of service delivery to citizens, social and economic groups?
- How can we engage citizens more in the planning of services as well as giving feedback on delivery?

A. ROLES AND RESULTS

1. What was your organisational and personal involvement in PAR?
2. At planning, implementation and monitoring stage?
3. Which of the 8 reform areas/objectives affected your organisation most and how?
4. What were the main successes/failures?

B. SCOPE

1. Were there any neglected areas in PAR scope that emerged in the course of implementation or as a result of policy changes?
2. What?
3. How should they now be dealt with?

C. IMPACT

1. What made a real difference to service delivery (if anything)?
2. Why/how?
3. Provide examples of service delivery reform pilots coming under your organisation.

D. LESSONS

1. How could it have worked better?
2. How could be made to work better in future?

E. EFFICIENCY AND EFFECTIVENESS

1. Whether the implementation of the planned activities has achieved the expected results and if these results contributed to achievement of the specific objective

2. To what extent to the services and pilot models delivered by project have contributed to overall objectives of PAR / or resulted in better service delivery in your sector / or better local governance?
3. If the services and pilot models respond the management demands of your organization in term of PAR management and policy development?
4. Whether the planned resources (both human and financial) were adequate for the implementation of the project.
5. Whether project resources and executed expenditures were adequate for the results achieved.

F. SUSTAINABILITY

1. Will the project's results have any lasting benefits once the project closes?
2. How can they be maintained/sustained?

G. FUTURE REFORM PRIORITIES

1. Over the next Plan period, what should be the priorities: a) for Vietnam; b) you organisation.
2. What is the role for international support, if any?

H. IMPLEMENTATION MODALITIES

1. In your reform area(s), what has been the involvement of the various bodies in:
 - a) planning/coordination, monitoring/reporting/visits/inspection
 - b) communications
 - c) interface with public/service users.
2. What improvements could be made in the arrangements?
3. How were indicators and targets set and how well?
4. If you have not been very involved, how could you/your unit/organisation be more involved?

2. INTERVIEWEES

Central level (NB the local offices of some of the below many be seen at city, provincial and district levels where they have been involved in major PAR pilots).

- 1 MoHA (PSC Chair) and others if available
- 2 UNDP
- 3 MoF
- 4 Ministry of Planning and Investment (MPI)
- 5 National Assembly
- 6 Ministry of Justice
- 7 Dept of Personnel and Organisations
- 8 Ministry of Health
- 9 Ministry of Education and Training
- 10 Ministry of Culture, Sports and Tourism

Sub-national levels

People's Committees in selected pilot cities, provinces and districts, along with any involved local offices of above or other central ministries. Given the limited number of days for field work, these will have to be very selective in terms of numbers, duration and distance from Hanoi. Additionally, it is noted in this connection that only recently, DEP CEN Independent Review of PAR is said to have covered: 2 provinces from each of northern, central and Mekong regions (6 in total). It needs to be clarified how this mission relates to the above in terms of what to build on, avoiding repeat visits etc. Likewise, the same PAR Review interviewed/sent questionnaires to central bodies, with about 50% rate of return, it is reported.

3. TEAM DIVISION OF LABOUR

a. Documents review

The National Consultant will undertake an analysis of project/programme progress reports and complete a summary matrix for input into the main report preparation.

There will thus be:

- in column one an enumeration of key areas of progress as well as concern in terms of the various aspects of implementation management (activity planning, delivery, monitoring, partnership management etc..)
- in column two issues for investigation in field work
- in column three some questions to pose.

The International Consultant/Team Leader will undertake an analysis of all other documents, as required, both those supplied in advance as well as those supplied after arrival (except any more recent project reports which the Senior National Consultant will assess). The Senior National Consultant will undertake an analysis of project/programme progress reports and complete a summary matrix for input into the main report preparation.

b. Main mission

- Meetings with MoHA, UNDP and final reporting workshop will be attended by all 3 team members
- Central meetings will be divided between International Consultant/TL (supported by the National Consultant/Interpreter/Translator) and the Senior National Consultant, within an agreed reporting framework
- The same may apply to provincial visits (depending on scope).
- Alternatively, the International Consultant/TL might focus on central meetings and early main report preparation, with the Senior National Consultant covering provinces and presenting his findings also at the final workshop and the International Consultant/TL visiting one or two provinces near Hanoi.

4. REPORT STRUCTURE

- Executive Summary
- Introduction
- Evaluation methodology
- Findings/lessons learned on project design and implementation
 - Relevance
 - Effectiveness
 - Efficiency
 - Impact
 - Sustainability
- Suggested ways forward

Total 30 pages maximum as per the Terms of Reference

Annexes (as required but including):

- ToRs
- Summary results framework

- Overview PAR MP work plan
- Persons met
- Meetings held
- Documents consulted
- Project budgets

ANNEX 4 LIST OF PERSONS MET

	Full name	Organization
	From UNDP	
1.	Ms. Patricia Barandun	Head of Governance Cluster
2.	Mr. Jairo Acuna Alfaro	Policy Advisor (PAR and Anti-Corruption)
3.	Mr. Christophe Bahuet	Deputy Country Director
4.	Ms. Nguyen Thi Ngoc Han	Programme Officer
	From PMU	
5.	Mr. Dinh Duy Hoa	National Project Director
6.	Mr. Vu Duc Phu	Project Deputy National Director
7.	Mr. Le Hung Viet	Project Manager
8.	Ms. Dang thi Tan Huong	Project Officer
	From MoHA	
9.	Mr. Nguyen Duy Thang	Deputy Minister of MoHA
10.	Mr. Nguyen Huu Duc	Director of Department of Local Government
11.	Mr. Phan Van Hung	Deputy Director of Department of Local Government
12.	Mr. Nguyen Anh Duong	Official of Department of Local Government
13.	Ms. Nguyen thi Thu Huong	Official of Department of Local Government
14.	Mr. Dinh Duy Hoa	Director of PAR Department
15.	Mr. Do Guy Tien	Deputy Director of PAR Department
16.	Ms. Nguyen Thi Ngoc Anh	Official of PAR Department
17.	Mr. Hoang Ngoc Anh	Official of PAR Department
18.	Mr. Ngo Quang Phat	Official of PAR Department
19.	Mr. Phung Doan Hung	Official of PAR Department
20.	Ms. Nguyen Thi Huong	Director of Department of International Cooperation
21.	Ms Dang Viet Nga	Official of Department of International Cooperation
22.	Ms Pham Thu Hang	Official of Department of International Cooperation
23.	Ms Pham Hong Nhung	Official of Department of International Cooperation
24.	Ms Lai Thi Thanh Xuan	Deputy Director of Department of Organization and Personnel
25.	Mr. Vu Hai Nam	Deputy Head of Section on Personnel Management
	From MoET	
26.	Mr. Tran Quang Quy	Vice Minister of MoET
27.	Mr. Nguyen Van Vui	Deputy Director of Department of Organization and Personnel
28.	Mr. Tran Van Thinh	Senior Official of Department of Organization and Personnel
	From MoH	
29.	Mr. Tran Viet Hung	Deputy Director of Department of Organization and Personnel
30.	Mr. Vo Xuan Son	Official of Department of Organization and Personnel
31.	Ms. Pham Thi Nga	Official of Department of Organization and Personnel

	<i>From Ministry of Culture, Sports and Tourism</i>	
32.	Mr. Pham Huynh Cong	Director of Department of Organization and Personnel, Chief of PAR
33.	Mr. Pham Van Son	Official of Department of Organization and Personnel
34.	Ms. Le Thi Ha	Official of Department of Organization and Personnel
35.	Mr. Nguyen Manh Tuong	Official of Department of Organization and Personnel
36.	Ms Vu Huong Thuy Nga	Deputy of Department of Library Management
	<i>Bac Ninh Department of Home affairs</i>	
37.	Mr. Pham Van Rong	Deputy Director of Bac Ninh DoHa
38.	Mr. Nguyen Van Phuc	Head of Section of PAR, Bac Ninh DoHa
	<i>Vinh Phuc Department of Home Affairs</i>	
39.	Nguyen Danh	Deputy Director of Vinh Phuc DoHa
40.	Pham Hong Hai	Head of Section of PAR, Vinh Phuc DoHa
41.	Luong Van Hong	Deputy Head of Section of PAR, Vinh phuc DoHa
42.	Cao Van Thuan	Official of Section of PAR, Vinh Phuc DoHa

ANNEX 5 LIST OF DOCUMENTS RECEIVED

I. General documents

1. UNDP Country Program and Action Plan 2006-2010
2. Project document of PAR, the first phase
3. UNDP Country Program for SRV (2006-2010)
4. UN Development Assistance framework for SVR 2006-2010
5. "Strengthening Capacity in Socio-economic development planning, implementation and provision of basic social services in Kon Tum, (mid-term review report)
6. Decision N. 94/2006/TTg on approval the public administration reform action plan 2006-2010
7. Master Program on PAR for period 2001-2010 (attachment to the Prime Minister's Approval Decision 136/2001/TTg)
8. Report on review of the implementation of the first phase (2001-2005) of the Master program (2001-2010) (by PAR steering committee)
9. Draft decision on Approving of the Public Administration Reform (PAR) Program 2011 – 2020
10. Decree No 43/2006/ND-CP Providing for the right to autonomy and self-responsibility for task performance, organizational apparatus, payroll and finance of public non-business units
11. Reforming public administration in Vietnam: current situation and recommendations (presentation by Jairo Acuna, UNDP, 27 November, 2010)
12. Meritocratic human resource in public sector: strategic area for upcoming PAR 2011-2020 (presentation by Jairo Acuna, UNDP, 27 November, 2010)

II. Project related document

1. PAR project document
1. Detailed project outline (DPO)
2. Annual work plan (2009, 2010)
3. Annual progress report (2009, 2010)
4. Quarterly progress reports
5. Contract for independent review of MP on PAR 2001-2010 (Contract with Depocen)
6. Contract with Viet Insights for development of PAR M & E system
7. TOR for development of Database system on PAR
8. Project Audit report
9. End of mission report (five reports from August 2009 to December 2010)
10. Report on the findings from study tours (Korea/Australia ST / UK/Netherlands ST reports)
11. Proposed activities by Department of Local Governance for annual work plan 2011
12. Progress report on the performance of component of Ministry of Health in the PAR project
13. Overview of PAR progress for the last ten years in Bac Ninh and proposal to PAR project for support in implementing the new MP of PAR 2011-2020
14. Overview of PAR progress for the last ten years in Vinh Phuc and proposal to PAR project for support in implementing the new MP of PAR 2011-2020

15. Report on workshops held in Do Son and Ho Chi Minh City on PAR M & E system
16. Project Itemized actual expenditure by activity

III. Project output specific documents

By Result Area 1:

1. Viet Insight documents Proposal M & E concept paper
2. Review of M & E framework
3. M & E assessment, institutional framework
4. M & E outline paper
5. Desk Review of International Best Practices on PAR M & E
6. Independent Review Report on the implementation of the PAR Master Plan 2001-2010 (by Depocen, full report and presentation slides)

By Result Area 2:

7. Proposal on the pilot for the new model of public service model in public hospital (by MoH)
8. Proposal on the pilot for the new model of public service model in public university (by MoET)
9. Proposal on the pilot for the new model of public service model in public libraries (by Ministry of Culture, Sports and Tourism)
10. Report on Field Trip Survey on Provision of Public Administration Services
11. District-level One-Stop-Shops in Nine Provinces and Centrally-run Cities
12. Report on Development of Evaluation index for performance of district level one-stop-shop (parts 1 and 2)

By Result Area 3

13. Index on review the results in implementing the pilot for abolishment of People's Councils at district and ward level
14. Report of pilot performance of abolishment of People's Councils
15. Proposal on assignment of power and responsibilities of People's Committee in general and Chairman of People's Committee in particular

By Result Area 4

16. Draft partnership strategy

ANNEX 7

Biographies of evaluation team members

Proposed role in the project: International Team Leader

- (1) **Name:** Dr Paul Dougill Collins
- (2) **Address:** c/o Public Administration International, 10 Bayley Street, London, WC1B 3HB, UK. Tel: 00 44 20 7580 3590; fax: 00 44 20 7580 4746; email: pai@public-admin.co.uk
- (3) **Date of birth:** July 15th 1945; **sex:** male; **marital status:** divorced
- (4) **Nationality:** British
- (5) **Education:**
- | Institution, (Date from - Date to) | Degree(s) or Diploma(s) obtained: |
|------------------------------------|---|
| Nottingham University, UK 1966 | BA (Hons) Politics |
| Essex University, UK 1968 | MA Government |
| Sussex University, UK 1974 | D.Phil Comparative Politics (by thesis) |
- (6) **Language skills:** Indicate competence on a scale of 1 to 5 (1 - excellent; 5 - basic)
- | Language | Reading | Speaking | Writing |
|------------|---------|----------|---------|
| English | 1 | 1 | 1 |
| French | 2 | 2 | 2 |
| Spanish | 4 | 4 | 4 |
| Portuguese | 4 | 4 | 4 |
- (7) **Membership of professional bodies:** International Association of Schools and Institutes of Administration:: Member, Board of Management; Project Director; Royal Africa Society/UK African Studies Association; UK Development Studies Association; Royal Institute of International Affairs.
- (8) **Other skills:** Computer literate
- (9) **Present position:** Independent Consultant, Hon. Advisory Editor, Public Administration Development Journal; Special Professor of Public Administration, Nottingham University; Sen. Hon. Fellow, IDD, Birmingham University, UK
- (10) **Summary of expertise:** has extensive experience with appraisal, design and evaluation of comprehensive PAR/governance projects and programmes for a range of bilateral/ multilateral donors such as UNDP, DFID, Danida, WB, and the European Commission. Worked as Team Leader on numerous occasions and fully versed in programme management. Sound understanding of issues relating to aid harmonisation/alignment and implications for design of aid interventions, with ten years' background in UN aid coordination system. Performed central project and programme design, implementation and evaluation roles in various harmonised interventions. Has a good track record in leading collaborative, multi-partner projects.
- (11) **UN system experience:** (see CV)(11 1981- 2003) Sep 04, Romania; 2003, 2)Nigeria; 3)2002 BiH; 4) 01/2 Sri Lanka; 5) 01 Nicaragua, Zimbabwe, Malawi; 6) 98, Lao; 7) 97, Vietnam; 8) 96 ditto; 9) 1989/91 UNDP NY; 10) 1985/89 – UNCTC NY and Africa regional; ESCAP Bangkok – desk study; FAO (India, Philippines, Kenya and Somalia); 11) 81-83 – UN Secretariat NY)
- (12) **Summary of relevant work experience:**
His relevant experience in Vietnam includes
- Design Mission on Public Administration Reform in Hau Giang Province for the Belgian Technical Cooperation in October 2006.
 - Initial mission to Quang Binh province aimed at strengthening provincial and district public administration structures, including review of reform policies, administrative procedures, human resources management structures, strategy for training/retraining, selection of personnel for retrenchment and computerisation of personnel management information system. It was conducted

for UNPC in 1997.

- Feasibility study and preparation for UNDP and Government Committee on Organisation and Personnel (Prime Ministry), Vietnam Project on Reform of Provincial Public Administration in Dong Nai. Project on Reform of Provincial Public Administration in Dong Nai in 1996.
- Project Identification and Design for Strengthening Provincial Planning Authorities Planning and project appraisal (Haiphong and Nam Ha Provinces) for UK Overseas Development Agency in 1995.

Other relevant experience include:

- Design for DFID of Russia multi-donor support programme to Public Administration Reform.
- Study of Benchmarks for Good Governance for UNDP assistance under Kenya Enhanced Public Administration and Participatory Development Programme (EAPD).
- Preparation of Project Support on Governance, including gender sensitive judicial reform and civil and human rights education for UNDP in Gambia.
- A mid-term evaluation for UNDP of the Danish Trust Fund on Capacity Building in Malawi and Zimbabwe.

Date from – Date to	Location	Company& reference person (name & contact details)	Position	Description
2010	Hong Kong	City University, Dept of Public and Social Administration Hon S Chan: +852 261 109396	Visiting Professor	Delivery of Public Policy courses at MA and BA levels; guest lecturing in Singapore and China
2009	London	DFID, Palace St., London SW1, Satyendra Prasad Satyendra Prasad (now at World Bank 1 202 477 1234)	Short term Governance Support	Human Rights analysis of Kosovo in context DFID budget support to GoK; b) drafting DFID project memorandum on Improving Policy Planning and Monitoring in the Government of Serbia and its Ministries.
2009	Bosnia – Herzegovina	Coffey Int, Richard Moreton, Head Governance Practice T (+44) (0) 1189 566 066	Governance Expert	Country Governance Assessment for DFID
2008	Montserrat	Coffey Int Coffey Int, Sean McGill	PAR Expert	Output to Purpose Evaluation, Public Administration Reform Project for DFID
2008	Romania	Public Administration International (PAI), Slava Gromlyuk Tel: +44 (0)20 7580 3590 Slava.gromlyuk@public-admin.co.uk	Strategic Planning Expert	Preparation of Strategic Planning system and webtool, National Institute of Administration, Bucharest (EU)
2007	Nigeria	DFID Nigeria, Richard Butterworth, Gov Adviser Tel: +234 9 413 7710-19	Consultant	Output to Purpose/Annual Review of SERVICOM Project, DFID
2006	E. Caribbean	Itad, Julian Barr Tel: 00 44(0) 1273 765 250	Governance Specialist	Caribbean Region (Barbados, Jamaica, Guyana and Grenada Team member on Governance, Evaluation Mission, DFID Regional Assistance (RAP) Programme.
2006	Vietnam	BTC, Jean-Paul Charlier Belgian Technical Cooperation T +32 (0)2 505 37 00	Team Leader	Design Mission on Public Administration Reform in Hau Giang Province, Vietnam.
2006	Romania	Ministry of Finance Tel: 0040 - 1 - 410.34.00	World Bank Adviser	Development of monitoring and evaluation framework for policy management reform; procedural guidelines and manuals for policy impact assessment; related capacity building and training at central and ministry levels.
Sep 2004	Romania	UNDP, Dan Dionisie, Bucharest	Team Leader	Evaluation Mission on Project of Support to Romania Office of Presidency (UNDP), Romania

2004 to 2005	Bulgaria	Agrer	Expert	Review of Strategic Policy-Making and Co-ordination in the Administration/Development of Guidelines on Impact Assessment for pilot Ministries (EU/Phare).
2003 to 2004	Serbia	Contractor	Evaluation Specialist	Evaluation Mission, Serbia SIDA Project on Human Resources Management with Agency for Public Administration Development of Serbian Government (Ministry of Foreign Affairs, Stockholm)
2003	Nigeria	UNDP	Evaluation Specialist	UNDP Evaluation Office Assessment of Development Results Team to Nigeria Assessment of UNDP Country Programme 1997-2003 in field of governance and poverty at Federal, state and local government level
2002	BiH	UNDP	Project Design Expert	Project design for support to new Civil Service Staff College (UNDP)
2002	Estonia	Contractor	Evaluation Expert	Mid-term Evaluation of Estonia's Progress with EU Accession: public administration capacity requirements for management of Structural Funds (EU Phare, Brussels & Tallinn).
2001 to 2002	Sri Lanka	UNDP	Consultant	Strategic Review and Development of Five Year Corporate Plan for Sri Lanka Institute of Development Administration. (UNDP/UNOPS).
2001	Nicaragua, Zimbabwe, Malawi	UNDP	Evaluation Specialist	Mid-Term Evaluation of Danish Trust Fund Support to Governance Capacity Building (UNDP Evaluation Office, New York)
2000	Russia	Contractor	Monitoring specialist	Monitoring Programme, Russian Federation, monitoring of human resources sector projects (EC/TACIS).
1998	Lao	UNDP	Change Management Adviser	Office of Prime Minister - UNDP Change Management Adviser : review of scope and methods of implementation of Governance and Public Administration Reform (GPAP) programme; delivery of workshop at Government Leading Committee on GPAP.
1998	Poland	Contractor	Consultant	Review of Project Fiches for Polish Ministries relative to preparation for European accession. (Office of Committee for European Integration/EC Phare)
1997	Albania	Contractor	Consultant	Evaluation of Public Administration Reform Project, European Commission/Phare), Brussels, Dublin, Paris, Tirana.
1997	Vietnam	UNDP	Public Administration Specialist	Quang Binh Province. Initial mission on strengthening provincial and district public administration structures, including review of reform policies, administrative procedures, human resources management structures, strategy for training/retraining, selection of personnel for retrenchment and computerisation of personnel management information system (UNDP).
1996	Vietnam	UNDP	Consultant	1996, Feasibility study and preparation for UNDP and Government Committee on Organisation and Personnel (Prime Ministry), Vietnam Project on Reform of Provincial Public Administration in Dong Nai. Project on Reform of Provincial Public Administration in Dong Nai.
1995	Russia	IPS	Consultant	1995, Mid-term Evaluation of Senior Russian Officers Retraining Programme Team Leader, Moscow, St Petersburg, Krasnodar and Nizhny Novgorod, Team Leader, EU Commission, Russia

1995	Vietnam	ODA(DFID)	Consultant	1995, Project Identification and Design for Strengthening Provincial Planning Authorities Planning and project appraisal (Haiphong and Nam Ha Provinces) (SEADD/UK ODA), Vietnam
1991-1995	UK	RIPA	Principal Consultant	Royal Institute of Public Administration International Division
1989-91	USA	UNDP	Principal Adviser	Bureau for Policy Programme and Evaluation, UNDP, New York
1985-89	USA	Various	Consultant	Short term assignments for UN Centre on Transnational Corporations, ESCAP, FAO, UNDP, UNDTCD in Africa and Asia
1984-5	USA	TTU	Visiting Professor	Texas Tech University, Lubbock, TX, USA
1981-83	USA	UN	Public Administration Officer	UN Public Administration Division.
1967-81	UK, Tanzania, Nigeria, Ghana, Brazil	Universities	Teaching/ Research positions	Sussex University, UK, Dar es Salaam University, Tanzania, Universities of Ahmadu Bello and Ife, Nigeria, University of Sao Paulo, Brazil and University of Ghana.

(13) **Publications** : Over 60 publications (see separate list). Three major publications are:

(a) Applying Public Administration in Development: Guideposts to the Future, John Wiley & Sons, UK, 2000.

(b) The New Public Administration : Global Challenges - Local Solutions, special issue of **Public Administration and Development**, 17(1) February 1997, pp1-208.

(c) Selected Experiences of Good Practice in Commonwealth Public Management : A Symposium (ed with Edward Warrington), special issue of **Public Administration and Development**, Vol 16(4), October 1996, pp 291-410

(14) **Miscellaneous**: I am available for this assignment at the times specified in the Terms of Reference.

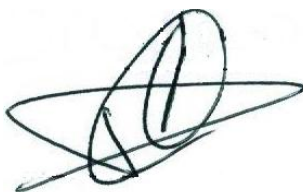
I certify that all information stated in this resume is true and complete to the best of my knowledge. I authorise UNDP or its agent to verify the information provided in this resume.

Signed:

I undertake, if this proposal is accepted, to commence and complete delivery of all services specified in the contract within the time frame stipulated. I agree to abide by this proposal for a period of 120 days from the submission deadline of the proposal.

Date: 24 October 2010

Signed:



Proposed role in the project: Senior National consultant**(12) Name:** Tran Thi Hanh**(13) Address:** c/o Public Administration International, 10 Bayley Street, London, WC1B 3HB, UK. Tel: 00 44 20 7580 3590; fax: 00 44 20 7580 4746; email: pai@public-admin.co.uk**(14) Date of birth:** 26 March 1957 **Sex:** female; **Marital status:****(15) Nationality:** Vietnamese**(16) Education:**

Institution, (Date from - Date to)	Degree(s) or Diploma(s) obtained:
Hanoi National Economic University, Vietnam, 1990 – 1997	Ph.D. in Management of Development
Kiev National Economic University , Ukraine, 1976 – 1980	B.Sc. in Economics

(17) Language skills: Indicate competence on a scale of 1 to 5 (1 - excellent; 5 - basic)

Language	Reading	Speaking	Writing
English	2	2	2
Vietnamese	1	1	1
Russian	2	2	2

(18) Membership of professional bodies: Association of Vietnamese Economists, Member of the Interim Coordinating Committee of the ADB's Management for Development Results (MfDR) Network**(19) Other skills:** Computer literate, good presentation and report drafting skills.**(20) Present position:****(21) Summary of expertise:**

Ms Hanh has a wide experience of work, with particularly good capacity in M&E and governance (see details in the table below). She assisted some ministries in preparing the national and sector SEDP M&E framework. In addition, she has worked as a trainer on M&E for various projects. She also participated in evaluation of many projects at different sectors and areas, including governance, planning, education, rural development and poverty reduction. She is a member of Coordinating Committee of the MfDR network organized by ADB since 2005. She has rich expertise on state and corporate governance. For the last years she has involved intensively in analysing the institutional capacity in Vietnam, both at national (SEDP performance review, country governance analysis), local and sector levels.

(22) UN system experience: Ms Hanh has worked on several UN funded projects in Vietnam as a Team Leader, Governance Specialist and Monitoring & Evaluation Specialist. See details below.**(12) Summary of relevant work experience:**

- Excellent understanding of substantive legal and institutional issues and political environment in Vietnam
- Good knowledge and practical experience in organisation and operation of the state apparatus
- Experience with advising on public administration reform (PAR) in Vietnam
- Experience in conducting research and other analytical work in the area of PAR
- Experience in evaluating technical assistance projects including in the area of PAR
- Practical experience in results-based management and result-oriented approach to project implementation, as well as monitoring and evaluation, including with UNDP projects
- Experience in working with multiple government stakeholders and donors in partnership

Date from – Date to	Location	Company& reference person (name & contact details)	Position	Description
Jul – Nov 2010	Vietnam	UNDP-CEM	Team Leader	Evaluation of the ethnic minority human resources and preparing recommendations on ethnic minority human development policies.
Jul – Nov 2010	Vietnam	CCBP- MPI	Team member	Evaluation of the Hanoi Core Statement implementation.
Oct 2009 – Mar 2010	Vietnam	UN	Governance specialist	Carrying out analysis of the potential barriers from the current governance practice to maintaining a high rate of growth and poverty reduction, and exploring the implications, both for partners and Viet Nam, of the achievement of MIC status.
Nov – Dec 2009	Vietnam	UNDP	Monitoring & Evaluation Specialist	Assisted with preparation of the “Sub-national Capacity strengthening for Monitoring Socio-Economic Development Plan Implementation in Thua Thien Hue” project completion report.
May – Nov 2009	Vietnam	UNDP	Poverty Reduction Specialist	Assisted with mapping all of Vietnam’s poverty reduction policies and projects currently in implementation.
Mar – Jul 2009	Vietnam	Danida (through Mekong Economics)	Planning and Monitoring and Evaluation Specialist	Reviewed the planning and M&E practice in five provinces: Dien Bien, Lao Cai, Lai Chau, Dak Lak and Dak Nong and identified possible TA interventions for DANIA to support the agriculture sector development in these five provinces.
Jan – June 2009	Vietnam	MPI	Team Leader	Carried out a review the implementation of the Coastal central region development policies, issued by the government following the Decision 24/2008/QD-TTg
Nov 2008 – Jan 2009	Vietnam	JICA	Planning and M&E Specialist	Undertook an assessment of the district socio- economic development planning and budgeting practice in Hoa Binh.
Oct 2008 – Nov 2009	Vietnam	UNESCO	M&E Specialist	Undertook an assessment of the Technical and Vocational education subsector institutional and human capacity.
Mar – Aug 2008	Vietnam	UNDP-MPI	Governance Specialist	Carry out the midterm review of the 2006- 2010 SEDP implementation- Governance pillar.
Jul – Oct 2008	Vietnam	Government of Finland	M&E Specialist	Review the practice of Operation and Maintenance for invested infrastructure under the P135-II and make the suggestions for the 135-P II rural infrastructure O&M improvement.
Mar – May 2008	Vietnam	ADB	M&E Specialist	Evaluate the Capacity building and Institutional Arrangement of the GMS program financed by ADB to support Vietnam, Laos, Cambodia, Thai Land, Myanmar and Yunan province (China).
Nov 2007 – Jan 2008	Vietnam	WB	M&E Specialist	Assistance in independent evaluation of the PRSCs (from the first to the sixth PRSC)
Oct 2007 – May 2008	Vietnam	UNICEF	Team Leader	Assessment of the planning capacity gaps and the gaps in capacity to mainstream children aspects in development planning, making recommendations on the narrowing the gaps.

Oct 2007 – Nov 2007	Vietnam	UNDP-MPI	Training specialist	Provide training on results-based M&E of SEDP implementation to local partners in 8 provinces.
Mar – Apr 2007	Vietnam	Government of Belgium (through EfC)	Team member	Assistance in evaluating the relevance of the Belgium Assistance approach: direct, indirect, official, through NGOs, from different channels: APEFER, VVOB.
Jul – Nov 2007	Vietnam	Danida	Team member	Evaluate the achievement of the targets set in Hanoi Core Statement.
Nov 2006 – Jan 2007	Vietnam	UNDP	Team Leader	Assessment of the Bac Kan local government capacity for making the recommendations on interventions to be designed for the provinces supported by the SLGP.
May – June 2006	Vietnam	ADB	Team member	Assistance in preparing the “Lower Secondary education development” project completion evaluation report.
Oct 2005 – Oct 2006	Vietnam	ADB	M&E Specialist	Coordinated the ADB financed “Results-based monitoring of growth and poverty reduction” TA implementation, provided training on results- based M&E, assisted with drafting of the Handbook on results- based M&E of SEDP implementation.
Nov 2004 – Jan 2005	Vietnam	WB	National consultant	Help in evaluating the “Supporting Provincial planning renovation”, drawing the lessons and preparing “Building capacity in education planning” project proposal .
May – July 2004	Vietnam	UNDP	Team Leader	Review the M&E practice of the “HEPRJC and 135-I programs
Jul – Sep 2004	Vietnam	OECD	Team member	Evaluate the ODA impacts on business environment in Vietnam.
Jul 2004 – Mar 2005	Vietnam	ADB	Team member	Evaluate the “Labour market segmentation and labour market development policies” under the TA “Market for the Poor”.
Jul 2004 – present	Vietnam	CIEM	Deputy Director / Senior Researcher	Conducting research and consultancy assignments in the following fields: <ul style="list-style-type: none"> • Governance (planning, results-based management, institutional development policies). • Factor market development policies; • Regional development policies.
1997 –2004	Vietnam	Ministry of Planning and Investment	Permanent Principal Program officer for ADB desk, Foreign Economic Relation Department	Project Management co-ordination (ADB- funded projects identification, preparation, appraisal, negotiation and implementation management co-ordination). For the whole ADB desk as the principal program officer: <ul style="list-style-type: none"> • Organizing monthly project implementation review meeting with ADB Resident Mission in Hanoi and the relevant government's agencies and prepare executive reports to submit to the ministry's leaders with recommendations, cooperate with ADB's Country Programming Missions in projects/programs identification, work as the key count part staff with Confirmation Missions, ADB's Country Strategy and Programming Missions, Portfolio Review Missions... and prepare respective working reports. • Making policies analysis and give comments or recommendations on relevant specific papers prepared by consultants or ADB staff (Harmonization of ADB project management and implementation procedures, Regulation on ODA management and utilization, ADB's country assistance strategy, country assistance plans, sectoral studies...). • Participating in the socio- economic development plan preparation (relating ODA sources planning).

1995 – 1997	Vietnam	Ministry of Planning and Investment	Programme Officer for ADB desk	
1983 – 1995	Vietnam	Central Committee of CPV, Economic Division	Economist	
1981 – 1983	Vietnam	Hanoi Beverage Factory	Economist	

(13) Publications :

Author of several publications, including the “Management for Result: a new approach in public management”, 2007, Statistics Publishing House, Hanoi

(14) Miscellaneous:

I am available for this assignment at the times specified in the Terms of Reference.

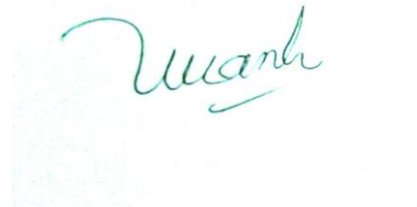
I certify that all information stated in this resume is true and complete to the best of my knowledge. I authorise UNDP or its agent to verify the information provided in this resume.

Signed:

I undertake, if this proposal is accepted, to commence and complete delivery of all services specified in the contract within the time frame stipulated. I agree to abide by this proposal for a period of 120 days from the submission deadline of the proposal.

Date: 23 October 2010

Signed:



Proposed role in the project: National consultant cum interpreter/translator

- (1) **Name:** Dao Ngoc Nga
- (2) **Address:** Institute of Labour Science and Social Affairs - Ministry of Labour- Invalids and Social affairs. Tel: 84 0438269732; fax: 84 0438269732; email: nga_ngocnga@yahoo.com
- (3) **Date of birth:** September 26th 1969; **Sex:** female ; **Marital status:** married
- (4) **Nationality:** Vietnamese
- (5) **Education:**

Institution, (Date from - Date to)	Degree(s) or Diploma(s) obtained:
Hanoi foreign language university	BA English
National Public administration institution	BA on public administration
National Political and public administration academy	Moa on public administration

- (6) **Language skills:** Indicate competence on a scale of 1 to 5 (1 - excellent; 5 - basic)

Language	Reading	Speaking	Writing
English	2	2	2
Vietnamese	1	1	1

- (7) **Membership of professional bodies:** Member of National consultative Network on Gender issues for state and governmental institutions
- (8) **Other skills:** Computer literate
- (9) **Present position:** Consultant/ Researcher Institute of Labour Science and Social Affairs, Research Centre on women workers
- (10) **Summary of expertise:** has extensive experience with design and evaluation of comprehensive poverty/governance related projects and programmes for a range of bilateral/ multilateral donors such as UNDP, Sida, Danida, Cida, GTZ, WB, and the European Commission. Worked as core member of research and consultant team; good understanding of issues relating public administration reform, social security and protection pro – poor service delivery, governance and gender issues in Vietnam; familiar to work with various stakeholders as government system and non-government agencies, civil society
- (11) **UN system experience:** (see CV)
- (12) **Summary of relevant work experience:**

Her relevant experience in Vietnam includes

- Strengthening capacities for People's Representative bodies" of National Assembly office (UNDP and National assembly, 2009)
- Data analysis and Human rights indicators assessment focusing on Swedish development assistance to projects in the subject area of decentralization in a number of development projects including PAR in MoHa and PAR in Quang tri (special study for Sida 2007)
- Analysis of decentralization and empowerment mechanism through the application of Local Planning and Management for Development (LPMD) and Local Development Fund (LDF), and the possibility of replication of LPMD and LDF into other communes and villages for sustainable poverty reduction (research for MPI and Sida 2008)
- Development of framework for education socialization for Hochiminh city by 2020 - UNDP funded project to support public administration reform in Hochiminh city, 2010)
- Mid term evaluation of the program on Strengthening Environment Management and Land Administration (2007)
- Sida Advisory team on environmentally sustainable development (SAT/ESD) on Follow up assessment of the 5 - year program on Strengthening Environment Management and land administration (SEMLA). Program implemented by Ministry of Natural resource and Environment. (2009)

- Mid term review of national target program on poverty reduction and the program 135 “support for the poorest and extreme disadvantaged communes in Vietnam” (2004)
- Special Evaluation of ABD’s contribution to inclusive development of Vietnam. The scope of assignment is to evaluate 2 among the largest projects funded by ADB in Vietnam as: Improvement of provincial road project and Rural infrastructure development Project (ADB regional office 2009)
- Formulation of new project on “ Participatory and Pro-poor planning for Development” – Plan International in Vietnam 2008
- Annual Technical Supervision Joint donors’ support to the Rural Water Supply and Sanitation (Cida and Mard 2008)

Date from – Date to	Location	Company& reference person (name & contact details)	Position	Description
2010	Hochiminh city	UNDP project PAR in Hochiminh city” Email: parHCMC.vn@undppartners.org Team leader: adam@aduki.com.au	Institutional expert	Specific study on current practice of education socialization and Development of framework for education socialization for Hochiminh city to 2020
2010	Hagiang – Vietnam	Chia se program in Hagiang ĐT : 84(04)3860560 ; Email : chiase.hg@hn.vnn.vn	Team leaders	Review of system of monitoring and evaluation of selected programs and projects (donor's and government's projects) on poverty reduction in Hagiang
2009-2010	Hanoi, Vientiane (Laos)	GTZ office in Hanoi and Vientiane Dr. Timo Menniken, Advisor Mekong River Commission Secretariat mail: timo.menniken@gtz.de	Leader of monitoring team in Vietnam	Result Based Monitoring for project Mekong River flood management and mitigation in Vietnam", project funded by GTZ and implemented by Regional Commission for Mekong river (MRC) – two round
2009	Hanoi and project provinces	UNDP project management board	Institutional expert	Strengthening capacities for People's Representative bodies" of National Assembly office. The consultancy focus on supporting 3 pilot provinces as Hochiminh city, Lao cai and Nghe An in applying and building capacity for People Council of Provinces in Public Consultation for the decision and resolution making of Provincial People Council.
2009	Hanoi and program provinces	Ministry of Natural resource and Environment; Sida in Hanoi Team leader, Henny Andersen henny.andersen@spmconsult.se	Social expert / core member	Sida Advisory team on Environmentally sustainable development (SAT/ESD) on Follow up assessment of the 5 - year program on Strengthening Environment Management and land administration (SEMLA). Program implemented by Ministry of Natural resource and Environment. (2009)
2009	Hanoi and provinces	Evaluation Department/ ADB regional office Ganesh Rauniyar; Email: grauniyar@adb.org>	Evaluation expert	Special Evaluation of ABD's contribution to inclusive development of Vietnam. The assignment is for ADB regional office in Manila. The scope of assignment is to evaluate 2 key project funded by ADB as: Improvement of provincial road project and Rural infrastructure development Project. Evaluation is made in 8 provinces of Vietnam
2009	Hanoi and provinces	Oxfam Hongkong in Hanoi 4th floor, No. 22 Le Dai Hanh Alley, Hanoi Fax: (04)-39454405	Evaluation expert	Final evaluation of 3 year project “ Improving sanitation and environment protection in Dakrong district, Quang tri province
2008	Hanoi and provinces	Cida in Hanoi and (Mard)	Community development expert	Development and piloting the models on “ Pro – poor targeting for program”
2008	Yen bai	Care in Vietnam	Institutional expert	Formulation of project on Participatory and rights driven community development in Yen Bai.

2007	Hanoi and provinces	Sida Hanoi – 2 nui truc Team leader: Henny Andersen henny.andersen@spmconsult.se	Evaluation expert	Data analysis and Human rights indicators assessment focusing on Swedish development assistance to projects in the subject area of decentralization" focussing on assessment of decentralization and right-based approaches mainstreamed in selected funded projects on PAR run by MoHa; project on PAR in Quang tri, Chia se program
2008	Hanoi and provinces	Sida in Hanoi and Ministry of Planning and Investment Room 303, Building G, No 2 Hoang Van Thu Str. Hanoi; Tel: 080 45639	Team leader	Special study on "Local Development Fund investment strategies". The focus is mapping the factors/ incentives and disincentives for local people in effective usage of local development fund. Study is carried out in Ha giang, Yen bai and Quang tri.
2007	Hanoi and provinces	Sida Advisory Team for Environment sustainable development program Team leader: Henny Andersen henny.andersen@spmconsult.se	Evaluation specialist	Mid term evaluation of the Sida supported program on Strengthening Environment Management and Land Administration
2007	Hanoi and provinces	Cida Hanoi and Mard – 2 Ngoc Ha – Hanoi, team leader:	Evaluation Specialist	Annual Technical Supervision Joint donors' support to the Rural Water Supply and Sanitation - NTP II
2007	Hanoi and provinces	Team leader: Tim Grath; tmgrath@hn.vnn.vn	Community development expert	Study on Commune preparedness for implementation of project " Initiatives for pro-poor development in Northern uplands"
2007	Hanoi and provinces	UNDP and Ministry of Natural resource and environment	Researcher	Assessment of poverty – environment linkages in participatory poverty assessment – Develop a method and tools for assessment of linkage between poverty – livelihoods and environment
2008	Hanoi and provinces	Plan International in Vietnam	Project design expert	Formulation of new project on " Participatory and Pro-poor planning for Development"
2008	Hanoi and provinces	Ministry of Planning and Investment / Chia se program Secretariat Room 303, Building G, No 2 Hoang Van Thu Str. Hanoi Tel: 080 45639	Team leader	Evaluation of the effectiveness of training courses and capacity building activities carried out by Chia se program for period 2004-2007 and the training needs assessment for period 2009-2010
2008	Hanoi and provinces	UNDP/ UNIFEM in Hanoi Dr Annalise Moser, Tel: (84-4) 9421495	Researcher	Assessment of social impact of Vietnam's admission to WTO to rural women
2008	Hanoi and provinces	Ministry of Planning and Investment / Chia se program Secreteriat Tel: 080 45639	Sub team leader	Study on decentralization and empowerment mechanism through the application of Local Planning and Management for Development (LPMD) and Local Development Fund (LDF), and the possibility of replication of LPMD and LDF into other communes and villages for sustainable poverty reduction"

(13) Publications :

- (a) Decentralization mechanism in local planning and management development, MPI, 2000.
- (b) Socio – economic impact of WTO accession to rural women, UNFEM paper 2009.

(14) Miscellaneous: I am available for this assignment at the times specified in the Terms of Reference.

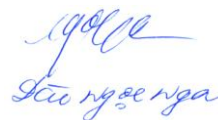
I certify that all information stated in this resume is true and complete to the best of my knowledge. I authorise UNDP or its agent to verify the information provided in this resume.

Signed:

I undertake, if this proposal is accepted, to commence and complete delivery of all services specified in the contract within the time frame stipulated. I agree to abide by this proposal for a period of 120 days from the submission deadline of the proposal.

Date: 24 October 2010

Signed:



The signature is written in blue ink and appears to be 'Tau ngoe nga'.

Codes of conduct signed by evaluation team members

Annex to the TOR - Ethical Code of Conduct for UNDP Evaluations

Evaluations of UNDP-supported activities need to be independent, impartial and rigorous. Each evaluation should clearly contribute to learning and accountability. Hence evaluators must have personal and professional integrity and be guided by propriety in the conduct of their business.

Evaluators:

Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded

Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.

Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and respect people's right not to engage. Evaluators must respect people's right to provide information in confidence, and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals, and must balance an evaluation of management functions with this general principle.

Evaluations sometimes uncover evidence of wrongdoing. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.

Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders' dignity and self-worth.

Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/or oral presentation of study limitations, findings and recommendations.

Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.



P. D. COLLINS

London 19 May 2011

Annex to the TOR - Ethical Code of Conduct for UNDP Evaluations

Evaluations of UNDP-supported activities need to be independent, impartial and rigorous. Each evaluation should clearly contribute to learning and accountability. Hence evaluators must have personal and professional integrity and be guided by propriety in the conduct of their business.

Evaluators:

Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded

Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.

Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and respect people's right not to engage. Evaluators must respect people's right to provide information in confidence, and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals, and must balance an evaluation of management functions with this general principle.

Evaluations sometimes uncover evidence of wrongdoing. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.

Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders' dignity and self-worth.

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National Consultant



Deo Ngaz Nga

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