

Comparative Evaluation of the Personnel Management Project at Central Level and the Pilot PAR Project in Quang Tri Province

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Asia Department

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Abbreviations

PAR	Public Administration Reform
PC	People's Committee
LTC	Land Tenure Certificate
STEP	Systematic Training Evaluation and Planning
ToR	Terms of reference
MoHA	Ministry of Home Affairs
DoHA	Department of Home Affairs
POD	Personnel and Organization Department
PMIS	Personnel Management Information System
HRM	Human Resources Management
HRD	Human Resources Development
PMU	Project Management Unit
GCOP	Government Committee for Organization and Personnel
M&E	Monitoring and Evaluation

Executive Summary

The Quang Tri project started in 1999 and ended in 2004 whilst the MOHA project started in 1997 and ended in 2003. The purpose of this end of project evaluation is to find out the most important factors that determined the *results* (failure or success) of the two projects as well as assess the impact on PAR, poverty reduction, gender equality, the democratic process, transparency and accountability in the public administration system. Also, to make recommendations, based on lessons and experiences from the two projects, on how Sida could effectively support PAR in the future. The evaluation methodology includes document research, a questionnaire survey involving 33 top managers and 100 staffs in more than 20 provinces and round table discussions and interviews.

The Two Projects

The *Quang Tri project* was designed as a blueprint project consisting of 2 components, one on reforming land allocation procedures and the other on capacity building. The design process was based on reform ideas proposed by the beneficiary agencies and there were given significant degrees of autonomy during implementation. The PMU had a part-time Project Director, who was the head of DoHA and the Project Manager was an expert from OPC had sufficient weight to coordinate the beneficiary agencies. The project has a part-time CTA and his inputs together with other international consultants were specified by the PMU when needed. The PMU also established working regulations for itself as well as monitoring and evaluation (M&E) early in the project life.

The first component on reforming land allocation was assessed as having achieved its outputs successfully by piloting the one door model. Prior to the project, in urban areas, citizens had to go 12 times to “6 doors” to get their land use right certificates issued and the whole process took 91 days. Now they only have to go to “one door” with 3 visits, and the total time for them to get their land use right certificates is reduced to 23 days. The new procedures are publicly available, including the time it would take to process the application. At the moment, up to 80% of households in the province have land use right certificates, compared to around 5% in 2000. This is very important for poverty reduction and economic development as without the land use right certificates households are not able to get loans for farming and other businesses nor sell or lease land.

Other outcomes achieved by the one door mechanism, included:

- Decentralization of competence to grant land use right certificates and collect land use fee from provincial level to district level
- Unnecessary procedures were eliminated and a new process for issuing land use right certificates was designed
- Civil servants from different functions and units were brought together in a Task Force to handle land use right certificates applications for the people.
- There is greater transparency as civil servants are held accountable to ensure the publicized administrative procedures are followed

As the lessons from the Quang Tri experience, together with one stop shop models piloted elsewhere, has been absorbed into the new Land Law and other related legal documents, the results have long term, sustainable impact on land use, poverty reduction and economic development.

The second component on capacity building has less successful outcomes and negligible impact. Several courses were delivered for civil servants at different levels in the province aimed at supplement-

ing the participants' missing knowledge or skills relating to state management, market economics, foreign languages and computer. The STEP program was introduced to several beneficiary units but without follow up to assist beneficiaries with how to apply the outcomes were limited. The only capacity building activities that was effective was the professional training provided to the Task Forces to strengthen their capacity in implementing the "one...door" model.

The *MoHA project* was designed using a process led approach as there were too many uncertainties when it started. The PMU had a full-time CTA and there were extensive international consultants input. There were initial difficulties getting beneficiary agencies within MoHA to engage and the project began with 8 components. Over a period of time this was reduced to 4. The Project Director was full-time but she did not have the same weight of authority as their equivalents in Quang Tri. The PMU and the consultants were very hands on, as they organized and managed all project activities.

The project had some successes in 5 areas: awareness raising, personnel policy, O&M methods, in-service training management and personnel management information system (PMIS).

About 3000 civil servants from both local and central levels attended capacity building events, mostly in the form of training courses and workshops, over the life of the project. Hence, there is now a critical mass of civil servants who are aware of modern personnel management and organization development methods. The outcome is limited as the current system does not enable these new practices to be easily applied. However, the potential impact could be high, because when decentralization of personnel management is implemented, the local agencies would already have some understanding and capacity to deal with the new responsibilities.

Personnel policy is assessed as having successful outcomes and impact. The project assisted MoHA to draft over 30 pieces of legislation. With the project support these legal documents were drafted using more consultative approaches. Also, the improved legal environment for the management of civil servants should result in more transparency, accountability and work place democracy.

The O&M course on job analysis and description has been particularly successful, especially when it was rolled out to Bac Ninh, Nam Dinh and Ninh Binh. Although the current administrative system does not allow the full impact of job descriptions to be deployed, it has already at the pilot stage produced the following outcomes for those who took part in the training:

- Civil servants have a better understanding of what they should do and what they should not do in their work
- Leaders have a better picture of the duties and responsibilities of each unit and each individual in the organization
- Managers understand more the tasks performed by their staffs, as a result it became easier for them to evaluate the work of their staffs
- Work place democracy is exercised when the job incumbents and their managers about what the job incumbent should do and should not do
- It became possible to identify labour redundancy in the organization, and easier to know who has not really worked or who is redundant

The in-service training management component also has some success in supporting the promulgation of legal documents regarding the training and retraining of civil servants. A core team of trainers for training management was established as well as another core team for training methods. Although there were some attempts by a few Provincial Political Schools to apply the new training methods the outcomes and longer term impact remains limited until the current system for training and retraining civil servants are reformed.

PMIS, through process of voluntary uptakes has now been adopted in 58 provinces. At the local level the PMIS is received with enthusiasm and generally seen as helpful. Statistical data that used to take weeks to compile now only require 1 person and a few days. However, it took a long time for PMIS to be accepted within MoHA. The system is not yet legitimized for routine use and some central agencies, for example, MoET has set up their own systems.

Shortcomings and Challenges

The main shortcoming of the Quang Tri project is with the design of the capacity building component. With the exception of an element that related to the training of the Task Force for the one door model, there was little synergy between the two components. The lessons gained from cross-function working in the Task Force could have been picked up and disseminate to other agencies in the Province. Perhaps the STEP programme, which was perceived as a foreign concept, would have been better understood if it was applied to the Task Force first as a pilot in order to develop a Vietnamese example.

The main shortcoming in the MoHA project was the ambiguous commitment and ownership of the project by some of the beneficiaries in MoHA. One negative impact arising from this is that the right people did not always participate in the right capacity building event. In fact, for the first 2 years of the project life much project resources were put to building relationships, trust and understanding of some key HRM concepts between the international consultants and the beneficiary agencies. If the project has failed to lay this foundation it is highly likely that the project would not have produced sufficient outputs to merit continuation after the first phase. Another shortcoming of the MoHA project, which was also in the Quang Tri project, was that all the 8 areas did not mutually underpin each other.

The biggest shortcoming though for both projects is that the respective M&E systems were not adequate. In Quang Tri the M&E system was too cumbersome but unfortunately it was not amended and made simpler. So, although the project outputs were track there was little data for assessing outcomes and impact. The MoHA project being processed led did not start of with a systematic M&E system. Instead progress was measured against annual work plans. However, given the process nature of the project it was important to have good data to enable key stakeholders to dialogue and direct the development of the project. Perhaps, since one consultancy firm was responsible for managing the whole project, it would have been wiser to commission an independent consultant or firm to monitor and evaluate the project. Neither project had independent mid-term reviews.

Overall Lessons

The lessons learned from both projects are:

First, both blue print and process led approaches to project design are valid, depending on the project purpose and goals. Each has its own modality and should be structured and resourced accordingly. A successful blue print project requires clear outputs, good planning and buy in from all stakeholders to the work plan. A successful process led project however requires commitment to a shared vision and flexibility to allow stakeholders to work out how they would fulfill the vision.

Second, regardless of which approach is used the ownership of project outputs and activities by the executive and beneficiary agencies is paramount. Where ownership and trust between stakeholders are strong problems are overcome. Also, project activities become part of the routine work of the agency rather than being perceived as imposed work.

Third, good strategic leadership is critical and even more so when the project ends. Whether or not the achieved results will be sustainable largely depends on the leadership's determination in creating favorable conditions for those results to survive. Leadership at the operational level is also critical.

The more the leaders of beneficiary units understand the purpose of the project the closer the coordination between these units and the project will be, and thus the greater the ownership and the higher the quality of activities undertaken by them.

Fourth, there should be support from central government, as in the case of Quang Tri which obtained approval to pilot the one door model. There should also be close coordination between the locality piloting a PAR initiative and the central agency responsible for that function. Ideally, they should be working together to learn the lessons from the pilot and then the central agency would be better informed to propose either further development or replication.

Fifth, competence and status of the PMU determines a large part of the success of the project. Competence is not only limited to project management skills but also the capacity in getting beneficiary units to be fully engaged in project's activities, which in turn, largely depends on the status of the PMU, especially the status of the project manager. The role of the PMU has also been changing towards facilitating beneficiary agencies instead of direct project delivery.

Sixth, international consultants have to be used and managed in a right way. It is possible that the input of the CTA in Quang Tri may be too low. International consultants are most helpful in providing knowledge, analytical methods and practices which can be universally applied and for which expertise is lacking in Vietnam. However, international consultants are not effective help if engaged in areas where working practices are very country-specific historical and cultural values.

Seventh, a flexible implementation strategy is required. For blueprint projects, since expected results and specific activities can be clearly identified when the project started, the appropriate implementing strategy is to give as far as possible autonomy to beneficiary units to maximize their ownership. For process led projects the implementation strategy should be based on partnership, learning together and working out the solutions together.

Lastly, all projects need a good quality management system. For blueprint projects a comprehensive M&E system to assess progress against indicators and a mechanism for sharing experiences should be designed and put in operation right at the start of the project. For process led projects a M&E system that emphasizes learning and forecasting scenarios would be more appropriate. However, once targets are set, the system should also be capable of normal M&E procedures.

Recommendations

As Sida and the Government of Vietnam are currently considering a new PAR project the evaluation team recommends the following for consideration:

1. The new project should have both mutually reinforcing central and local dimensions. There is a great demand for practical skills enhancement at local levels. However, the full benefits of supporting a locality to implement a specific reform initiative would only be realized when the results are recognized and legitimized by central agencies. Conversely, the development of regulatory frameworks need to be based on reality and tested to ensure fit for purpose.
2. The new project should have both blue print and process led dimensions. It is not likely that any new PAR project now will face the same conditions experienced by the Sida project in MoHA in 1997. Hence, a new PAR project would be designed, to a large extent, on blueprint principles. However, because PAR is about managing change some flexibility and process-led elements are also required to suit changing conditions and priorities.
3. The higher the process-led elements the more important it is to have milestones and vigorous review mechanisms for making well informed decisions. The milestones and project goal need to be re-confirmed or amended regularly, at least twice a year before a Project Steering Committee Meeting.

4. The nature of a PAR breakthrough means that the Government is piloting something new and therefore will not have internal expertise. Hence, donor support to bring in international experience would be valuable. However, the value of the international experience lies in providing analytical tools, alternative models and comparative experience, and then letting the Vietnamese get on with solving their own problems. The donor could also choose to support the Government with piloting PAR initiatives (as with the reform of land allocation procedures in Quang Tri) or provide resources to support replication.
5. Capacity building is still the most important contribution a donor can make. The MoHA and Quang Tri projects showed that when capacity building was well targeted to meet the priorities of the beneficiaries they were effective. Also, if capacity building is to result in sustainable change, learning events need to be followed up with processes to support application in the work place. The KOLB Learning Cycle should be fully applied when designing capacity building activities in PAR projects.
6. The lessons from both projects demonstrated the importance of ownership and leadership from the executing and beneficiary agencies. One way of ensuring ownership as demonstrated in Quang Tri is to provide a significant degree of autonomy to the beneficiary agencies. The PMU acts as facilitator and coach and monitor progress by managing the contracts or service level agreements. Giving beneficiary units maximum ownership would require a flexible project design based on assessing impact rather than predefined outputs. The PMU should also have sufficient weight to engage and coordinate the beneficiary agencies.
7. Much greater emphasis should be placed on embedding M&E mechanisms at the design stage, the use of independent M&E processes and the measurement of baselines. In the case of process led projects, the M&E system needs to include a strategic element that enables stakeholders to decide on project direction. Another area, which M&E systems should address, is the compilation of information and experiences for learning, sharing and benchmarking purposes.
8. What might constitute the content of a new PAR project would be:

Firstly, some of the key PAR trends are decentralization, public services skills and managing for results. There is also a growing realization that change has to be synchronous. PAR initiatives in one area can only be fully effective if there are also parallel initiatives in related areas. Aligned to this is also the recognition for better cross function or cross sector working.

Secondly, Sida is one of a small handful of donors that have the experience of supporting PAR projects in the personnel and organization field in both MoHA and in the provinces. Hence, it would be logical to suggest that the new Sida support might involve following up some of the outputs from the two projects that have the potential for deeper PAR impact, but placing them together with new outputs within a new development theme.
9. One possible implementation model that could be used is that the new PMU (located say in MoHA) should act as a facilitator and manage mostly autonomous sub-projects in the provinces. However, there is a need to make sure that there is a link between these autonomous sub-projects and relevant departments within MoHA, so that there is a 2-way learning loop.
10. The most critical issue determining the success of a PMU is the commitment and quality of the leadership, followed by the competence of the staff. If the NPD is not full-time, then the role of the Deputy National Project Director or the Project Manager in the day to day management of the project becomes critical. The post holder should have sufficient seniority to be given delegated authority to run the project and also to engage with the leadership of the beneficiary units. Internal secondees to the PMU are often not familiar with project based methods of working and some capacity building is required.

11. The effectiveness of consultants is dependent, firstly, on the quality of the terms of references and, secondly, with matching the competence of the consultants with the tasks and outputs required. There is now some capacity in the domestic market for a more equal relationship between the international and domestic consultants in a team. Increasingly, the international consultant will play an advisory and coaching role. There is a tendency in some PAR projects to commission consultancy inputs one by one. Although this may be expedient and possibly cheaper there is no team synergy.
12. The expected outputs should be a number of PAR initiatives piloted at ground level and appropriate legal documents to legitimize and replicate success produced. The expected outcomes should include an increase in capacity at both local and central level as well as an improved legal environment. The desired impact would be that the increased capacity and improved legal environment leads to greater self-sufficiency, better governance and more sustainable change. Sustainability can be further strengthened by making sure that the beneficiary units work together in partnership with the consultants and the transfer of training material and skills to the local training institutions.
13. Finally, towards the end of the project, especially when further project support is not anticipated, there should be an exit strategy which suggests options for how the expertise and experience of the project staff can be best redeployed within the Executing Agency or in beneficiary units to help enhance the sustainability of the project.

1 Background

The Government of Vietnam established a comprehensive PAR Master Plan in 2001, which could be considered as a milestone of the PAR process in the country. The Master Plan covered four areas that were addressed by seven sub-programs, serving as a roadmap for all PAR activities for the period of 2001–2010. Since the Master Plan was implemented, PAR in Vietnam has moved to a new stage of development.

PAR initiatives, however, dated back to the beginning of the 1990s. PAR was seen as a condition for and an outcome of the Economic Reform policies of the Government. The Eighth Plenum (Seventh Congress) of the Communist Party of Vietnam laid the foundation, as principles, strategies and working areas of PAR were identified during the Plenum. Especially, PAR was put in a broader context of an economy in transition – the Vietnamese style – developing a market economy but with socialist orientation and strong control of the State.

There were a number of PAR projects in provinces implemented prior to or in parallel with the two Sida sponsored projects. In 1996, UNDP and DANIDA provided supported a PAR project in Quang Binh, a poor province in the Central Region. The scope of this project was very broad, addressing not only public service but also human resource and economic development with 17 beneficiary agencies at the beginning and only five beneficiary agencies later on. The Dac Lac PAR Project, also sponsored by DANIDA, was more specifically designed. This two-phase project started in 1997 and focused on equipping local civil servants with management knowledge and instruments. The second phase of the project was built on the current main theme of decentralization and empowerment. The PAR project in Hai Phong aimed at strengthening the management capacity of the People's Committee. Specifically, it focused on strategic planning, human resource management and new methods for public utility service socialization.

Reform of administrative procedures was identified as the breakthrough of PAR. This was made clear in the Resolution 38/CP in 1994 of the Government. PAR would focus on reengineering the administrative procedures, making the procedures more simple, transparent and easy to understand by people. The reform focused on seven areas:

- Land management
- Business registration
- Export and import management
- Foreign direct investment
- Taxation
- Transport and
- Immigration

Although the term “One-Door” was not mentioned in the Resolution, the reform moved towards the “One-Door Model” as a mechanism for simplifying and making administrative procedures more transparent.

The One-Door model was first applied for foreign investment that made the investment registration process much less cumbersome. Based on preliminary experiences from an UNDP supported project, HCM City piloted the “One Door and towards One Seal” for two districts of the City. This experiment

was driven by the needs of fast business growth in the City, which required public services to improve in order to better accommodate socio-economic development. Areas of administrative reform included foreign direct investment, import-export management and issuance of construction permit, land use rights certificates, etc. After piloting the one-door model for a few years, the Government encouraged provinces and ministries to replicate this model. Many of these efforts were supported by donors, and amongst them was the project supported by Sida in Quang Tri province.

More recently, decentralization has become one of the main themes of the PAR process. Land management is a case in point. Due to too much centralization of land management, land was poorly managed. Discouraged by a long and cumbersome process few people registered their land. Therefore, only a small percentage of households in Vietnam had land use right certificates and most land transactions were illegitimate. The irony was that, with the intention to tightly manage land and the land market by highly centralizing land management, the Government ended up having almost no control on land and the land market. The issuance of the land use rights certificate was among the most time-consuming and cumbersome administrative procedures that Quang Tri PAR project chose to tackle. If successful, this would be considered a breakthrough for PAR in Quang Tri and land management for the whole country.

The human factor is often among the most critical success factors in any change efforts and reform in personnel management, therefore, should be critical for PAR and “Doi Moi”. It was widely acknowledged that personnel management in the public sector was facing a number of problems and capacity in personnel management was not as good as expected. That was the rationale for the second Sida sponsored project, which aimed at strengthening capacity, especially of MOHA, in personnel management. The project supported MOHA to revise the legal framework for personnel management, to train personnel managers and policy makers in modern human resource theories and practices, as well as to provide management tools such as a management information system.

One of the weaknesses of the public administration system was the low competency of civil servants. They were weak at administrative and management skills and do not have a customer-oriented mindset. Therefore, besides a good framework for personnel management, training and development were necessary to improve the competency of civil servants. That was why both Quang Tri and MOHA projects had capacity building components.

The Quang Tri project started in 1999 and ended in 2004 whilst the MOHA project started in 1997 and ended in 2003. At the same time, with the support of other donors, the Government also started several other PAR projects in Dak Lak, Quang Binh, Hai Phong, Ho Chi Minh City, Ninh Binh and Can Tho City. Within MoHA there were also several PAR projects. Most of these pilot projects in MoHA and in the provinces have either finished or continued into the second phase.

2 Objectives of the Evaluation

The evaluation has the following objectives:

- i. To find out what are the most important factors that determined the *results* (failure or success) of the two projects
- ii. To find out to what extent the two projects have had an *impact on PAR* in the Country;
- iii. To find out to what extent the two projects have had an *impact on poverty reduction*;

- iv. To find out to what extent the two projects have had an *impact on the democratic process*, on *transparency* and on *accountability* in the public administration system;
- v. To find out to what extent the two projects have had an *impact on gender equality* in the civil service;
- vi. Based on lessons and experiences from the two projects make recommendations for Sida to effectively support PAR at the central and local level in the future

3 Methods to Implement the Evaluation

3.1 Methodology

While conducting this evaluation, the team tried to keep a high level of "objectivity" by looking at the two projects from different angles. Each project was positioned in its own context for assessment. We strongly believe that this comparative evaluation is not to rank the two projects in terms of its success and impacts but to help Sida and the Government of Vietnam to draw out useful lessons to better support PAR process under future projects funded by Sida.

MCD's evaluation team used three main methods to implement the evaluation:

- i. Desk study of relevant documents
- ii. Questionnaire survey
- iii. Conducting round table discussion/in-depth interview with stakeholders and direct and indirect beneficiaries of the two projects

Desk study

The evaluation team first conducted a desk study of relevant documents to get an overview of the context, main objectives and achievements of the two projects.

The following documents were gathered and analysed by the team:

- i. PAR Master Program of the Government of Vietnam;
- ii. Government's decrees, decisions and regulations regarding land allocation and personnel management issues;
- iii. Project documents of the two projects in review
- iv. Inception Report, Progress Report, Final Report and other reports of the two projects
- v. Other relevant documents provided by the two projects.

Questionnaire Survey

A small scale survey was carried out by the evaluation team to assess how the PAR project in MoHA has had impacts on the working approach of personnel management agencies at provincial level. Around 33 top managers and 100 staffs in more than 20 provinces took part in this survey. The questionnaires used and the results obtained are shown in Annex 2 and 3.

Round table discussion/In-depth interview with stakeholders and beneficiaries of the two projects

The evaluation team conducted a number of round table discussions and in-depth interviews with civil servants to understand how the two projects have had impacts on PAR process, poverty reduction, gender equality, etc from different angles. The list of agencies and individuals met by the team is presented in the Annex 1.

3.2 The Team

The consultancy team consisted of:

1. Dr Vo Kim Son – Team Leader
2. Dr Yeow Poon – International advisor
3. Pr. Dr Bui The Vinh – Deputy Team Leader
4. MA Hoang Hong Hanh – Team member
5. MBA Pham Anh Tuan – Team member
6. MBA Do Xuan Truong – Team member

4 Assessment of Project Design, Structures and Processes

4.1 Rationale for Project Design

Different approaches were used for the design of the two projects. While the Quang Tri project used a “blue print” approach, the MOHA project used a process-based approach. The table below illustrates the main differences in the design of the two projects.

Table 1. Project design approach of two projects

	Quang Tri Project	MoHA Project
General approach	Blueprint Bottom-up	Process-based Both top-down and bottom-up
Focus	Administrative procedures reform	Capacity building in HRD
Scope	Quang Tri Province only	MOHA and 58 provinces
Who designed?	Provincial Department of Local Affairs	International consultants and the International Cooperation Department
Number of development objectives	2	1
Number of project components/areas of work	2 areas: – land allocation procedure reform – capacity building	Phase 1&2: 8 areas Phase 3: 4 areas

We should look back at the context of each project to discern this difference.

Quang Tri Project

The Quang Tri project was initially designed by a team of international consultants. However, the proposed project focused more on economic reform rather than on PAR and, consequently, as a new project document was required by Sida, the provincial DoHA was assigned the task of designing a project which is in line with the PAR process and can address urgent problems in the province.

Land allocation procedures reform was selected by the province as the key activity to be supported by a PAR project. This is an important choice as the reform in land allocation has many implications on the socio-economic and institutional environment, as follows:

- Administrative procedures will be streamlined, reducing the burdens of both the people and civil servants
- Land use right for the people, especially for the poor, is an important vehicle for them to improve their life through transferring economic structure, developing small business, etc
- Land allocation procedures reform requires a more appropriate work process, better cross-function coordination and that the right people are assigned to right work, and as a result, the competence of both civil servants and their organizations are improved.

The development objective of Quang Tri province is hence quite clear and the project was able to identify right at the beginning:

- Quantifiable outputs the project should achieve
- Project's outcomes on the society
- A clear road map to achieving the set-forth objective, including budget and human resources plans

Also, since the project scope covered only two main components (land allocation procedures reform and capacity building) resources allocation and project management was fairly straightforward. In addition, by using a bottom-up approach, this project can ensure that the project's work plans match with the annual plans of beneficiaries units.

MOHA Project

This project was designed using a *process-based approach* in the sense that MOHA had to create the project themselves. Although the amount of funding was given the content and the training required evolved as the project progressed. The project documents were therefore not very developed in 1996–1997 and were in the form of guiding documents rather than at a point where they could be applied.

The rationale for this approach is that at the time when the project started in 1997, both international consultants and the Vietnamese side (MOHA) had little experience on conducting PAR projects in a transitional economy like Vietnam. A learning period was therefore required so that both sides get a better understanding of firstly how to make effective use of consultants and secondly in what manner HRD issues should be approached and developed in the Vietnamese public administration context.

At the macro level, strengthening the personnel management function of MoHA is a strategic choice. The Government was not at that time exposed to modern knowledge and methods in personnel management and a comprehensive legal framework in personnel management was still missing. Any reform taken by MoHA in the management of public servants will have far-reaching and wide-spread effects on the personnel management practices of the whole country. However, as personnel management includes a wide range of components, from legal framework to practices in staffing, recruitment, promotion, staff evaluation and development and reward, it was not easy for the project to decide whether to concentrate on only some components or to embark on all HRD components. The later alternative was taken by the project during the first and second phases, which seemed somehow ambitious by addressing eight areas of work.

Possible shortcomings and lessons

Both approaches to project design are valid, depending on what the project wants to achieve and the environment it has to work in. A blue print approach is generally used when objectives can be clearly specified and the operating environment is sufficiently known and stable so that the expected outputs and outcomes can be predicted with a fair degree of certainty. However, in unknown or unstable conditions, a process approach, whereby a vision defines the overall scope of the project and allows the details to evolve to meet emerging needs, would be more effective.

In the case of Quang Tri, the choice of reforming land allocation procedures was appropriate to a blueprint approach, however, the second capacity building component could have been designed differently. Although it had one element which supported training activities in the first component, it appears to be designed as a standalone component. It would have been better if the capacity building component was designed to reinforce component 1 and to draw lessons from component 1 for strengthening capacity in the Province. For example, the STEP program would have been better understood and accepted if it was developed within the context of building capacity to support and replicate the ‘one door’ model.

In the case of MoHA it was certainly true that there were many unknowns in 1997. Therefore a processed based approach allowed the MOHA project to:

- Identify, through a learning period, areas of work that requires the most external support and areas of work that MOHA can do itself
- Minimized the risk for failure compared to “putting all eggs in one bag” approach

However, this understanding that the MoHA project was process led only came with hindsight. Hence, the stakeholders within the Government and Sida, did not oversee the project as process led and the appropriate monitoring systems were not created to enable more informed decision making and the setting of milestones to guide the evolution of the project. Hence, the project continued from the first to the second phase with an approach that was too fragmented as it attempts to satisfy a wide range of demands. For example, there was very little synergy and mutually reinforcing activities between the 8 working areas. Regulations were drafted and promulgated but there were no follow through, such as, capacity building or monitoring to aid implementation.

4.2 Project Management Unit

Both projects were fortunate to be run by fairly dynamic and competent project teams, in which the project management board played a key role. For both projects, managers and staff were internal appointments from different units/agencies within each Executive Agency. The nature of the project leadership was however different.

Table 2 PMU of two projects

	MOHA Project	Quang Tri Project
Working method of Project Director	Full-time	Part-time
Position of Project Director	Line manager	Top manager
Status of PMU	As a separate unit of MOHA	Belonging to the Office of People's Committee
Presence of a working regulation for the PMU	No	Yes

Quang Tri Project

The Quang Tri PAR project was led by a part-time Project Director, who as the head of DoHA, had some influences in encouraging beneficiary units to take part in project activities. Most project activities were however managed by a full-time Project Manager, who as an expert at the Office of People's Committee (OPC), enabled him to maintain an influential position in any dialogue with the beneficiary units. Findings from the field study show that the Project Director was actively involved in the management of the project's operation, by promptly giving guidance to the PMU and helping to work out solutions to any problems that occurred in the project.

In addition, a formal working regulation was established by the project to clarify the job, duties and responsibilities of each project member, ensuring close cooperation between the project and beneficiary units. The project team made great efforts to ensure beneficiary units are fully engaged in project's activities and became the real owner of project outputs. A working mechanism between the project and the international consultants was also established.

MOHA Project

Unlike the Quang Tri project, the MOHA project was led by a full-time Project Director. She reported to the Project Steering Committee of MOHA and was not at a similar position of authority as other heads of department of MOHA. It was therefore not always easy for her to persuade different departments in MOHA to participate in project's activities. In fact, she had a challenging job in balancing the need to fulfill project's activities with the regular tasks of beneficiary units. The advantage however was that when problems occurred a full-time Project Director can make prompt decisions without having to wait for approval from management at higher level.

Despite some initial difficulties at the beginning of the project the PMU made great efforts to develop its own competence through close cooperation with the international consultants and through a process of learning by doing, consolidated its position and delivered the expected project outputs.

Shortcomings, Challenges and Possible Lessons

One common weakness in other PAR pilot projects with a part-time National Project Director is a lack of ownership and long delays for approvals to often minor activities. This weakness was however not found in Quang Tri as the Project Director was highly engaged. In addition, the Project Manager, as a former expert of the OPC, also had sufficient "weight" to ensure good the cooperation of beneficiary units. A very important lesson to draw from Quang Tri is therefore the commitment and leadership of the Project Director and the 'capacity' of the project manager to coordinate and deliver project outputs.

In the case of MoHA, a full-time, hands on Project Director would certainly be essential as a process led project would have more uncertainties which require more decision making. One lesson to be learned here is that given the hierarchical nature of the Vietnamese administrative system both the Project Director and Project Manager would have benefited if they had come from a higher position. On the other hand, the processes of negotiating and agreeing with beneficiary agencies are also invaluable as the administrative system shifts from command and control to decentralized and enabling ways of working. Unfortunately, this lesson has not been captured within the project.

4.3 Role of Consultants

Table 3. The role of consultants in two projects

	MOHA Project	Quang Tri Project
Working status of CTA	Full-time	Intermittent
Type of involvement	Hands-on	Hands-off
Type of expertise support	Strategic, tactical	Mainly tactical

Quang Tri Project

The international consultants in the Quang Tri project were working on a part-time and intermittent basis, according to the Terms of Reference prepared by the PMU.

The contribution of international consultants in this project was rather limited to the Inception Phase. This is logical as the Quang Tri project focused more on piloting the one-door model in land allocation for which international experiences are less applicable to the Vietnam's historical and administrative context. International consultants were mainly used in capacity building activities to provide new knowledge and methods. The role of domestic consultants in the Quang Tri project was also not very significant. The M&E domestic consultant was working part-time basis and the gender consultant was working with little coordination from the PMU.

MOHA Project

The MOHA project utilized a large number of international and national consultants. The international consultants were said to be very helpful in:

- Ensuring the project's activities were implemented in the right manner both technically and financially
- Providing new ideas and vision to MOHA in making personnel management policies,
- Providing new and modern HRM knowledge and practices to cadres and civil servants working in the personnel management
- Transferring knowledge to a core team of local trainers in training management and training methodology

Five kinds of domestic consultants were used by the project:

- As co-trainer in some training courses
- As legal document drafting consultant
- As mentor in applying new HRD methods
- As trainer in training management and training methodology
- As project's staff

Among these, only the legal document drafting consultants were recruited by beneficiary units and the others were recruited by the PMU.

Possible Shortcomings and Lessons

The lessons from Quang Tri and MoHA demonstrate two approaches to the use of consultants. In Quang Tri, the leadership and the PMU knew what they wanted to achieve with land allocation reform. They got on with the tasks and consultants were deployed to assist them where needed. However, in areas where they had less commitment to the objectives or little understanding of the

processes required to achieve the objectives, the consultants were not well deployed and left to their own devices, e.g., the gender and the STEP consultants. In these areas, the CTA could have played a more active role in guiding and coaching the PMU and in coordinating the consultants, both national and international.

In the MoHA project, the CTA was full-time and most of the time there were also other international consultants present. Hence, there was an international team embedded in MoHA (together with several other donors' supported PAR projects). Trust was a major issue in the early stages of the project. There was a mistrust of international consultants and the consultants in turn did not have sufficient understanding of Vietnamese administrative procedures, cultures and values. Fortunately, as understanding and confidence in each other increased, the working relationships improved and the project became more effective. Anecdotally, it can be said that the first 2 years of the project was spent on building mutual understanding and trust. If the project has failed to lay this foundation it is highly likely that the project would not have produced sufficient outputs to merit continuation after the first phase.

Since 1997, when the MoHA project started, the Vietnamese Government has gained considerable experience in managing ODA projects and international consultants have become familiar faces. Hence, the teething problems experienced by the project should not be resurfaced in new PAR projects. However, as PAR increasingly addresses institutional, organizational and human resource issues that have sensitive political dimensions, new PAR projects will need to be designed to address the issue of trust from the outset, so as to minimize the risk of failure. This is especially critical for process led reform projects, where priorities and outputs are developed together between the consultants and leadership of the Executing Agency.

The last sentence in the above paragraph leads us to another lesson. The MoHA project in attempting to respond to demand spread its resources over 8 areas. Perhaps, if the international consultants (represented by the CTA) and the leadership of MoHA had collaborated more effectively, the project would have been more focused. Hence, for process led project, mechanisms are needed that enable the consultants and key stakeholders to dialogue and guide the development of the project.

Another useful lesson is the way domestic consultancy capacity can be built up. For example, after the project ended, a core team of trainers in training management and training methodology was able to replace the foreign trainers. In Nam Dinh and Bac Ninh, where job description was seriously introduced, some experts of provincial DoHAs, who were previously trainees, through learning by doing, had become consultants in new staffing methods and contributed greatly to their wider application in these provinces.

4.4 Mode of Project Implementation

The differences between the context and objectives of the two projects led to different modes of project implementation and, indeed, it is hard to say which mode is better. Rather one should try to learn from the best practices experienced by each mode of project implementation.

The table below shows the main features used by the two projects in implementation.

Table 4. Mode of project implementation in two projects

	MOHA Project	Quang Tri Project
Establishment of implementing plan	Mix of top-down and bottom-up	Mostly Bottom-up
Contracts signed between the Project and beneficiary units	No	Yes
Consultant's involvement in project implementation	Deeply	Marginally
Financial management of project activities	Centralized	Semi-decentralized

Quang Tri Project

Much autonomy was given to the beneficiary units in the Quang Tri project. During the inception phase, beneficiary units were asked to prepare and submit their reform proposals to the project, which through a screening process, selected the most relevant proposals to put in the overall work plan of the project. Thanks to close coordination between the project and beneficiary units and to great interests from the latter, this process was running smoothly.

In the key pilot agencies like Dong Ha town and Cam Lo district where substantial financial and technical support were required to implement the “one-door” model in land allocation, the project used a rather “hands-on” approach at the design stage by jointly working out with these agencies the most appropriate land allocation process and the needs for project support. In the implementation stage of the one-door model, a rather “hands-off” approach was used. The project provided general guidelines for beneficiary units to develop their implementation plans and ensuring project’s activities are incorporated into the work plans of these units.

This hands off approach is also reflected in the way financial management was partly decentralized to these agencies, i.e. routine expenses (salary, administrative costs) were taken care by the later while training-related costs were taken care by the project. According to the PMU, the further the project progressed, the greater the budget management was decentralized to beneficiary units. The total decentralized budget was up to 25% of total project budget. This “hands-off” approach helped maximize the beneficiary units’ autonomy in implementing the project’s activities while still ensuring activities are carried out as planned and within the approved budget.

For other beneficiary units where financial support is not significant as in the case of the Department of Planning and Investment, the Le Duan political school, the Department of Construction and so on, contracts were signed between these agencies and the project for the execution of their approved reform proposals. In this case, the project hardly intervened in the implementation of activities by beneficiary units and the contract served as a tool for monitoring implementation and quality of outputs.

MOHA Project

The MoHA project did have some difficulties at the beginning in determining the level of interest of beneficiary units, their work priorities and their expectations of the project. As explained in the section 4.1, a “process-based” approach was applied in the design of the project, with the annual plans of operation serving as detailed guidelines for project implementation. These plans of operation were made using a mix of top-down and bottom-up approaches. Where there were clearly-defined demands for support from beneficiary units as in the case of the Department of civil servants, a clear roadmap was available for the execution of the project’s support. In contrast, where the target beneficiary units’ interests were not sufficient or they did not know in which areas the project could provide support, the project envisioned a plan, based on their knowledge and experiences, to support these beneficiary units. Using this mixed approach, the plans of operation were kept very flexible and in reality, many activities set out in these plans were adjusted or cancelled upon changes in priorities of MoHA or due to new emerging requests for support from different departments of MoHA.

The MOHA project used a rather hands-on approach in the implementation of most project's activities. The consultants or project staffs organised, managed and participated in almost all training courses, workshops and field studies organized by the project. As a result, no contract was signed between the project and implementing agencies as a monitoring tool for the implementation of project's activities by these agencies. Financial management of activities was centralized in the project, partly to ensure Sida's norms on expenses were respected.

Possible Shortcomings and Lessons

In situations where a project is providing small funds to support beneficiary agencies a useful lesson from the Quang Tri is the use of contracts (or service level agreements) to manage and monitor the delivery of outputs. This method has been used successfully in other PAR projects, for example, in the HCMC PAR project. A possible pitfall to avoid is that the project may end up supporting too many small activities, which collectively have little impact on the overall project purpose and goal.

In MoHA where the areas of support in each area are more substantial it is likely that some decentralisation of budget management to beneficiary agencies, especially in the latter half of the project, would have encouraged greater ownership. The MoHA project could have taken more risks in giving some of the beneficiary agencies more autonomy and deploying more enabling processes to support them.

There is much to commend this way of supporting a PAR project, however, it is very important to note that the quality of the output is very dependent on the quality of the terms of reference and contract conditions. Hence, there should be some means of comparing the experience gained in various PAR projects and to establish some guidelines

4.5 Monitoring and Evaluation System

For both projects, the M&E activities present some shortcomings. The Quang Tri project attempted to make operational a formal M&E system with little success, whilst the MOHA project conducted some informal M&E activities.

Table 5. Comparison of M&E system of the two projects

	MOHA Project	Quang Tri Project
Establishment of a formal M&E system	No	Yes, but not well operationalised
Presence of M&E consultants	No	Yes
Frequency of reports	Annually	6 month
Mid-term review conducted by an independent organization	No	No

Quang Tri Project

From the outset the PAR project in Quang Tri paid due attention to the monitoring and evaluation of project activities. A M&E regulation was designed and promulgated by the PPC. M&E activities were also carried out by an international consultant in 2001, 2002 and 2003. The role of the international consultant was to undertake a review of all activities implemented by the project during the year and formulate some recommendations for improvement. A domestic consultant acted as a bridge between the PMU and beneficiaries to gather necessary data and documents for the international consultant to analyse.

Although some indicators regarding project results/outputs were established at the beginning, the formal M&E system for the Quang Tri project was not effective for the following reasons:

- The M&E system designed by the PPC was too complicated with too many indicators to be monitored and measured

- Data and information used for M&E were not gathered and updated in a systematic manner to enable the international consultant to undertake proper analysis
- There seems to be a loose coordination between the international consultant and the domestic consultant.
- The domestic consultant was not working on a full-time basis, she therefore did not have much time for field checking or data collection but rather conducted ad-hoc M&E activities through regular meetings organized by the project.

At an informal level, M&E activities were effective for managing the implementation of the first objective, especially in Dong Ha town and Cam Lo district. Regular review meetings between the PMU, PSC and beneficiary units in these two areas were held. The project staff also conducted regular field checking to ensure that the one-door model is properly implemented.

MOHA Project

At the early stage of the project when the Vietnamese staff had not had much experience on project management, the international firm played a key role in ensuring the project activities are conducted as planned and in the right manner both technically and financially. They maintained a hands-on intervention in the project operation at the beginning, by establishing weekly and monthly work plan for the PMU to follow. The project's annual operation plans and progress reports are also produced and written by the international consultants. Hence there was an implicit M&E system, which was not formalised into a set of working regulations and focused into a terms of reference for a M&E consultant.

The monitoring and evaluation of the project's results were therefore mainly based on the annual operational plans and reviews of progress conducted by the consulting firm and the PMU. As the project covered many areas of work encompassing a large number of expected results, together with limited personnel resources of the PMU, the M&E activities conducted by the project seemed to be concentrated more on the quantity of results rather than on their quality.

Possible Shortcomings and Lessons

Although both projects had systems for monitoring and managing project implementation and for assessing project activities (such as the number of participants and their satisfaction with a training event) a major shortcoming is the lack of an effective system for monitoring project impact and base-lines of key performance indicators are not systematically taken.

In Quang Tri, there were baselines from which to measure the success of simplifying and making more transparent the procedures for issuing land use certificates. Unfortunately, none were taken to enable the impact on poverty reduction to be assessed. Similarly, the MoHA project touched a large number of participants from central agencies and local DOHAs, but the impact on capacity building in personnel management could not be assessed. In both cases, impact has to be inferred from anecdotal evidence.

Normally the project design document would outline a M&E system, or specify the terms of reference for M&E consultants, and it is then left to the PMU to develop the system. An important lesson to learn from these two projects is that greater attention should be paid to M&E at both design and implementation stages.

In the case of Quang Tri, attempts should have been made to simplify the M&E system when it was found to be too cumbersome. Perhaps, this is an area where the CTA should have been given a more active coaching role. Alternately, the terms of reference for the M&E consultant should have included revising the system. In the case of MoHA, since one consultancy firm was responsible for managing the whole project, perhaps it would have been wiser to commission an independent consultant or firm to monitor and evaluate the project.

In both cases, there were no independent mid-term reviews. Although this might be acceptable for the Quang Tri project which lasted 3 years the MoHA project progressed through 3 phases over a period of nearly 7 years. Given that the MoHA project is process led an independent review (or more), would have enabled the stakeholders in Government and Sida, as well as the consultant company, to pause and give fuller consideration to the development of the project.

4.6 Challenges Faced by the Two Projects During Implementation

Quang Tri Project

The biggest challenge of the Quang Tri project was constraints in the institutional framework, as prior to the implementation of the "one-door" model, the People's Committee at district level was at the time not authorized to grant land use right certificates to households. To overcome this challenge, leaders of the province requested permission from central government for the "one-door" model to be piloted in the province. Finally, the Government issued the Decision No 32/2001/QĐ-TTg authorizing the piloting of the "one-door" model in the Cam Lo district and Dong Ha town. The General Department of Tax also authorized pilot district and town to collect land-use fees at the Task Force office.

One particular difficulty was that land-use planning was not completed in some urban areas, thus hindering the land allocation process. Households can only get their land use right certificates issued within 23 days if their applications meet all requirements as specified by the land allocation procedures. If there is lack of necessary documents, land dispute or unclear land-use planning, the time required may amount to many months. This could be the reason why in urban areas of Quang Tri around 30% of households have not yet got their land use right certificates. Although this is not within the project control, the project made great efforts to deal with the land-use planning issue, by investing on IT application in land allocation and by cooperating with other projects in the province.

Another barrier to the successful implementation of the "one-door" model was the weak capacity of most public officers in the province and poor understanding of many people, especially the poor about state policies. These difficulties were overcome by the project through extensive training and study tours provided for public officers working in task forces and through promotion of grassroots democracy during project implementation. Several people meetings were organized by the project with the presence of civil servants from districts and provincial departments to inform the people about state policies regarding land allocation as well as the reform undertaken by the province in land allocation.

It should be noted that the 23 day duration could not be guaranteed when there is a sudden influx of large numbers of applications. In Quang Tri several contract staffs were recruited to meet the increased work load. One lesson to learn here is the need to train new recruits. Most of the contract staffs were newly graduated, inexperienced students and some of them were reportedly had poor customer service attitudes.

MoHA Project

It appears that the MoHA project encountered more difficulties than the Quang Tri project during implementation.

First, the MoHA project started at the time when it was unclear for both the donors and the Vietnamese Government on how to approach and implement PAR. There was no clearly worked out and established policy, consensus and decision with regards to PAR in general and to personnel management in particular. As a consequence the project had to develop for themselves project activities through a learning period, keeping its work plan flexible and open, using a process-led approach in implementation and apparently testing a wide range of possible areas for project intervention. This strategy was to ensure that after a learning period the project could end its support on those areas where the recipients showed little interest, whilst focusing support on those areas with high possibilities of success.

Secondly, personnel management covers various aspects with similar degree of importance such as regulatory framework, salary system, information management system, recruitment, etc. Hence, an approach to support all aspects of personnel management would make sense, as to really reform personnel management in the public sector, would require changing the “whole system” and not just attempt to fix separate components of the system. The success of the approach, however, can only be guaranteed if all beneficiary units in MoHA saw the personnel management reform in the same way and commit themselves accordingly.

This leads us to the third challenge – the variable commitment of beneficiary units in MoHA. Where perceptions were favorable the project was seen as an “internal factor” and there is a synchronous working arrangement between the project and beneficiary units. Where the perceptions were not favorable the project was seen as an “external factor” and funding was the main thing the beneficiary units wanted. Another factor is that MoHA’s departments always had other priorities or duties besides activities to be jointly carried out with the project, thus staff from beneficiary units could hardly concentrate their efforts on the project. This partly explains why project support since the second phase was orientated more to provinces where there is a higher level of commitment from the recipients.

Fourthly, another challenge for the project was the different interpretations by the international consultants and the Vietnamese on some key concepts, such as “capacity building”, “master planning” or “gender equality”. It was not clear for instance how capacity building in personnel management should be understood; does it mean strengthened capacity of MoHA in formulating personnel policies? Or does it mean improved knowledge and skills of civil servants in practicing human resources management? These different interpretations required more efforts and took more time for the two sides to reach consensus on substantive issues, and contributed to stress and delays in project implementation.

Fourthly, cross-function working is a common weakness in public agencies and, although the MoHA project had established different work groups for the implementation of different project components, the coordination of the PMU and MoHA’s departments was not at the level it should be for a project of this scope. In addition, the civil servants were not familiar with project-based work approach which normally calls for a well established work plan and a deadline for work accomplishment. This, together with the strict norms on financial management from donor agencies, discouraged staff from beneficiary units to participate in the project.

Finally, inertia to change and vested interests could be considered the greatest challenge for a project at the central level as the MoHA one. The shift from a quota to a results-based framework for managing civil servants would require significant barriers to be overcome. Hence, even though the project created a “critical mass” of knowledge in modern personnel management theories and practices its application into work reality was modest.

5 Impacts of the Two Projects on PAR

In general, both projects have achieved important outcomes which may have long-term impacts on the PAR process in Vietnam. The Quang Tri project designed and successfully put in place a good “one-door” model for land allocation, whereas the MOHA project assisted with the development of new and modern personnel policies in the public service.

Besides considering the PAR outputs achieved by the two projects their outcome and impact on PAR generally could be analysed in the following way:

At the individual level:

- Changing mindset of civil servants towards their work process and the way they serve their “customers”, i.e. the public and other the civil servants¹
- Improved competence in terms of *knowledge, skills and attitude*
- Increased work performance

At the organization level:

- Changing work process/methods towards more transparency, effectiveness and efficiency
- Rearrangement of organizational structure towards better effectiveness and efficiency
- Higher performance and productivity

At the institutional level:

- Better and more coherent legal framework to regulate the civil service and the civil servants

Based on the above criteria, the following sections analyse on how each project’s outputs have had an impact on PAR in the country.

5.1 Quang Tri Project

5.1.1 PAR results achieved by the Quang Tri Project

The corner-stone of the public administration reform in Quang Tri under this project was the implementation of “one-door” mechanism in land allocation. Another common term to describe the ‘one door’ model is ‘one stop shop’ or OSS. They have the same meaning in Vietnamese

Be definition, OSS is *the mechanism to process requests of citizens and organisations within the authority of public administrative offices, ranging from receiving requests and applications to returning results through a focal agency called “Receiving Requests and Delivering Results Unit” in the State administrative agency.*

Although “One-door model”, “One-door, one-seal” model or other models may fall in the same category of OSS, there are differences in the way these models are applied and practiced. For example, in one extreme, OSS may merely imply that the citizen interacts with public agencies through a sole reception office without any change in the way the civil servants may behave or the way the request is processed. In the other extreme, as in the case of Quang Tri province, the one-door model involves a radical change in the working process of organizations, in the way civil servants serve the people and on the time taken.

Prior to the project, in urban areas, citizens had to go 12 times to “6 doors” to get their land use right certificates issued and the whole process took 91 days. Now they only have to go to “one door” with 3 visits, and the total time for them to get their land use right certificates is reduced to 23 days. At the moment, up to 80% of households in the province have land use right certificates, compared to around 5% in 2000.

The successful implementation of the “one-door” mechanism for issuing land use right certificates required several reform initiatives in the province which, once put in effect and maintained, has resulted in several significant changes, such as:

- Decentralization of competence to grant land use right certificates and collect land use fee from provincial level to district level

¹ In the case of civil servants working in MoHAs and provincial DoHAs, their direct customers are civil servants working in state agencies from the central to the local level.

- Instead of going to several agencies, the people need to go to a sole agency to get their land use right certificates granted
- Civil servants from different functions and units are brought together in a Task Force to handle land use right certificates applications for the people.
- Unnecessary procedures were eliminated and a new process for issuing land use right certificates was designed
- The new procedures are publicly available, including the time it would take to process the application
- Civil servants are held accountable to ensure the publicized administrative procedures are followed

This “one-door” model could also be considered an experimentation of separating public services from public administration and has actually resulted in the creation of a centre for ‘public administration transaction’ in the people’s committee of districts and towns in the Quang Tri province (for more details please refer to the Section 9.1 on sustainability)

In the second component of the Quang Tri project the PAR outcomes are not clear. Several courses were delivered for civil servants at different levels in the province. These courses were aimed at supplementing the participants’ missing knowledge or skills relating to state management, market economics, foreign languages, computer usage, etc. The STEP² program was introduced to several beneficiary units through “one-time” sessions and, as a result, its impact on the working style/attitude of civil servants was limited. The only capacity building activities that was effective was the professional training provided to the Task Forces to strengthen their capacity in implementing the “one-door” model.

In the opinion of the evaluation team the capacity building component contribute only a little outcomes and it did not provide useful models for PAR processes in the country. The STEP program was an interesting initiative, which needed to be further developed before it could be usefully applied..

5.1.2 Impacts of the one-door model on PAR

Impact on civil servants

To determine the impact of the Quang Tri project, and of the “one-door” model in particular, on the attitude of civil servants would require a proper survey to measure attitudinal and behaviour change among civil servants, which is not within the scope of this study. However, through discussion with beneficiary units and with some service users, we noted that in all districts, the best staff was selected based on both ethical and professional requirements to work directly with the citizens at the Task Force’s office. As a result, the people did recognize an improvement in service quality. Citizens are said to be less “anxious” than before when working with public officers and the relation between the people and the public agencies was therefore much improved.

The “task force” approach used in this “one-door” model also helped to improve the working attitude as well as the professionalism of public servants participating in the land allocation process. In fact, prior to this project, civil servants used to work independently, and even the simplest administration procedure became complicated due to ineffective coordination between different units or among individuals. By working in a task force, the roles and responsibilities were clarified and, as each civil servant was in charge of a work step in the whole process of land allocation, he or she was therefore accountable for the quality and timeliness of the work step under his or her responsibility. Team spirit also improved as the task force’s members worked out solutions to any problems found in land use applications.

² Systematic Training Evaluation and Planning

Two questions that arise are:

- Has this improvement in behaviour and attitude of civil servants working in the Task Forces affected cadres and civil servants in other working units, districts or departments of the province?
- Can this improvement in working approach and attitude of civil servants be maintained after the project is ended?

According to the team's research in Quang Tri there was little impact on attitude and work behaviour in non-beneficiary units. This is to be expected as change only happens if there is a driving force to motivate the staff as well as determination from the leadership. The answer to the second question is given in the section 9.1 on sustainability assessment

The “one-door” model adopted in Quang Tri province for land allocation was an important exercise not only for the transformation of work processes (as discussed in section 5.1.2) but also for new concept of service delivery to emerge. In the past, many tasks under the responsibility of state agencies were “transferred” to the citizens and the latter is supposed to go back and forth to different agencies to get their papers certified. For example, state agencies are responsible to make land-use plans publicly available to the people at no cost. Prior to the project, many people were asked by local authorities to check themselves whether their land parcels were located in a planning area or not and then to submit this certification back to the local authorities.

Under the “one-door” model, the relation between public agencies and the people shifted from the “begging-giving” to “supplier-customer” approach. This change in attitude, together with responsibilities, processes and timeline being publicized to the citizens, has led to public officers becoming more knowledgeable and dedicated to their work.

Impact on organizational processes

Under the “one-door” model, not only different concerned units in the District People's Committee worked together in the same place (office of the Task Force) to handle land use applications, but also civil servants from different sectors (e.g. tax, construction, cadastral) or levels (commune, district, provincial department) are required to work together. Prior to this project, it was common that five agencies would carry out surveys for any land parcel. Now this is the sole responsibility of the Task Force.

Consequently, cross-function working, one of the biggest bottlenecks in the public administration system became a condition and a key point in ensuring the success of the “one-door” model in Quang Tri province. According to many civil servants in beneficiary units, the good working relation between the District People's Committee and provincial departments has been maintained after the project ended. The replication of this model in five provinces, namely Quang Binh, Thua Thien Hue, Nghe An, Thanh Hoa, Nghe Tinh is a strong evidence that there are growing demands from state agencies to improve public services.

Given the importance of breaking down inter-sectoral barriers and encouraging cross-function working, the experience in Quang Tri and elsewhere should be reviewed and case studies produced to support PAR efforts.

Impact on institutional reform

At present, according to the new Land Law, the People's Committees of all rural and urban districts are authorized to grant land use right certificates to households and individuals, partly due to the successful implementation of the “one-door” model in Quang Tri province.

It can be said that the success of the one-door model in Quang Tri province, together with the implementation of similar mechanism in other regions such as Ho Chi Minh City (since 1995), Hai Phong and Hoa Binh (since 1997) and Dong Nai and Can Tho (since 1998) has contributed to the development of Decree 181 and the replication of the “one-door” model nationwide at three administrative levels: province, district (1/1/2004) and commune (1/1/2005) for various state management areas, including land allocation.

5.2 MOHA Project

5.2.1 PAR results achieved by the MoHA Project

The MoHA project covers eight areas of work in the first and second phase and only four areas of work in the final phase. Among these, the five following areas of work, according the evaluation team would have most impacts on the PAR process of the country.

- Awareness raising and general capacity building
- Personnel Policy
- O&M for staffing and personnel work
- In-service training management system
- Performance Management Information System (PMIS)

Awareness Raising and General Capacity Building

A large number of civil servants working in personnel management agencies from the central to the local level were exposed to modern knowledge and methods through a variety of courses in:

- Administrative studies
- Organization and Methods in job description, organization analysis and design
- Management and Supervision
- Training management
- Interactive training methodology etc

There is now an increased widespread awareness on and acceptance of these new knowledge and methods, especially at the local level where many civil servants in the personnel management area had never been exposed to modern concepts in human resources management. At the awareness level a “critical mass” of knowledge on new human resources management methods has been created and to a limited extent resulted in organizational and behavioural change in the case of Bac Ninh and Nam Dinh provinces. (See section 5.2.3). In the context of further personnel management decentralization to the provincial level, although this “critical mass” could not be quantified it could be regarded as a good preparation for civil servants in provincial DoHAs.

Table 6. Extent to which MoHA Project's training courses have supported the respondents' organization (valid N=70)

Criteria	Level of support (%)				
	Very little	Little	Much	Very much	No idea
Reform in making plans and implementing organization's research projects and survey	3.9	25.5	45.1	5.9	19.6
Reform in defining organizational structure and right-sizing	6	10	54	8	22
Reform in recruitment of cadres and public servants	6	22	42	4	26

Reform in identifying training needs and making training plans for cadres and public servants	7.5	22.6	54.7	5.7	17
Reform in managing cadres and public servants' CV	2	17.6	54.9	11.8	13.7
Reform in staff's performance appraisal	4	24	38	8	26
Increase the awareness of gender issue in personnel management	8	18	44	2	28

As shown in the above table about half the respondents in provincial DoHAs indicated that the training courses they had attended helped them with some PAR reforms in the personnel management and organisation development. Unfortunately, without further research, there is no data to determine how these respondents applied the newly acquired knowledge or what they actually did. The training courses were more effective in improving the capacity of participants, as illustrated in the table below.

Table 7. Impacts of Management and Supervision course of the participants' job (%) N=16

Criteria	Level of support (%)				
	Very little	Little	Much	Very much	Necessary conditions not yet in place
Make self working plan	0	18.75	62.5	18.75	0
Manage working time	0	6.25	50	37.5	6.25
Understand more about staff's job	0	0	68.75	31.25	0
Know how to encourage employees to work and to devote to the organization	12.5	0	68.75	18.75	0
Know how to build up the team spirit within the organization	6.25	0	68.75	18.75	0
Monitor staff's work	0	6.25	56.25	31.25	6.25
Evaluate the working results of staff precisely and equitably	0	12.5	62.5	18.75	6.25

Personnel Policy

The Government has a procedure for drafting and promulgating legal documents, as set out in a specific Law; however, in many circumstances, due to time pressures or tight budget, such activities as gathering baseline data, organizing consultative workshops at different levels were less highlighted. Thus many legal normative documents when promulgated do not match with requirements or are unrealistic.

With the support of this project, due attention was paid on getting information from the lowest implementation level and on consultation processes. Hence, the quality of legal normative documents produced was much improved. One example is the promulgation of the Decree 95/1998 on recruitment, utilization and management of civil servants. During the drafting process, experts of the Department of Civil Servants, together with the international consultants, conducted field visits in several provinces to study current practices in recruitment examinations.

With the assistance of the project, the Ordinance on public employees (1998) and a series of legal normative documents regarding personnel management were issued (see table below).

Table 8. List of legal documents produced under the support of the MOHA Project.

- Ordinance on public employees (1998)
- Decree on recruitment, utilization and management of civil servants (Decree 95/1998)
- Decree on application of the PE for staff at commune level (draft)
- Regulation on recruitment examination.
- Regulation on promotion examination.
- Decree on discipline and material responsibility of civil servants (decree97/1998).
- Condition and obstacles for promotion of women and recommendations to improve the situation.
- Pilot promotion examination for senior expert grade.
- Question bank for promotion examination to principal expert.
- Regulation for delegation of payroll fund and administrative budget to provinces and ministries.
- Report on granting greater autonomy on financial and personnel agencies.
- New regulation on inspection (approved)
- The need to develop the legal framework for in- service training.
- Decree on application of OPE to commune level cadres.
- Decree on prolongation of service of public servants about to be retired.
- Draft on amendment to PSE.
- Draft decree on funeral honour for senior officials.
- Draft decree on implementing OPE to SOE managers.
- Draft decree on employment contract.
- Amendment 95/1998.
- Draft decree on accelerated promotion and salary increase for excellent public servants
- Draft decree on PS working as consultants.
- Draft decree on recruitment on remote and mountainous areas.
- Draft decree on contracting for some services.
- New regulation for public service organizations.
- Legal documents on training and training management.
- Draft amendments to OPE
- Draft amendments to 114,115,116,117 Decrees.
- Draft amendment decree on compensation for damages during public duty.
- Draft regulation on SOE managers training.
- Draft on pre service training framework
- Draft regulation on PS training.

Provinces are now armed with a more comprehensive legal framework to perform its state management function at local level. Particularly, the promulgation of the Decree 114/2003 on civil servants and cadres at commune level under the active support of the project brought about a radical change for grassroots professional cadres, as they are now civil servants.

O&M for staffing and personnel work

Although the courses in O&M were successful there is always a gap between learning and application. For example, the application of job description requires great efforts in making people, especially the leaders, change their mindset. There is a need to analyse work processes and for serious dialogues between the job incumbents and their managers to discuss their job duties and requirements. To demonstrate the application of job analysis and description the project, in phase 3, targeted three provinces – Bac Ninh, Nam Dinh and Ninh Binh.

The implementation of job description in these three provinces helped managers and staffs at different levels to perceive job description as a rational basis for better management of civil servants. Benefits of this exercise in the three provinces include:

- Civil servants got a better understanding of what they should do and what they should not do in their work
- Leaders got a better picture of the duties and responsibilities of each unit and each individual in the organization
- Managers understood more the tasks performed by their staffs, as a result it became easier for managers to evaluate the work of their staffs
- A democratic process happened through dialogues between the job incumbents and their managers about what the job incumbent should do and should not do
- It became possible to identify labour redundancy in the organization, and easier to know who has not really worked or who is redundant
- A basis for administrative procedures reforms towards one-door model as work processes can be created by linking different independent work steps performed by different people

In Bac Ninh and Nam Dinh province, the department of home affairs went one step further and tried to apply the job description method in redesigning the organizational structure of some professional agencies in the province. However this was just a pilot effort and had little impact on the institutional reform in these provinces.

Case No 1. Difficulties in applying job description method in the Department of Case Agricultural and Rural Development – Nam Dinh province

The DARD of Nam Dinh province has sent some civil servants to attend the O&M courses organized by the Project and the provincial DoHA. These civil servants found these courses very helpful for the personnel management of their organization, and thus proposed to their leaders to apply the job description method. However, they failed to persuade their leaders, although according to their estimates, this method can help to reduce up to 15-20% of the total head-count. In addition to the lack of support from the leaders, it was hard to find a person who is less busy and can take charge of the job description exercise in the organization. The DARD therefore only relied on the support and resource of the DoHA to undertake this exercise in their organization.

In-service training management system

There was close cooperation between the project and the Department of Training of MOHA in modernizing the in-service training management system in the civil service. Major results of this cooperation include:

- Promulgation of some legal documents with regards to the training and retraining of civil servants³
- Organization of several courses on training management for training cadres working in MoHA and in provincial DoHA

³ Decision No 74/2001/QĐ-TTg regarding the plan for training and retraining civil servants until 2005-02-12.

- Formation of a core team of trainers/consultants in training management who are able to replace international consultants to transfer modern knowledge and practices to training management cadres
- Organization of several courses on interactive training methodology for state management trainers nationwide and formation of a core team of ToT trainers who are capable of replacing international trainers to transfer interactive training methodology to state management trainers.

Under the support of the project, the majority of cadres in charge of training management, working both at central and local level, were exposed to the latest knowledge and methods in training management. They are now familiar with concepts such as TNA, competency-based training, etc. The training management courses were organized using action-oriented approach, i.e. each course was divided into two stages: theory and application. After two weeks of learning main concepts and theories, the trainees were required to apply this knowledge back at their work and present their findings to the class during the second stage of the course. This is innovative compared to other training courses the trainees had attended, thus enabling them to make more effective use of their learning and not letting it all disappear as usual.

Some courses were attended by the deans of political schools, with the intention that once they were aware of the benefits of the modern training methodology they would become change agent, facilitating the application of this new methodology in the regular training activities of their schools. Examples of provinces, where attempts application of this course in training reality has been made to apply new training methodologies include the political schools of Hue, Can Tho and Bac Giang provinces.

Case No 2.

According to the head of the Department of Training in MoHA, the department has made use of the knowledge learnt from the training management course to establish two training plans for state management trainers and political trainers. In 2005, the department also plans to organize several training management courses for provinces, using materials from the SIDA project.

Nevertheless, on a national level, although a core team of training methodology trainers has been formed, the impact is limited. (More analysis is given in the next section on sustainability.) Modern training management methods have not been applied in a systematic manner from central to local level. Although the annual training plans made by MOHA and provincial DoHA are more need-based than in the past, it is still far from skill or competency-based. The main reason for this low level of application is that training and retraining civil servants at present is still driven by the need to fill up the gap of civil servant grade, and not by the job requirements of the incumbents

In summary, this component on in-service training system of the MOHA project has helped to change to mindset of both the training managers and state management trainers at central and local level, fostering greater recognition for a more professional training system for civil servants.

Personnel Management Information System (PMIS)

The personnel management information system was one of the key components of the MOHA project and was developed since the first phase of the project (1997). Through several rounds of adjustment and upgrading the system has emerged as a very strong tool and, where properly utilized, has effectively supported personnel management work in provinces.

Case No 3. Implementation of PMIS in Que Vo district, Bac Ninh province

PMIS has been installed in Que Vo district since 2003 from version 2.0 to version 2.2. A total of 1577 civil servants (including more than 100 civil servants in administrative units, 456 commune civil servants and more than 1000 civil servants in public services delivering units) in the district are under management of the personnel and organization division of the district. In 2005, the district plans to manage the profile of all its civil servants by PMIS 2.2. PMIS is currently installed in three pilot communes of the district so that these communes can record and update information of its civil servants.

Benefits of the PMIS according to the head of the personnel and organization division:

- It helps the district to produce statistical reports based on 10 templates of the Decision 28 to submit to DoHA
- It helps the district to be updated on the total number of civil servants by sector and information regarding salary promotion and job rotation of civil servants
- It allows the district to control up to 99% of the variations of civil servants in district. The traditional complicated and ambiguous personnel profile system did not allow the district to control these variations

The PMIS is designed to contain three groups of civil servants in its database:

- Civil servants working in administrative agencies
- Civil servants working in public services delivering agencies
- Civil servants at commune level

At provincial level, the Department of Home Affairs takes the lead in building up and managing the database of civil servants of the whole province. While it's rather easy for DoHA to manage and update the data regarding civil servants working in administrative agencies, it's more difficult for them to get the data on civil servants working in public services delivering agencies updated (especially the contingent of teachers as the Ministry of Education has been developing its own system). In most provinces, data of commune officials are recorded to computer located in districts.

At present, 58 out of 64 provinces have been equipped with PMIS however the extent to which the system is utilized varies from province to province. The reason the PMIS has not been installed in every province is because the project chose an evolutionary approach, beginning with some pilot agencies. Provinces then chose to join when they see the benefits. The advantage of this approach is that, instead of having a system imposed on them, provinces adopted the PMIS because they want to. One disadvantage is that the roll out process takes a longer time and different versions of PMIS software are being used in different provinces.⁴ Consequently, it is difficult to bring into full play all benefits of the system.

Overall the PMIS has been beneficial to provinces, as illustrated in the table below. Indeed, civil servants at the local level seemed very excited in making use of the system, getting connected to the civil servants database and producing statistical reports for their own analysis or upon request by their managers.

⁴ For example the latest version of PMIS using web protocol is being piloted in Nam Dinh while the previous version PMIS 2.2 is being piloted in Bac Ninh

Table 9: Opinion of DoHA's staff regarding the application of PMIS (N=70)

PMIS is being used in DoHA for:	Not being applied	Very Little	Little	Much
Making periodical reports and unforeseen reports on information of cadres and public servants for MOHA	4.2%	6.3%	22.9%	66.7%
Managing CVs of cadres and public servants	0%	5.9%	23.5%	70.6%
Making statistics on quantity and quality of cadres and public servants	0%	10%	18%	72%
Identifying the local training needs and making local training plans	4.2%	20.8%	35.4%	39.6%
Managing cadres and public servants' salaries	4%	8%	16%	72%

5.2.2 Impacts of the results achieved by the MoHA Project on PAR

Impact on civil servants

At the central level, the project had significant impacts on improving the knowledge and changing the mindset of MoHA's civil servants. There was an increased awareness and acceptance of modern HRM knowledge and practices among MoHA's civil servants as a result of capacity building activities under the Sida project, as well as various other donor supported projects or programmes. However, in terms of analytical and synthesis skills for developing HRM policies, there is very little improvement in the capacity of MoHA's civil servants. This is because the contents of training courses organized by the project were concentrated on specific skills in personnel management which are more relevant for civil servants at the local level. Also, sometimes the right persons were not sent to the training courses or those who were trained have moved to other works not related to the content of the training courses.

At the local level, amongst the different components of the MoHA project, "O&M for personnel and staffing methods" and PMIS had most impacts on the working methods and attitude of civil servants working in DoHAs. Generally, personnel management officers in provincial DoHA now have a better understanding on how civil servants should be properly managed, developed and motivated and how the role of managers changes in the context of decentralization and integration. The use of PMIS also helped the leaders to perceive how IT could benefit personnel management and there is now a strong willingness of both managers and staff to get away from the traditional paper work system.

The job description exercise in Ninh Binh, Nam Dinh and Bac Ninh has potentially very significant impacts for PAR. The managers and staff in these provinces are now aware that there is a basis to determine the appropriate functions, mandate and structure of an organization as well as the number of employees needed. They also recognized that tasks of civil servants can be described, supervised and work performance measured. They understand that job descriptions provide a more rational means for determining promotion, training and incentives for civil servants.

There is an impact on the attitude of civil servants towards their own work and towards the work of their colleagues or their staffs. There is indeed a growing pressure in these provinces that civil servants should have a "work diary", so that their work can be monitored and performance measured.

PMIS too will have significant impact on PAR if and when it becomes an official personnel management tool. The system will not only make work outputs of civil servants become more accurate, reliable, and quicker but also help improve the analytical and supervisory capacity of civil servants in formulating and implementing personnel policies.

Generally, the impact of the training activities undertaken by the project resulted mainly on awareness raising. However, the evaluation team detected some attempts by civil servants in provinces to apply what they had learnt to their work (see example in the box below. Hence, if there were follow up activities to support these 'change champions' the impact on PAR at the ground level would be considerable.

Case No 4. Application of planning skill in work in DoHA of Hai Phong

In public agencies, it's common that individuals and units perform their duties without any planning with clear timeline and resources allocation. As a result, works are normally not timely and efficiently accomplished by units and individuals in public agencies. As a trainee of the "Project work" organized by the SIDA-MoHA Project, Mr Thin, deputy head of the Civil Servant Division in DoHA of Hai Phong tried to apply planning techniques in the routine works of his own and of his unit. At the beginning his ideas faced some resistance by his colleagues who did not see this as serious. Step by step, Mr Thin was able to show the benefits of the planning approach to everybody in the unit and people began to acknowledge that this approach could help improve work quality and effectiveness. Planning thus became mainstreamed in every activity under the responsibility of Mr Thin's unit.

Impact on organizational processes

At the central level, improved organizational capacity in MoHA as a result of the project should be reflected in better processes, systems and cross-function working to formulate and regulate personnel policies. This is true in the case of drafting and issuing legal documents but little has changed in the processes used by different departments in carrying out their routine tasks.

PMIS, though still facing great challenges to become a national database of civil servants, when fully put into operation by different departments of MoHA and provincial DoHAs, has the potential for positive impact on PAR not only for MOHA but also other central and local agencies. It will dramatically increase MoHA's organisational capacity to analyse, synthesize and forecast personnel management issues. A fully functioning PMIS system would not only increase productivity but would also have implications for the staffing level and organisational structures for obtaining and managing personnel records.

The different departments in MOHA do recognize the need for a national integrated database on civil servants and the PMIS could be a viable option. For PMIS to be wholly adopted MoHA will need to take actions to maintain and develop the system. This would involve collaborating with central agencies that have developed their own systems and then issuing regulations to ensure the legitimacy of the system, followed by prompt implementation guidance for different departments in MoHA, other central agencies and provincial DoHAs.

At the local level, in the context of decentralization, for provincial DoHAs to better perform their personnel management function, they need to be equipped with not only a sound institutional framework, but also a strong technological infrastructure and be well trained on modern HRM knowledge and practices. The MoHA project has actually tried to align its support to this direction at both the central and local levels. Although the project capacity building efforts has not yet been translated into improved skills or organisational changes in a systematic manner, the "critical mass" of knowledge created will enable provincial DoHAs to be more responsive to further reforms.

In terms of technological infrastructure, the impact of PMIS on working systems, capacity and performance has been considerable. For example, the procedure for reporting to MoHA normally involves the provincial DoHA asking the organization and personnel units in every agency to produce and submit statistics on the quantity and quality of staff. Without computer support, this very labour intensive exercise would take several weeks. Nowadays, with the help of PMIS, only one person can perform the work and it takes only a couple of days to produce such a report.

With the application of job descriptions in the three pilot provinces, the capacity of personnel and organization agencies at various levels should be improved as job descriptions normally lead to better identification of training needs as well as giving a better basis for supervising and evaluating performance. However, job description on its own without synchronous changes to other aspects of the personnel and organisation function will only have limited impact. Hence, the application of jobs descriptions should be seen as a one step within a wider framework of reforming the whole personnel and organisation system. Also, to ensure sufficient critical mass, the pilots should be carried out in more than 3

provinces. There is also a need to review other job descriptions initiatives tested or being tested in PAR projects in other provinces.

Impact on institutional reform

As a result of the Ordinance on Public Employees and various legal normative documents regarding personnel management, civil servants working at the central and local level are now more enabled to perform their state management function on personnel management. Duties, benefits, responsibilities, attitudes, what civil servants “should do” and “should not do”, especially those at the local and grass-roots level, are now better defined and regulated by a sound legal framework.

The impact of the project on institutional reform would be greater if there was sufficient follow up to embed policy analysis and development skills at the central level. For example, although the project did very well in supporting the drafting of legal documents, the follow up in monitoring and evaluating the effectiveness of these regulations were weaker. Hence, the learning loop was not complete. This was partly because MoHA priorities at the time were on establishing a comprehensive legal framework for personnel management in the public service.

6 Impacts of the Two Projects on Poverty Reduction

According to the World Bank, poverty can be defined as a deprivation of well-being related to lack of material income or consumption, low levels of education and health, vulnerability and exposure to risk, no opportunity to be heard and powerlessness. By this definition, poverty has multi-dimensional causes. However, given the scope of the 2 projects being evaluated the following section assesses their impact on only two aggregated dimensions – economic and human.

Solutions for poverty reduction often focus on: 1) empowering the poor, 2) greater voice for the poor and, 3) expanding access to productive assets and increasing economic opportunities for the poor.

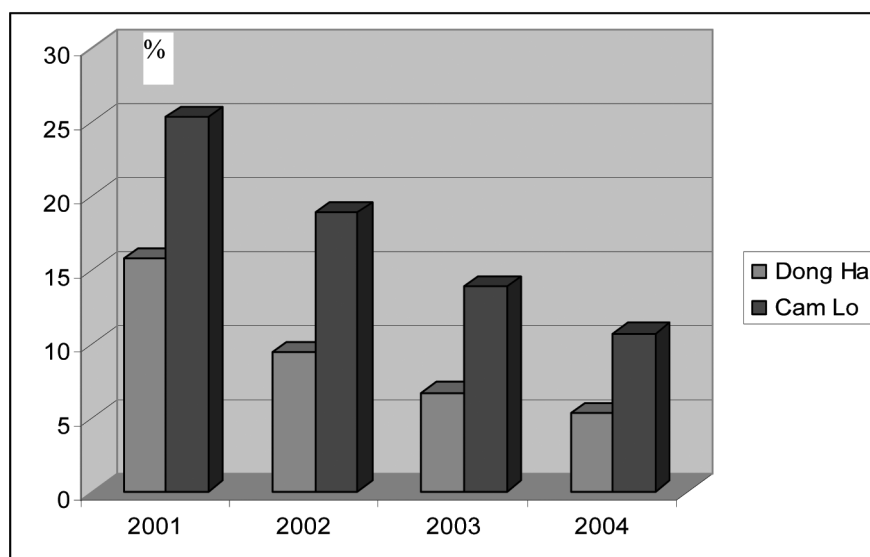
6.1 The impact of Quang Tri Project on Poverty Reduction

6.1.1 Impact on the economic dimension of poverty

The common notion and official definition of poverty in Vietnam connotes only the economic dimension, i.e. lack of income and consumption. The official definition of poverty in Vietnam, according to MOLISA standards, is that those with a monthly income of less than VND 100,000 were classified as living in poverty. As the statistics on poverty in Vietnam have traditionally followed this standard, it will be used to analyse the economic dimension of poverty.

Quang Tri was one of the five poorest provinces in Vietnam. The poverty rate in 1999 was 37.97 percent. However, Quang Tri had made significant progress in poverty reduction, as the poverty rate was reduced to 25.87 percent in 2002. Progress on poverty reduction in the project intervention areas was also significant, as illustrated in the diagram below.

Figure: Poverty reduction in Dong Ha and Cam Lo districts for the last few years.



The reform of land allocation procedures has a significant impact on economic development and improved living standard of the people as land is one of the critical production inputs and main assets of people. According to several civil servants at the district and commune levels in the Quang Tri Province, land ownership determined from 40% to 50% of poverty reduction in the province.

The results of the land management reform in Quang Tri were substantial in terms of its scope. For the whole province, the number of households holding land use right certificates by the end of 2003 was 20,350, accounting for 68 percent of the total number of households. This rate is much higher than that the average level of the country at 35 percent. For Dong Ha, the number of land use right certificates issued by the end of 2004 was 16,500 compared with 2,032 prior to this reform. This figure for Cam Lo district was 16,461 land use right certificates.

The rest of the section discusses the way in which the reform of land allocation procedures has impacted on economic development, improved people's living conditions and reduced poverty in Quang Tri from interviews with government officials and some local people. Generally, poverty reduction was made possible by expanding access to productive assets and improving economic opportunity, mostly in the following ways:

- possession of land use right certificates led to more investment in productive activities as people feel psychologically more confident
- possession of land use right certificates gave people, especially the poor, more options in utilizing the land
- land use right certificates were used as mortgages for obtaining loans
- the simplified procedures saved people's time and costs
- reform in land allocation procedures helped increase the revenue of localities

Possession land use right certificates led to more investment in productive activities as people feel psychologically more confident.

When people possess a land use right certificates, they are more confident in investing in their land and many of them, poor and non-poor are now enabled to make longer term economic planning for their own family. Having a land use right certificate is also a pre-condition for setting up a new farming business.

Case number 5:

Hoang Thi Le, a poor woman, saw her holding LTC as an excellent opportunity to change her life. Before, she did not afford even to buy seeds to plant pepper, thus having a hand-to-mouth life. Now with the “red book” she borrowed VND 20,000,000 to invest in pepper planting. According to her calculation, her revenue from pepper after five years will start at VND 3,500,000 per year and increase dramatically in the following years.

People open businesses and put more investment in long-term, intensive crops. A total of 550 new farming businesses (trang trai) and 7010 new household businesses were registered in the period of 2001–2004. Most popular long-term crops for farming businesses were rubber and pepper. These businesses created thousands of new jobs for the people, including the poor.

The results of land allocation procedures reform also led to the creation of other forms of businesses such as limited, private and joint stock companies⁵ although to a lesser extent compared with farming and household businesses. With these businesses, land was used as a contribution to the business or as mortgage to obtain loan.

Case number 6:

Le Anh Thuy was a 47 year old war veteran in Quang Tri township. He had a small steel rolling mill that employs 45 local workers. The employees of the mill earned on average VND 900,000 per month. Mr. Thuy said “I started this business 12 years ago. At the beginning, it was very small with a few employees and I had to do most of the work as I did not have enough capital to invest in. In 2002, I received the “red book” for my land. I used it as mortgage for a one-billion VND loan. I could not get the loan without the red book and I would not be able to expand my business to this extent.

Possession land use right certificates gave people, especially the poor, more options in utilizing the land.

In the past, people had limited options for using their land. They could not sell, lease, exchange or transfer the land for inheritance purpose. For example, a farmer family that did not have working labour might have to leave their land uncultivated. Now they could lease the land for a rent. With the exchangeability given by the land use right certificates, people could sell the land and buy another piece of land that better suits their preferences or they could sell land that they did not need. In many cases these options helped improve people living conditions.

Land use right certificates were used as mortgages for obtaining loan.

The most common and visible benefit of a land use right certificates was to use it as mortgage in obtaining a bank loan. 24,500 households in Quang Tri had mortgaged their land by the end of 2003. These loans amounted to VND 450 billion or about US\$ 28 millions. This benefit would be more significant to the poor as lack of capital had been identified as one of the causes of poverty in Quang Tri.

Case number 7:

Ms. Nguyen Thi Thien And Mr Nguyen Quang Lieu in Vinh Bac village, Ho Xa district town of Vinh Linh district had four children. They moved in the village in 1990 and received the red book in 1998. Their family was desperately poor as they had many children. In 2003 they mortgaged the red book for a VND 20 million loan from the Bank for Agriculture and Rural Development. They used the fund to cooperate with some other households to farm prawn. The remaining fund was used to buy stock for their small herbal medicine and grocery shop. Profits from those investments helped Ms. Thien and Mr. Lieu pay back VND 10 millions to the bank, upgraded their house and bought a motorcycle. They planed to pay back the rest of the loan to the bank and expand the prawn farm in 2005. Ms. Thien said “the red book helped us get out of poverty. The bank was our saviour”.

Using the land, probably the most valuable asset of many people, poor people could get a big enough loan for investing in some productive activities to change their lives. Loans could be used for farming,

⁵ 281 limited companies, 37 joint stock companies and 209 private companies were registered in Quang Tri province for 2001–2004 period.

aqua-farming, poultry breeding, or small trading businesses. It should be noted that there had been some micro-financing programs for the poor in Quang Tri and elsewhere in Vietnam such as those run by the Bank for the Poor and some NGOs. However, each loan item of these non-mortgaged lending programs was usually small as the fund for these programs was limited. The small loan was sometimes used as spending for daily life rather than an investment as it should have been.

The simplified procedures saved people's time and costs.

The costs for obtaining land use right certificates include fees, traveling costs and opportunity costs of reduced working days. With the old, cumbersome system these costs were substantial. The opportunity cost of traveling many times to the town to get the certificates granted means a significant number of working days and income is lost. This impact significantly on the poor as many of them are making a living on a daily basis, and the total costs for obtaining a land use right certificate might amount to a few monthly incomes for a poor farmer. This was the reason for many poor people not getting their certificate. The time and costs for obtaining land use rights certificates was substantially reduced in the new, simplified system, and as a result poverty is reduced.

Reform in land allocation procedures helped increase the budget of the locality.

The income from land use fees and tax increased sharply, creating a substantial influx into local budget. The table below presents land-use revenue during 2002–2004 period in five districts and towns in Quang Tri province.

Table 10. Land-use related revenue in the Quang Tri Province during 2002–2004

	2002	2003	2004
Dong Ha town (VND)	6,656,460,500	33,187,402,800	78,787,212,800
Revenue growth		398.57%	137.40%
Quang Tri town (VND)	1,410,947,900	5,136,290,360	4,823,381,500
Revenue growth		264.03%	-6.09%
Cam Lo district (VND)	439,376,200	1,360,388,500	3,778,651,320
Revenue growth		209.62%	177.76%
Huong Hoa district (VND)	164,644,800	9,005,776,600	5,292,937,000
Revenue growth		5369.82%	-41.23%
Vinh Linh district (VND)	702,298,400	2,082,745,800	4,613,442,300
		196.56%	121.51%

Source: Department of Tax of Quang Tri

The total revenue of land related incomes in Quang Tri jumped from VND 2.8 billion in 2001 to VND 10.8 billion in 2002, VND 70 billion in 2003 and VND 106 billion in 2004⁶. Part of this increased revenue was invested in basic infrastructure such as roads, irrigation works, health care facilities and schools as well as social welfare that gives more benefits to the poor.

6.1.2 Impact on the human dimension of poverty

The reform of land management made significant impact not only on the economic well-being of the poor but also on their social and political well-being. First, it enabled the people to practice their rights. Without a land use right certificate, ownership rights of the people on land were very limited. People were given more rights to possess and use their land for their own interest and benefits. In addition, the much lower cost for obtaining land use right certificates reduced the inequality between the poor and other citizens in practicing their ownership rights.

Second, the new land management process showcased how a client-oriented public administration system should be organized to empower the poor. In fact, inputs from people, their concerns and

⁶ Revenue of land related incomes in 2004 accounted for slightly less than half of the province's administration budget.

grievances, were critical in designing the new land management process. The more democratic environment in public administrative service also strengthened people's rights to participate in local decision making processes and being respected by government officials. The more effective public administration system also contributed to the better equality between the poor and non-poor in accessing public services.

Third, the huge financial gains from the implementation of the new land allocation procedure helped improve people's health and education. At the community level, the boost in income from land fees and tax enabled local authority to invest more on facilities for health care and education. At the family level, more financial resources gave people, especially the poor, opportunity to improve their health care and education conditions as the following example shows.

Case number 8: Bank loans could also be used to invest in education that might have long lasting impact on poverty.

Nguyen Thi Huong was a poor farmer in Vinh Tien village, Ho Xa town of Vinh Linh district. Her husband had prematurely passed away due to orange dioxin infection. She had three children in college, two studying in Da Nang, and one in Hue. She received the red book in 2003. She mortgaged the red book for a VND 15 million bank loan. Most of the loan had been used to finance her children's studies. She also used the money to raise pigs and poultry to earn some more income to support her children's studies. She said that she could not afford her children's studies without the loan.

There are some differences in the way land allocation reform had impacted on poverty reduction in urban areas compared to rural areas. In urban area like Dong Ha town, land is often of great value, and having land use right certificates was a strong impetus for socio-economic development. People could obtain bank loan to start or expand their business, while the locality can make use of substantial land use revenue for reinvestment in trade, tourism, production and so on, thus creating more jobs, especially for the poor.

In rural areas, land use right certificates are mainly used as mortgage to borrow money for investment in livestock or crops or in small businesses. However, although the number of poor households in rural areas was reduced as a result of land allocation reform, economic development in these areas appears slower compared to urban areas. As an illustration, GDP per capital in Quang Tri town⁷ and in Cam Lo district grew slowly from VND 4 millions in 2002 to VND 4,5 millions in 2004, at a yearly average growth rate of less than 10% whereas the figure for Dong Ha town in the same period was around 14%.

Impacts of land allocation reform on poverty reduction in Ward 5, Dong Ha town.

According to cadres in ward 5, land allocation reform determined up to 70% of poverty reduction in the locality. Each month, around 100 households in Ward 5 use their LTC as mortgage to obtain bank loan for economic development. The number of poor households in the ward dropped from 600 in 2000 to 218 in 2004.

6.2 The impact of MOHA Project on Poverty Reduction

Compared with Quang Tri project, the impact of MOHA project on poverty, if any, was indirect. In general terms, civil servants at different levels, as the beneficiaries of the better personnel policies triggered by the project, if they able to work more effectively, would made a contribution to socio-economic progress.

More directly, the promulgation of, the Decision No 121/2003/QĐ-TTg, issued with the support of the MoHA project has significant impact on cadres at grassroots level. These grassroots cadres, who are closest to the people and interact with people on a daily basis, prior to the Decision, were not civil servants. With the conferment of "civil servant" status to seven professional positions at the commune level, and associated the status, rights and salary, should lead to more dedicated public services and socio-economic development of their locality.

⁷ Quang Tri province has two towns: Dong Ha and Quang Tri. While Dong Ha town serves as a commercial hub for the province, Quang Tri town with an economy still heavily relying on agricultural activities and small businesses, can be considered a rural area.

7 Impact of the Two Projects on Gender Equality

Gender equality can be analyzed from different perspectives. In the administrative system, gender equality means equal opportunities are offered to men and women at work and in social activities. Some relevant indicators of genders equality in this context include i) the attitudes towards the roles and status of men and women at work and in management, ii) the increase in the proportion of women in leader/managerial positions iii) the opportunities for participating in development activities such as project activities.

Gender issues had been mentioned and tackled at different degrees by the two projects. It should be noted that a systematic, precise assessment of the impacts the two projects had on gender equality is not possible as the impact may be quantitatively insignificant or data were not available.

7.1 The impact of MOHA Project on Gender

Gender issues were identified as one of the eight intervention areas for the first and second phase of the MOHA project. Activities under this area encompassed the following:

- study current status and obstacles of gender equality
- promote gender awareness
- design special programs to increase the number of female civil servants in high managerial positions

These activities were, in fact, implemented mostly in the second and the bridging period of the project. Early activities largely consisted of a number of commissioned studies, study tours and seminars. Project activities were also integrated with the mainstreamed, national gender movement. For example, in 2002, a seminar on the implementation of Resolution of the Ninth National Women Congress within MOHA was held. However, for some reasons, the third activity (the “grooming” programs) was not implemented.

Many efforts were paid by the project through its training courses, in ensuring female trainees occupy some percentage in the class and actively participating in class discussion/workgroup or in using gender issue as case study in personnel management courses. Although no preference or priority was given to females when organizing training courses, the percentage of females participating in training was good⁸ compared to the proportion of female civil servants and cadres in personnel management agencies. In the 1998–1999 period, female participation in training courses was at 30 percent. For the same period, women accounted for 28.8 percent of MoHA’s total staffs. The proportion of female participation was later reduced to 20 percent in 2002. Gender was well balanced in gender awareness raising activities with men accounting for 48.5 percent of the participants of training courses and seminars on this topic.

Increasing the number of women in managerial positions is often the most important indicator for gender equality, however this actually involves a long process of changing the mindset and attitude of both male and female civil servants toward the strengthened role of women in work and in society. This process, to some extent had been initiated by the MoHA project through several awareness raising activities, and together with many other on-going efforts by the Government, has resulted in some tangible outcomes.

⁸ It should be noted that the public personnel and organization sector was very much men-dominant. The proportion of females in MoHA was only 24 percent.

For example, considering the current number of women assuming at least the position of deputy head of department in MoHA (6 female managers) compared to the prior situation (only 1 female manager) it can say that women now have a much better position in personnel management agencies at the central level in general and at the local level in particular. Female civil servants in MoHA also more self-confidence in challenging the organization and the leaders to provide them with better opportunities for promotion, as reflected by the increasing number of female civil servants obtaining the senior expert grade in MoHA recently.

However, the increased in the number of female deputy heads cannot be directly attributed to the project. A more vigorous monitoring system which perhaps tracks the progress of a sample of female staff who participated in project activities is needed. It should be noted that the key activity of the gender component was the program to nurture and support female managers which was not implemented and this very much undermined the objectives on gender issues.

7.2 The impact of Quang Tri Project on Gender

Quang Tri project did not have any objectives or activities relating to gender issues formulated in its project document. However, during the project implementation, some activities on gender issues were implemented.

First, six courses on gender training were held for 264 people. In contrast to the MOHA project, gender awareness raising activities in Quang Tri targeted not only middle ranking leaders but also grassroots officials, as Quang Tri's socio-economic development was at low level and gender inequality was still profound in rural, ethnic minority areas. However, as reported by the provincial Women Union, not many men participated in these activities, especially those in decision-making positions.

Second, within the framework of the project, the provincial People's Committee had formulated a HRD strategy that gave priorities to women and ethnic minority people. Female civil servants participating in training were eligible for additional allowance. They were also given priority in placement, promotion and election into elective bodies. These policies put women civil servants in Quang Tri in a more favorable condition.

The Quang Tri project hired a local gender consultant. She integrated gender into extension activities at grassroots levels. These activities were organized mainly in the mountainous, ethnic minority areas of Huong Hoa district in which women were the targeted group. This approach went beyond awareness raising. Women were changing their behaviors as they participated in economic and social activities. For example, a woman took part in a program that supported mountainous farmers to raise fish in ponds had to go to meetings (for many of them probably the first public meeting) in which extension officials instructed them on fish raising techniques. Such programs helped women gain social competence and gave them economic independence, making them more confident in other social activities.

There was no statistics on the proportion of females participating in training courses but the project management reported that gender balance was well maintained among training participants.

It is difficult to properly assess the impact of the two projects' activities on gender equality. The impression of the team is that the awareness raising activities indeed provided knowledge and made an impact on the attitudes of civil servants involved in the activities. When interviewed the officials of the Women Union in Quang Tri reported that, thanks to awareness raising activities, their male counterparts now showed more positive attitudes and are more involved in women's activities. However, this impact is only a beginning of the behaviors changing process. There were no sound measurable results, which allow one to make a claim that the two project's activities made a strong impact on gender equality.

7.3 Lessons Learnt From Both Projects

The following lessons could be learnt from the gender-related activities at MOHA and in Quang Tri.

- The impact of the gender component of the two projects would have been more significant if the awareness-raising activities were implemented more critically. More leaders and managers of the beneficiaries should have been involved and the activities carried out more extensively to reach a critical point that would go past “awareness” to changing attitudes towards gender equality.
- Stronger links should have been made with the National Program for the Advancement of Women. Certain policies should be in place to ensure women’s participation in project activities and concrete programs should be designed to support the advancement of female civil servants in the public administration system.
- The Quang Tri Project should have a local project officer responsible for gender issues, as this would help the PMU to continuously facilitate and closely monitor gender related activities.
- More authority in implementing gender-related activities should have been delegated to the Women’s Union, as their participation and ownership would improve the sustainability of the project’s outcomes. In Quang Tri the gender consultant would have done an even better job if she had worked more closely with the Provincial Women’s Union

8 Impacts of the Two Projects on Democratic Process, Transparency and Accountability

8.1 Impacts of the Two Projects on Democratic Process

Democratic governance, in its broad sense, refers to the existence of institutions and processes that are responsive to the needs of all people, including the poor. Under the framework of this evaluation, democratic process will be analysed around the following dimensions:

- ii. Strengthening the rule of law
- iii. Decentralization of public administration
- iv. Promotion of grassroots democracy
- v. Promotion of workplace democracy

Quang Tri Project

It can be said that Quang Tri project made a breakthrough in strengthening the land law. Due to the importance and traditionally sensitive nature of land, the government wanted to maintain a tight control over the ownership and use of land. As a result, land management was highly centralised in Vietnam and only the central and provincial governments had the authority over land issues. However, due to the complicated nature of land management, the central and local government could not manage land properly. In fact, only a small portion of residence and cultivation land in Vietnam was certified and most land transactions were illegitimate and tax-avoided. The new land management procedure in Quang Tri made a breakthrough in strengthening rule of law in management. The scope of the impact was not only on Quang Tri province but on the whole country as the pilot reform in

Quang Tri was reviewed and lessons learnt were used as a rationale for introducing the new Land Law in 2003.

The Quang Tri project demonstrated how a process of decentralization could happen. The process started from looking at a real and specific problem, analysing it and working out the proper solutions. It showed how a transfer of authority from a higher level government to a lower level was made. The results of the Quang Tri project showed that if authority is properly decentralised the central government need not lose control, but actually strengthened its management over socio-economic activities. Success of the decentralization of land management authority was an impetus for the Government to further promote decentralization to other fields of state management.

Grassroots democracy or people's participation in decision making was significantly strengthened as a result of the project activities. The "people know, people discuss, people do and people check" principle was extensively employed in the reformed land allocation process in Quang Tri. Promoting grassroots democracy was not only a prerequisite but also a catalyst for the "one-door" model in land allocation to succeed. If people, especially the poor are not well informed of the new land allocation policy, they are not encouraged to get their land use certificates for fear of cumbersome procedures. When people are better informed or more "knowledgeable", the work of civil servants also becomes easier, thus accelerating their work handling process.

The agencies participating in the land allocation reform were brought together to discuss and agree on their roles and responsibilities in designing as well as in implementing the new process. Several community meetings were held in which land officials informed people about the new land allocation procedures and sought inputs and feedback from people. People raised their queries and concerns in these village meetings. People had their voice on matters from how the process should be carried out to the amount of fees considered reasonable by them. Seeking feedback from people in some cases helped overcome problems and remove deadlocks as the following case shows.

Case number 9:

The issuance of land use rights certificates in Dong Ha town was almost stagnant at some point. The reason is that the tax that the dwellers had to pay was quite high as in this area people usually own a large piece of land although most of the land are hills. Tax on the land was a financial burden to many residents. A number of households could not afford the tax and that appeared to be a deadlock of the program. After several residents voiced their concern that the tax was beyond their means, the task force proposed (and was then approved by the provincial People's Committee) that when calculating the tax, only 300 km² was considered "residential land", the rest was treated as "garden land" that is subject to a much lower tax rate than that for residential land. As a result, the amount of tax residents had to pay was so substantially reduced that most people could afford to pay it.

Under this project, people also had a chance to evaluate the performance of staffs working in the land allocation Task Forces. In all Task Force offices, an "opinion box" was arranged so that people could provide their ideas on how to improve the land allocation procedures or complaint if they were mistreated by any civil servants. This way, people could challenge public agencies in delivering better services for them, and in reality, people had helped remove some employees with poor serving attitude in the Dong Ha town's Task Force, according to one interviewing source.

Democracy in the work place, as reflected in the inputs from participating agencies so their concerns and needs are taken into account, was also exercised in the formulation and implementation of the project. The "blue print" project formulation (i.e. Quang Tri project) could be viewed as more democratic than the "process-based" project (i.e. MOHA project) as more inputs from stakeholders were sought and incorporated into the project design. The Quang Tri project made effective use of the "bottom-up" approach as project's activities were largely based on the 14 reform proposals produced by the 14 beneficiary units.

MOHA Project

Having a more comprehensive framework for managing public servants has strengthened the rule of law in personnel management. The Ordinance of Public Servant and other legal documents to implement the Ordinance, that were partly the outputs of the project, contributed to a more professional and systematic management of civil servants. The more comprehensive framework for personnel management also facilitated further decentralization in personnel management. In fact, much of authority in organizational and staffing decision making has been delegated from the central level to the provincial level and further down.

Democracy in the formulation and implementation of a process-based project such the MOHA can be reflected in the extent stakeholders were involved in planning activities. Involvement in the planning stages strengthens the ownership of stakeholders in implementing activities. In these efforts, the MOHA project seemed to encounter more difficulties than the Quang Tri project. Evidence from MOHA project showed that activities with closer coordination or more involvement of implementing agencies in the planning stage tend to be more effectively implemented. On the other hand, the decisions by some departments in MoHA not to be actively engaged in the project are also democratic choices.

Many components under the MOHA project, when fully implemented would result in improved workplace democracy. As discussed in the section 5.2.2, democratic processes were emphasized in the drafting and promulgation of legal normative documents regarding personnel management under the support of the project and this work approach is still maintained, though at a lesser extent in the drafting of new personnel legal documents by MOHA (See section 9.2)

The pilots in new staffing method using job description undertaken by Bac Ninh, Nam Dinh and Ninh Binh provinces have also had impacts on the improved democratic process. For the first time, managers and staffs in different departments and units have had a chance to discuss what tasks the job incumbent had been actually doing during the year, and how much time was spent for each task. This kind of discussion seldom happened in the past. This exercise though still a pilot, requires great efforts by the provincial DoHA, through a democratic process, to make the job description concept and purpose well understood and accepted by civil servants in each organization.

The “in-service training management system” component also has had impacts on the democratic process. The evidence is that planning of training at the central level and provincial level, according to the Decision 74/2001/QĐ-TTg are more “demand-driven” than in the past, by taking into account the training plans produced by the lower levels and not just reflecting the subjective views of training administrators at the higher level.

These are just a few of examples showing how the MOHA project has had and will continue to have impacts on the democratic process in the public service.

8.2 Impacts of the Two Projects on Transparency and Accountability

Quang Tri Project

Transparency and accountability are among the priorities of the PAR process in Vietnam as showed in the PAR master plan. Transparency and accountability help improve the effectiveness of the public administration and prevent corruption.

The “one-door” model in land allocation was highly transparent as it was made publicly available to the people. The following information were made public: 1) documents required, 2) the maximum time frame within which the procedure has to be accomplished, 3) officials had the responsibility to promptly notice people any missing or faulty documents and instruct them how to complete their documents, 4) the fees and other financial duties, including what was sponsored by the project and what people has to pay themselves.

A combination of promotion and information providing activities had been done to ensure people were well informed about the new land allocation procedures. This information was made public to people via different channels such as the mass-media, leaflets, community meetings and posters at the Task Force's office. People met by the evaluation team showed they understand well the land allocation process.

In addition to increased transparency in land allocation procedures, roles and responsibilities of different agencies and individuals are also made clearer in this "one-door" process. Poor performance or delay of any agencies or individuals in the process is therefore easier to identify and rectify.

Hence, transparency leads to accountability. Under the "one-door" model in land allocation, as the job performance of civil servants can be checked by their colleagues in the Task Force and by the citizens as customers, civil servants generally become more responsible for their work results. In other words, they are held accountable while working in a team and by following a well-defined and transparent work process.

MOHA Project

There are actually many ways, by which the MOHA project's results can lead to increased transparency and accountability in the public service. For instance, the Ordinance of Public Employee and its related guiding legal documents have formed a legal basis for personnel management in the public service whereby, personnel policies regarding recruitment, promotion, training, etc will be more transparent.

Modern concepts and methods in personnel management brought to many civil servants by different courses under the capacity building component also laid the ground for further transparency and accountability in the public service in the future. Particularly, the Decree on Inspection in the public service, drafted with the support of the project, when promulgated and put in effect will be the most powerful means for public agencies to secure transparency and accountability.

In short, although no immediate effects on transparency and accountability have been created by the MOHA project, many results achieved by this project will, in the not distant future, lead to increased transparency and accountability in the public service and support the PAR process in Vietnam.

9 Project Sustainability

The sustainability of a project can be defined as "important results achieved by the project endure even after external supports are ended" and can be featured by:

1. New knowledge and practices are successfully transferred from consultants to the staff of beneficiary agencies
2. Better working attitude of civil servants triggered by the project endures even after the project is ended
3. New knowledge and practice continue to be applied by beneficiary units after external supports are ended

Most projects have capacity building components, encompassing awareness raising workshops, training courses, study tours etc, which consume a large portion of the project's budget. Similarly, new working practices and better attitudes are often created through project intervention. Whether these knowledge and practices are successfully transferred to the beneficiaries and whether they are applied by the beneficiaries after the project ended would determine the sustainability of a project.

9.1 Quang Tri Project

The table below provides an assessment of the sustainability of main elements in the Quang Tri project from a scale of 4 (very sustainable) to 1 (not sustainable at all).

Table 11. An assessment of the sustainability of the Quang Tri Project

Key activities	Support approach	Key indicators	Sustainability			
			4	3	2	1
1. Designing and implementing a "one-door" model in land allocation	Financial support	1. The "one-door" model maintained and replicated after the project is ended	X			
	Technical support	2. Reduced time for granting land use right certificates even after the project is ended		X		
		3. Improved working approach and professional capacity of civil servants towards professionalism after the project is ended		X		
		4. Better attitude of civil servants in serving the citizens after the project is ended		X		
		5. Better cross-function working after the project is ended		X		
		6. The Task Force in districts maintained after the project is ended	X			
2. Organizing several courses for civil servants	Providing knowledge	1. Application of knowledge on state management, market economics, etc on work reality at the commune and the provincial level after the project is ended			X	
3. Introducing STEP Program	Providing knowledge	1. Increased awareness on job description, specification and how this is linked to training after the project is ended			X	
		2. STEP applied in different agencies after the project is ended				X
4. Reforming training planning practice	Financial support	1. Continued application of new method in training planning after the project is ended		X		
5. Providing equipment to beneficiary units	Merely providing equipment	1. Equipment (computers, photocopies,..) in good status after the project is ended			X	

Land allocation procedures reform

The "one-door" model in land allocation designed and implemented under the support of the Quang Tri province was seen as a breakthrough in administrative procedures reform and is being replicated in four provinces: Nghe An, Quang Binh, Thua Thien Hue and Ha Tinh. This model is very sustainable as it has been institutionalized in the new Land Law and Decree No 181.

The Task Forces operating the one door model in Quang Tri are also assessed as sustainable. Ownership was guaranteed by beneficiary units in this project as the "one-door" model stemmed from the urgent concerns in land allocation of different stakeholders in the province, including provincial departments, districts and mostly the citizens. When the beneficiary units perceived the benefits of the model and they made themselves owner of the model, they began to take their own initiatives to find ways to maintaining the model.

Staffs working in the Task Forces were intensively trained to be able to handle a large quantity of land use right applications and received monthly allowances for their work. However, at the end of the project many districts began to encounter difficulties in retaining the Task Force personnel, especially the contract employees. In addition, there was less motivation as their work is harder yet less rewarding as before.

Hence, the leaders of the province and various concerned agencies and district worked out some solutions to maintain the Task Forces, culminating in the People's Committee of the Quang Tri province issuing the official letter No 121/UB-NC dated on 18th January 2005, (See Annex 5). This authorised the People's Committee of districts and towns to establish Centres for public administration transactions on the basis of the existing land allocation Task Forces. The Centre is allowed to deduct an appropriate proportion from land-use fees to maintain the operation of the Task Force. This can be seen as a very positive sign for the continued achievements of the Quang Tri project in land allocation reform and showing strong determination of the province's leaders in pursuing the PAR process, as well as high level of ownership by beneficiary units towards the one-door model.

General capacity building

Under the second objective of the project several courses on state management, were organized for civil servants in different departments, districts and communes. The majority of these courses focused on providing knowledge to the trainees, and therefore not expected to be sustainable without further support to assist with applying their learning in work reality. Some courses were said to be very effective such as the courses on Thai and Lao languages, Internet usage and especially on land administration as they were skill-based and driven by actual needs of the trainees.

STEP was brought to the project as a product of international inputs, which aimed at helping beneficiary units to strengthen their capacity in human resource development towards competence based training. STEP was introduced to a large number of civil servants in different agencies in the province. However, its implications were still limited to awareness raising as necessary conditions for application in practice are not yet in place. These conditions encompass leaders' determination and acceptance to change, conducive institutional and cultural background, organizational capacity, and so on. On the positive side, STEP was piloted in a more systematic manner in Dong Ha town and resulted in a computerized performance management system applied internally in the town's People's Committee.

With the support of the project, the provincial DoHA, as the lead agency applied a new method in making the training plan for civil servants for the period 2001–2005. This plan was made using bottom-up approach to be more need-based and to ensure the right people are sent to the right courses. Hopefully, these efforts will be maintained by DoHA and reflected in its future training plans. Ideally, DoHA should have been a beneficiary of the STEP program, and used this to produce a training plan which is not only needs-driven but also competency-based.

In many beneficiaries units where the evaluation team visited, the equipment provided by the project is not in good status either due to lack of maintenance budget or due to the poor quality of the equipment.

9.2 MOHA Project

The table below provides an assessment of the sustainability of main elements in the MoHA project from a scale of 4 (very sustainable) to 1 (not sustainable at all).

Table 12. Executive assessment of the sustainability of the MOHA Project

Areas of work	Key activities	Support approach	Key indicators	Sustainability			
				4	3	2	1
1. General capacity building	1. Organizing courses on administrative studies, management and supervision, O&M	– training courses – funding the application of the learning in work reality	1. Modern personnel management knowledge and practices fully absorbed by participants 2. Application of the learning by the trainees in work reality at local and central level after the project is ended	X			X
2. Personnel policy	1. Supporting MoHA to create a legal framework for personnel management in the public service	– funding workshops, field study, etc	1. A scientific approach in drafting and promulgating legal normative documents regarding personnel management is maintained by MoHA after the project is ended		X		
3. Staffing	1. Introducing new staffing methodology to MoHA through workshops, courses	– funding studies, workshops	1. New methodology in staffing fully transferred to managers and staffs working in MoHA, DoHAs, PoDs after the project is ended		X		
	2. Supporting some provinces to apply new staffing methodology	– training – coaching – technical support	2. New staffing methodology applied and replicated after the project is ended		X		
4. Gender	1. Awareness raising courses on gender issue	– training	1. Gender issue mainstreamed in the drafting of new personnel policy		X		
5. Salary system	1. Conducting field study, providing review report on the existing salary system		Main activities regarding salary reform were supported by another project funded by the UNDP				
6. PMIS	1. Providing equipment and training to DoHAs in 58 provinces to implement PMIS	– training – providing equipment and software	1. Growing interests and demands for a computerized personnel management system after the project is ended	X			
			2. PMIS to become a national database on civil servants, effectively supporting personnel management activities of MoHA, DoHAs and PoDs after the project is ended			X	
			3. Equipment provided in good status after the project is ended				X
7. Inspection	1. Support given to the creation of a Decree on Inspection	– Providing knowledge – funding workshop	1. A Decree on Inspection for public service promulgated (Note: This Decree is expected to be promulgated in April 2005)			X	

8. In-service training management system	1. Support given to the creation of some legal documents regarding training	- funding studies, workshop	1. A better legal framework for training and retraining civil servants is established after the project is ended	X
	2. Courses on training management and ToT	- training, coaching - funding workshop	2. New training management methodology applied at the local and central level, training methodology applied in provincial and ministerial schools after the project is ended	X
	3. Forming two core teams of trainers for training management and ToT		3. Knowledge and methodology successfully transferred to local trainers	X
			4. Continued training on new methodology delivered by the core teams when the project is ended	X

General capacity building

Over the 7 years of the project, around 3000 people participated in different training courses organized by the project. However, for this “critical mass” of knowledge to be translated into improved capacity in personnel management practices at the central and local level, a long process and following factors are required:

1. the right persons were sent to the right courses
2. there is a “critical mass” inside the organization, or a work group including top managers who are exposed to the new knowledge/practice and who are determined to conduct change
3. conducive institutional or cultural background are present to support change

For many courses delivered by the MOHA project, the first factor was not properly fulfilled. Through interviews with civil servants working in MOHA we found that, in many cases, not the right persons were sent to the right courses or those who had been trained have moved to other units and assumed responsibilities which are not related to the course content. The table below confirms this argument, as 38% of survey respondents stated that the knowledge and practices provided by the training course were not relevant to their current job.

Table 13: Percentage said the following factors were hindering trainees from applying knowledge and methods provided by training courses into practice (Valid N= 42)

Factor/difficulty	% selected this statement
Issues provided in training courses do not match with context of the locality where I work	2.4
They are not relevant to my current job	38.1
With current administration system, the learnt knowledge and practices can not be applied	40.5
My leaders and colleagues do not support the application of new methods	26.2
There is no resource to apply new knowledge and practices provided by the courses	59.5

The second factor was hardly secured by the project in the first and second phases, as only few people in the same organization attended the courses organized by the project. In contrast, some “in-house” O&M courses were organized in the bridging phase for Bac Ninh, Nam Dinh and Ninh Binh provinces and resulted in real application of the O&M course in these provinces.

The third factor is not within the control of the project, yet it is the most important factor for learning to be turned into “behavior change”. As shown by the table above, 40.5% of respondents said that the provided knowledge and practices could not be applied in current administration system and about 59.5% of them stated that there were not sufficient resources for the application of these knowledge/practices in their work.

The application of the job description method in staffing in Bac Ninh, Nam Dinh and Ninh Binh was actually in line with the priorities of the PAR program conducted by these provinces. Results from the survey conducted by the evaluation team indicate that there was no clear evidence of application of the learning by the trainees in the participating provinces, except for these three provinces. However, we strongly believe that the knowledge and practices brought to personnel management agencies from central to local level by the international consultants have not disappeared and, when all necessary factors are in place, will be utilized by these agencies.

Personnel Policy

Under the support of the project, the Ordinance of Public Employees and a series of decrees, decisions regarding personnel management have been promulgated, using a systematic and democratic approach encompassing collection of baseline information and thorough consultations with stakeholders at different levels. According to many civil servants in MoHA, this scientific process is still maintained by MoHA in their drafting of new legal normative documents though at a lesser extent compared to the previous years with intensive external support.

Staffing

Backed by the Government policy to further decentralize personnel management activities to local level, some provinces such as Bac Ninh, Nam Dinh and Ninh Binh have made effective use of the new staffing methodology provided by the project to conduct pilots in calculating the appropriate number of civil servants in administrative agencies, or reviewing the duties and functions of these agencies.

In terms of knowledge transfer from international expertise to beneficiary units, the experience of the three provinces in applying new staffing methodology can be seen as a strong evidence. In each province, a core team of DoHA's staff with capacity in job description method has been formed and are now able to coach districts and provincial departments in this exercise. These core teams are also helping other provinces to apply this staffing methodology using job description.

This staffing methodology using job description has proved to be quite effective. However, there need to be a mission undertaken by MoHA to evaluate the efforts of these provinces, drawing lessons and working out a standardized model for replication nationwide.

Gender

It can be said that through intensive awareness raising activities of the project, there are now in central and local personnel management agencies a more positive attitude toward and acceptance of further role of women in work and in society as reflected by the increasing number of women in managerial positions in MoHA and provincial DoHAs. (See more on section 7). There are still however many barriers preventing female civil servants from being promoted to decision-making positions.

These barriers are mainly driven by socio-cultural factors and are not within the control of the project.

PMIS

As mentioned in earlier, PMIS has been proved beneficial in supporting personnel management work. There are now strong interests in and demands for the improvement of the system from provincial level agencies. Nevertheless, some unfavorable factors still exist at both the central and local level for the system to become fully sustainable. At the local level, major difficulties in maintaining the system include:

1. There is not yet a regulatory framework conducive to the functioning of the system, i.e. i) lack of disciplinary measures for agencies at local level to update civil servants' data on a regular basis and ii) civil servants' data exported from the system have not been considered as legitimate (views from round-table discussion with DoHAs)
2. Lack of consistent guidance and instructions from the central level for the development and maintenance of the system (selected by 70.6% of respondents)
3. Lack of financial resources (selected by 67.6% of respondents)

Table 14. Opinions of DoHA's leaders regarding difficulties in maintaining PMIS

Difficulties	% agreeing with statement
PMIS has not yet been perfect	41.2
Lack of well trained technical staff to maintain and develop the system	38.2
Lack of fund to maintain	67.6
Lack of support by leaders to maintain and update the data base	5.9
Providing personnel information is rather sensitive so local departments are not ready to participate in the system	38.2
There has not been a consistent guidance by MOHA to maintain and develop the system	70.6

At the central level, although the development of PMIS has been assigned to the Information Centre of MoHA, a comprehensive review of the system over seven years of implementation is still missing. Consequently, it turns out that the benefits of the system have not yet been totally perceived by different departments in MoHA.

In terms of equipment provided by the project, most computers and servers in participating provinces are still in good status.

Inspection

The support of the project in this component was not substantial, however, as far as we know a Decree on Inspection in public service will be soon promulgated, with its content incorporating comments and advices from the international consultants of the project.

In-service training management system

As a joint effort between the project and the Department of Training of MoHA, this component has achieved some important results. Some regulations on training, especially the Decision 74/2001/QĐ-TTg were created with the support of the project, giving more structured guidelines and instructions for provinces and ministries in making their training plans. Training management knowledge and methods were provided to a large number of training administrators working at the central and local level. However, as all necessary conditions are not yet in place, the application of this new knowledge and method is still at a modest level.

In fact, more attention has been paid in ensuring civil servants are sent to the training they wanted, but training needs assessment or training evaluation have not yet been applied in a systematic manner. Although new training methodology such as adult learning, interactive training were provided to and largely appreciated by managers and teachers in ministerial schools and provincial political schools, just a small number of these schools have applied these methodologies in their regular training activities.⁹ This low level of application, according to Ms Lieu, teacher of Le Hong Phong School is due to several reasons as follows:

⁹ From 2000 to 2002, three training methodology courses were delivered for teachers of ministerial and provincial schools and one course was delivered for managers of these schools.

- In general, teachers at provincial schools are not competent enough to apply new training methodologies.
- The existing training facilities of most provincial and ministerial schools are obsolete and do not facilitate the application of new training methodologies. The use of computer is not common in many schools and for many teachers.
- The existing training programs for civil servants at all levels do not support the application of these methodologies¹⁰
- When there is lack of support from the school's leaders and lack of incentive mechanism for using the new training methodology the teachers are not motivated to apply it.

Among the five teachers, who are members of the ToT core team for training methodology established by the project, only half of them are still practicing the new training methodology, as the others have changed their work. On the positive side, examples of good application of the new training methodologies are not rare¹¹ and the knowledge regarding training management and training methodology has been successfully transferred from the international consultants to their local partners.

10 Project Effectiveness and Efficiency

10.1 Project Effectiveness

Effectiveness is defined to be the ability of the project to achieve all set-forth objectives. Bearing this in mind, we can assess the effectiveness of both projects by taking into consideration the ability of each project in achieving its objectives or key expected results set out in the project documents, logical framework or plans of operation.

Quang Tri Project

The table below provides an assessment of the effectiveness of the Quang Tri project from a scale of 4 (very effective) to 1 (not effective at all).

¹⁰ Although many pilot training programs under different projects have made effective use of the modern training methodology, these training programs have not yet been institutionalized to become official training programs

¹¹ Such schools as the Le Hong Phong, Thai Binh, Bac Giang and Hue schools have tried to apply the new training methodology in their regular training activities and offer incentives for the teachers to apply it.

Table 15. Assessment of the effectiveness of the Quang Tri Project

Areas of work	Key expected Results	Effectiveness			
		4	3	2	1
1. Through a pilot “fence braking” land allocation procedure reform, aiming at faster, timelier and simpler land allocation to the people, contribute to enhance the managerial capacity of the local Government in Quang Tri province, in the socio-economic development	1. A scientific procedure of land allocation in urban and agricultural areas designed thereby it can be solved more timely, quickly and cumbersomeness and annoyance reduced to serve the people better	X			
	2. An appropriate apparatus structured arranged in order to carry out land allocation to people effectively	X			
	3. Administrative capacity, especially performance capacity of civil servants working in the units piloting land allocation reform strengthened. Awareness on task performance and serving the people improved. Red tape and arbitrariness overcome.		X		
	4. A new method of management of land allocation files by computerization in some pilot units		X		
2. Enhance the capacity of civil servants and grass-roots officials in Quang Tri Province through pilot interventions in management and training	1. A procedure of cadres training planning in each year and phase according to the socio-economic development strategy of the province established,		X		
	2. A new way of management applied to develop human resource and strengthen administrative capacity in project beneficiary units and train the contingent of civil servants			X	
	3. Valued experiences drawn out in training plan design and training organization for civil servants especially the ones at grassroots level, as well as women and ethnic minorities		X		

In general, key expected results of this project have been achieved though the extent to which each result is achieved may vary. As shown in the table above, the key expected results under the first objective on land allocation procedure reform have been achieved at relatively high level of effectiveness.

Key results under the second objective on capacity building for civil servants at beneficiary units have also been achieved at good level of effectiveness. The second objective would have been more effectively achieved if further efforts were put on the implementation of the STEP program.

MOHA Project

The table below provides an assessment of the effectiveness of the Quang Tri project from a scale of 4 (very effective) to 1 (not effective at all).

Table 16. Assessment of the effectiveness of the MOHA Project

Areas of work	Key expected Results	Effectiveness			
		4	3	2	1
1. General capacity building	Phase 1&2. Improved capacity of GCOP staff to monitor, evaluate and develop personnel policies and management systems			X	
2. Personnel Policy	Phase 1&2. Methods for continuous monitoring, evaluation and development of personnel policies and management systems developed and practiced by GCOP	X			
	Final phase. Personnel policies revised and completed and methods for continuous monitoring and revision applied routinely			X	
3. Staffing	Phase 1&2. Staffing decisions delegated to provincial level and central monitoring system developed and tested		X		
	Final phase. Improved O&M and staffing methods applied in decentralized/delegated personnel work at provincial and ministerial level	X			
4. Salary system	Phase 1&2. Improved methods in use by GCOP salary department for evaluation of salary policy, salary system design and salary management		X		

5. Gender equality	Phase 1&2. Activities to promote gender equality integrated into the regular personnel management function of GCOP	X
6. Inspection	Phase 2. Role of inspection clarified and methods for inspection developed and tested	X
7. PMIS	Phase 1&2. PMIS installed and operational in 80% of ministries, general departments and provinces	X
	Final phase. PMIS routinely used as the main personnel management IT tool for civil servant	X
8. In-service training management system	Phase 2. An improved system for training management has been established and become operational and appropriate training methods and curricular introduced and tested	X
	Final phase. The improved training management system well-established and operating in the context of reorganization of the overall training system	X

The project's first component on capacity building was aimed at "improving capacity of MoHA staff to monitor, evaluate and develop personnel policies and management systems". This result has been partly achieved as evidenced by the large number of civil servants working in the field of personnel management being exposed to new and modern knowledge/practices in HRM through different courses. However, it's still a long way for these knowledge/practices to be fully applied in work reality, especially at the local level where personnel management practices are still influenced by the long-established centralized personnel management system.

The second component on personnel policy can be seen as a success of the project in Phase 1 and 2, as widely acknowledged by different departments in MoHA. Indeed, thanks to the project's support, mostly through workshops, study tour, field studies etc, the various legal documents were drafted and promulgated more quickly and effectively.

In the bridging phase, a focus was placed on revising, completing and strengthening the monitoring and evaluation activities of the issued legal normative documents regarding personnel management and not on support to create new legal normative documents. However, partly due to lack of resource of MoHA, priority was not placed by MoHA on the monitoring and evaluation of these documents, whilst the issued legal documents regarding are still being revised and completed.

The third component of the project was aimed at "delegating staffing decision to provincial level, developing and testing a central monitoring system". At the moment, the results-based staffing methods are now widely recognized and accepted by civil servants in personnel organization departments at the central and local level, as reflected in recently formulated guiding documents regarding staff downsizing and reorganization of state agencies. Although the project's support was only among many efforts of the Government in shifting this staffing orientation from quota approach toward results-based approach, we can conclude that the result of the project's third component has been achieved. This argument is further confirmed in the context of new staffing methodology using job description being successfully piloted in some provinces as Bac Ninh, Nam Dinh and Ninh Binh.

The project's support in salary system has been limited to "improving methods in use by MoHA for evaluation of salary policy, salary system design and salary management". Several salary studies were undertaken by the project with the involvement of the salary department, thus improving the capacity of the department in designing and evaluating salary system.

The result of the fifth component on gender equality has been fairly effective as there is now an increased awareness on gender issue among personnel policies makers and the number of female civil servants in managerial positions though still at a modest level, is on the rise.

The project's sixth component's result has also been effective, as the roles and methods for inspection have been clarified and a Decree of Inspection on the public service will be soon promulgated.

With regards to PMIS, the system has been installed and put in operation in 58 out of 64 provinces. Though the extent to which the system is utilized differs from province to province, it can be concluded that the result of this PMIS component has been highly achieved. However, great efforts are still required by MoHA and provincial DoHAs to make this system into a routine IT tool in personnel management at the central and local level.

The last component on "in-service training management system" has also been effectively achieved, providing modern training management practices and training methodologies to a large number of training managers in MoHA and provincial DoHAs as well for managers and teachers in provincial political schools. However, the full application of the new knowledge and practices provided under this component in the public service is still at a modest level, as training is largely influenced by the current centralized training system for civil servants.

10.2 Project Cost efficiency

Cost effectiveness is defined to be the relation between total benefits achieved and total costs spent. While the total costs can be easily calculated as reflected in the project's financial reports, total benefits in PAR projects are often intangible and not quantifiable. Usually, PAR projects bring about intangible, long-term benefits rather than short-term benefits. Benefits of PAR project could be in the form of strengthened capacity of public agencies in serving the public, improved knowledge and skills for civil servants and higher living standard for the poor.

While thorough calculation of cost efficiency for PAR projects seems unfeasible, one can however draw out qualitative observations about cost efficiency of PAR projects by raising a key question: "Could we obtain the same results with lower costs" or by comparing for example GDP per capital of two living areas having similar conditions, one area benefiting from the project and the other not. Nevertheless, available data from the two projects does not allow the team to conduct assessment of cost efficiency following this direction.

Below, we present a qualitative assessment of the cost effectiveness of different areas of the two projects relying on four indicators: (i) key achieved results, (ii) the extent to which the project contributes to the results, (iii) total costs spent for the results, and (iv) the long-term benefits created by the results.

Table 17. Assessment of cost effectiveness of the Quang Tri Project

Key achieved results	Contribution of the Project to this result	Percentage of total costs spent for this result	How significant are the long term benefits of this result?
1. A one-door model in land allocation designed, tested and replicated, with faster, timelier and simpler procedures.	100%	Approx 40%	Highly significant Leading to institutional reform, behavior change in public agencies, streamlined administrative procedures, economic development, poverty reduction and revenue generation in locality
2. Enhanced capacity of civil servants and grassroots officials in Quang Tri Province through pilot interventions in management and training	70% ¹²	Approx 60%	Fairly significant Civil servants' capacity is improved however at a modest level

¹² the figure is indicative only, as the remaining 30% may stem from other efforts not related to the project

This table indicates that the first component of the Quang Tri project is more cost-efficient than the second component. With lower costs spent, there are more long term benefits in the first component compared to the second component.

Table 18. Assessment of cost effectiveness of the MoHA Project

Key achieved results	Contribution of the Project to this result	Percentage of total costs spent for this result	How significant are the long term benefits of this result?
1. Increased awareness and understanding on new and modern personnel management knowledge and practices among civil servants working in MoHA and PoDs	80% ¹³	18,25%	Significant Civil servants are better equipped with actionable knowledge and practices in personnel management, and therefore better prepared further decentralization of personnel management to provincial level.
2. A comprehensive legal framework regarding personnel management established and put in effect	50%	7,25%	Highly significant Strongly support MoHAs and DoHAs in their state management function of personnel management
3. Staffing methodology using job description tested and replicated (O&M)	90%	8,4%	Highly significant Leading to organizational and behavior change, serving as basis for results-based management
4. Improved training management system in the public service	70%	12,49%	Significant Increasing effectiveness in training and retraining civil servant, leading to higher organizational performance
5. PMIS designed, installed, tested and operational in provinces	100%	16,69%	Highly significant Leading to organizational and behavior change, strongly support MoHA and DoHAs in personnel management

By taking into account the long-term benefits of the results in accordance with the five above components of the MoHA project, percentage of total costs spent for each component, as well as the contribution of the project to the result of each component, it can be concluded that among the five components, the one on “O&M” is the most cost-efficient while the one on “general capacity building” seems to be the least cost-efficient.

It should be noted however that for both projects capacity building activities would have been mostly carried out by international consultants, which carries a higher cost.

11 Critical Success Factors and Implications for Future PAR Projects Funded by Sida

The two projects have different contexts and indeed differed in many ways which allow both Sida and the Government of Vietnam to draw out precious lessons on how to support more effectively the PAR process at the central and the local level and how the aspects of project design, use of consultant, mode of project implementation, leadership will, etc may have an impact on the result of the PAR project.

¹³ Note: The figure is indicative only, in fact, HRM related courses have been organized by different programs and projects for civil servant in MoHA and DoHA.

11.1 Project Design

The way a project is designed may have great impacts on the success of the project. First, one should be clear in what support strategy the project should follow. Normally, three main support strategies can be applied, as follows:

- i. focusing on macro issues encountered by agencies at the central level
- ii. focusing on micro issues encountered by local level agencies, especially regarding their capacity in handling specific operational matters thereby creating “breakthrough” in PAR process for purpose of nationwide replication.
- iii. a balanced strategy, i.e. mix of the two above strategies

At the central level, a PAR project will be less likely to have the desired impact if supports are focused on strengthening specific administrative skills as the role of central agencies like MoHA is to formulate and monitor the implementation of policies, not to implement them.

Ministries and other central agencies need to be equipped with new and modern knowledge to build policy and legal frameworks in line with the context of the country, sectors or branches. Central agencies are still unclear about how to approach such *conceptual matters* as: public services delivering mechanism, decentralization and post-decentralization monitoring, result-based M&E mechanism and inspection, result-based staffing and organization, etc. These are the areas to which external supports could be provided at the central level. Such support would be more facilitative rather than interventionist, as ultimately it is the sovereign right of a Government to decide on the policies and regulations it wishes to have.

In contrast, agencies at the local level need supports to help improve specific skills of civil servants as well as strengthen capacity of local government for the implementation of policies formulated by the central level. This is particularly true in the context of further decentralization of state management from the central to local level.

At the local level, successful experiences of donor-funded PAR projects, of which the pilot PAR project in Quang Tri was a typical project, show that external supports should be linked to urgent concerns of the local government in their state management function and in delivery of services to people. This kind of support, as a catalyst, will help create new work process through which behavior change may happen. The further the support is linked to the improvement of actual service delivery processes, the easier results and outcomes of PAR projects can be measured. The Government, as shown by the Government Report at the 5th working session of the 11th National Assembly, also demanded PAR to focus on strengthening the capacity of the local government, especially the grassroots government which is closest to the public.

The MoHA project has somehow used the third support strategy, i.e. both macro and micro issues have been subject for implementation and pilot under the project. We can take for instance the support of the project under the staffing component. In phase 1 & 2, the project provided support to the Department of Organization and Staffing in formulating new policies with regards to decentralization, downsizing and apparatus reorganization while in the bridging phase, the project focused its support on coaching provincial DoHAs in implementing staffing and apparatus reorganization by means of job description method.

Second, the number of formulated project’s components also has impacts on the success of donor-funded projects. The greater the number of components, the further project’s resources will be dispersed and the lesser a concrete road map for the implementation of project can be worked out in the design stage. This has been proved in the two projects in review. The Quang Tri project had only two

components: land allocation procedures reform and capacity building whereas the MoHA project covered eight components in the phase 1&2 and four components in the bridging phase. While an implementation road map was set out right at the beginning of the Quang Tri project, such a road map was not present for the MoHA project.

Third, the involvement of beneficiary units at the design stage is crucial to ensure the success and sustainability of the project. The more deeply beneficiary units are involved in this stage, the further one can be sure that project's activities are on the right track and the greater the ownership of beneficiary units will be. (See more in the next section.)

Fourth, consultants have a useful role to play in project design. One contribution they could make is to bring in new ideas and open up new possibilities for the beneficiaries. Although, they should never impose their views, they should be able to help the beneficiaries see the bigger picture and understand how certain reform strategies or work practice can help them achieve their priorities. Another important contribution the consultants can make is to help the beneficiaries to articulate, analyze and bring their priorities together into a coherent project. The consultants would also act as a bridge between the donor and beneficiary agencies.

11.2 Ownership by Beneficiary Units in Implementing Project's Activities

For most donor-funded projects, a key question is how to continue the achieved results of the project when external supports are ended. As long as beneficiary units don't make themselves the owner of the reform initiatives triggered by the project, the sustainability of those achieved results/outputs could not be guaranteed.

To create ownership great efforts should be placed on:

1. Aligning project's activities to regular activities undertaken by beneficiary units and their priorities
2. Maximizing the involvement of managers and staffs of beneficiary units in project's activities from the design stage to implementation stage, as well as monitoring and evaluation
3. Giving as far as possible autonomy to beneficiary units in implementing project's activities assigned to them

For the Quang Tri project, the three above conditions were satisfied as i) project's activities largely relied on the reform proposals submitted by the 14 beneficiary units ii) civil servants in key pilot agencies were actively involved in the design and implementation of the "one-door" model in land allocation and iii) a high level of autonomy was given to beneficiary units in implementation project's activities and to some extent in financial management.

Consequently, the reform in land allocation procedures in the Quang Tri province was not regarded as a "product" of the project itself but of the joint efforts of different agencies in the province with the project's financial and technical support serving as a catalyst. At the end of the project, although financial shortage were identified as the biggest challenge for the "one-door" model in land allocation to be sustainable, concerned agencies at different levels in the province tried their best to make this model survive by allowing land allocation Task Forces in districts to deduct an appropriate proportion of their land use-related incomes to accommodate their routines expenses (see more on section 9.1)

For the MoHA project, ownership of beneficiaries units varies among eight areas of work as well as between the central and local level. Provincial DoHAs seem to be more involved in project's activities than different departments of MoHA. That explains why the project's expected outcomes seem to be more secured by provinces than by MoHA.

The component on “in-service training management system” has been indeed a joint effort between the project and the Department of Training of MoHA, and the latter’s ownership in the project has somehow ensured the sustainability of new training management knowledge and practices to be more secured (see more on section 9.2). In contrast, the component on PMIS, due to many reasons, was virtually implemented by the PMU with intensive participation of provincial DoHAs, and as a result, while PMIS has been widely explored in provinces the system has not received due recognition from different departments of MoHA.

11.3 Leadership

Leaders may have great contribution to the success of donors-funded projects. At the strategic level, leaders of central agencies or leaders of the provinces play a key role in bringing the PMU and beneficiary units together, encouraging the latter to take part in project implementation. However, due to time constraints, the leaders in general can only attend important review meetings organized by the project, providing vision and orientations for the concerned agencies to resolve the occurred problems. The role of leaders is even more important when the project is ended. Whether or not the achieved results will be sustainable largely depends on the leadership’s determination in creating favorable conditions for those results to survive.

In the Quang Tri project, leaders’ support has been identified by the PMU as one of the critical factors for the success of the project, as shown during the implementation of project and after the project is ended. With regards to the MoHA project, the leaders, especially in the initial stages provided continued support, without which the project would encounter greater difficulties stemming from the complexity in stakeholders management.

At the operational level, leaders of beneficiary units also play a key role in the success of the project. The more the leaders of beneficiary units understand the role of the project and the more they are cooperative, the closer the coordination between these units and the project will be, and thus the greater the ownership and the higher the quality of activities undertaken by them.

11.4 Support of the Central Government

For PAR projects undertaken at the provincial level, particularly those consisting of reform initiatives, support of the central government is a pre-requisite as “breakthroughs” in PAR are often challenged by the restrictions in legal framework as well as by people’s inertia in accepting change.

Looking back at the Quang Tri project, the support of the Government in facilitating the province to pilot its proposed “one-door” model in land allocation was quite substantial. Under the Decision No 32/2001/QĐ-TTg, the Government gave green light for Quang Tri province to pilot “one-door” land allocation model in Dong Ha town and Cam Lo district, where for the first time, the authority for issuing land use right certificates is decentralized from the provincial level to the district level. In parallel, the Tax Department also allowed land use related fees to be collected at the districts, thus enabling all land allocation procedures to be handled in “one-door”, i.e. the Task Force’s office.

11.5 Project Management Unit

Basically, a project Management Unit is established to initiate, support, coordinate and monitor the implementation of project’s activities by the executing agency or beneficiary units. A project is less likely to have successful long term impacts if most project’s activities are implemented by the PMU itself, as in this case no ownership or capacity building is created for beneficiary units and there is no basis for the achieved results to become sustainable.

The competence and status of the PMU determines a large part of the success of the project. Here, competence is not only limited to project management skills but also the capacity in getting beneficiary units to be fully engaged in project's activities, which in turn, largely depends on the status of the PMU, especially the status of the project manager. The better the status of the PMU, the more easily it can call for participation of beneficiary units in project's activities.

As discussed in section 4.2, the fact that the PMU for the Quang Tri project belongs to the Office of People's Committee, with the Project Director being head of DoHA and Project Manager as an expert of OPC, has greatly facilitated the implementation of project's activities at districts and concerned provincial departments.

11.6 Use of International Consultants

The use of consultants can also contribute to the success of project, though it's not a decisive factor. For large scale PAR projects such as the one in MoHA, the role of international consultants is crucial in bringing their project management experiences to the project, providing vision and initiatives to beneficiary units, facilitating the latter's learning and application of new knowledge/practices, and especially ensuring project's activities are carried out in the right manner.

While designing PAR projects, one should determine what work area needs the most international experiences and knowledge. According to the evaluation team, international consultants are most helpful in providing knowledge and practices which can be universally applied such as: job description method, training needs assessment, interactive training methodology, etc. However, international consultants will not be of effective help if engaged in the area where working practices are very country-specific. One can take for instance the limited contribution of international consultants in the land allocation procedures reform in the Quang Tri project.

As the project management capacity of most provinces and government agencies has evolved, the role of international consultants will become less a dominant factor for donors-funded PAR projects. The best strategy to use international consultants, according to the evaluation team, is to have a long term international advisor in the inception phase and subsequently several short-term advisors in the implementation phase depending on requirements of work reality.

Finally, the use of international consultant is a double edge sword. When adequately utilized, international consultants will help increase the quality of project's results. When not, it will be a great loss as the budget for international consultants often amounts up to 30% to 50% of the total project budget.

11.7 Implementing Strategy

For many development projects, especially PAR ones, a flexible implementation strategy will to a large extent determine success, as over time external context may change or new urgent concerns may emerge. Hence, the assumptions set out in the design phase may no longer valid.

For PAR projects using blueprint approach:

For this kind of project, since expected results and specific activities can be clearly identified when the project started, the appropriate implementing strategy is to give as far as possible autonomy to beneficiary units to maximize their ownership. The role of the PMU should then be focused on promoting sharing of experiences among pilot agencies and strengthening M&E activities.

To that end, a comprehensive M&E system and experiences sharing mechanism should be designed and put in operation right at the start of the project. It's important to work out appropriate performance indicators and get these indicators updated on a regular basis.

For PAR projects using process-based approach:

This kind of project is characterized by continuous learning by the project and the beneficiary agencies on how to support PAR in general and how to work with each other in an effective manner.

Process-based projects, as shown by the MoHA project often encounter difficulties in:

- reaching a balance between following project's activities set out in annual operation plans and meeting the emerging demands for support by beneficiary units
- integrating project's workplan to that of beneficiary units and vice versa
- identifying the work areas where external support will be most effective

As long as these difficulties are not overcome, ownership by beneficiary units will not be created, or the project risks deviating from the right track, thus the success and sustainability of project can not be guaranteed. The best implementing strategy for this kind of project is to ensure a level of consistency and flexibility during implementation. Consistency means the project's activities should as far as possible be linked to the regular works and priorities of beneficiary units or vice versa. To this end, the project should try to promote communication and sharing between the project and beneficiary units by means of joint discussions on project's annual plans and support priorities. Flexibility means to keep the range of project's activities open and resources allocation adjustable to adapt to changing institutional context or shifting government priorities on PAR while still following general development objectives set out in the design phase.

11.8 Quality control

In most cases, quality control is not carried out in a continuous basis for development projects, especially PAR ones. Either a simple yet robust M&E mechanism is not in place at the start of the project or the project tends to attempt to achieve as many expected results as possible and not to monitor the quality of the achieved results.

From the operational perspective

In the case where a high level of autonomy is given to beneficiary units in implementing project's activities, quality control can be secured by using contracts with provisions on outputs-based disbursement mechanism, i.e. implementing agencies are rewarded in several milestones upon their submission of different agreed reports. In the case where a full-time international advisor is present, quality control should be among the key tasks of the advisor.

From the strategic perspective

Reports on quality control are often biased by the fact that there is no distinction, or "distance" between the implementer and the evaluator. The latter either relies on the information provided by the former to produce his or her evaluation report or in many cases data do not exist. As such, from the strategic perspective, the best option is to use a third party, or usually an independent organization to carry out quality control of project throughout the project life cycle from the design, implementation to reformulation of a new project.

12 Conclusion and Recommendations

To conclude, the 2 pilot Project supported by Sida has very different design and implementation modalities. They each had their successes and weaknesses and each project has provided some lessons, which could inform Sida and the Government of Vietnam, who are currently considering another PAR project. Perhaps the most important lesson is that the two approaches, that is, blueprint and process-led, are not two opposing forces and that a new project has to be based on one or the other. Another critical lesson is that whatever the project goal and expected outputs are, sustainable impact can only be achieved if there are follow up or reinforcing activities. In other words, the various project components need to underpin each other and, very importantly, also to complement the needs or priorities faced by the beneficiaries.

For the possible new PAR project the evaluation team recommends the following factors, which applies as equally to projects in provinces or central agencies, for consideration:

12.1 Local and Central Dimensions

The new project should have both mutually reinforcing central and local dimensions. There is a great demand for ‘how to’ at local levels: how to implement reforms, how to decentralize, how to prepare action plans, how to manage for results, how to write job descriptions and so on. However, the full benefits of supporting a locality to implement a specific reform initiative can only be realized when the results are recognized and legitimized by central agencies for wider replications. Conversely, any development in the regulatory framework needs to be based on reality and tested on the ground to ensure fit for purpose.

Therefore, whether a new project should be based in Quang Tri or MoHA would depend on the primary focus of the project. If the project main outcome is implementation of current legislation then the new project could be based in Quang Tri. There should, however, be a direct link to appropriate departments in MoHA so that lessons learned can be transformed into guidelines for replication and/or improved legislation. On the other hand, if the project is about developing new legislation, then the project could be based in MoHA but with sub-components in Quang Tri, and possibly a number of other provinces for consultation and piloting purposes.

12.2 Blueprint and Process Dimensions

The new project should have both blue print and process led dimensions. Since the first wave of donor supported pilot PAR projects, which started in 1995, the Government of Vietnam and MoHA has gained substantial experience. It is not likely that any new PAR project now will face the same conditions experienced by the Sida project in MoHA in 1997. Hence, a new PAR project could be designed, to a considerable extent, on blueprint principles. In other words, the Project Document should set out clearly in a log frame the goal, objectives, outputs, performance indicators, means of verification and the assumed risks. However, because PAR is about managing change some flexibility and process-led elements are required. For instance, the new project should be able to modify its outputs to suit changing conditions and priorities.

One issue to consider is the balance between blueprint and process led elements. The higher the process-led elements the more important to have milestones and vigorous review mechanisms for making well informed decisions. Recent PAR projects have been designed with a log frame and only the work plan for the 1st year. If the new project follows this trend it is important that milestones are agreed amongst the key stakeholders and that they are re-confirmed or amended regularly, at least twice a year before a Project Steering Committee Meeting.

12.3 Enabling Breakthrough Initiatives

Besides providing an overall direction in the PAR Master Program the Government approach to PAR has been to pilot potentially breakthrough initiatives before legislating for national replication. This produces two possibilities for donors who wish to support PAR.

Firstly, the nature of a breakthrough means that the Government is piloting something new and therefore will not have internal expertise. Hence, donor support to bring in international experience would be valuable. However, as the experience in Quang Tri showed, given the cultural and historical conditions in Vietnam, international technical expertise needs to be carefully deployed. The value of the international experience lies in providing analytical tools, alternative models and comparative experience, but letting the Vietnamese get on with solving their own problems.

Secondly, when a breakthrough initiative is promulgated for replication there is either no systematic plan or little available resources to support implementation. Sometimes, the initial roll out is just setting out a set of principles, for example, the resolution on decentralization, and further tests are required. The donor could therefore support the Government with piloting PAR initiatives (as with the reform of land allocation procedures in Quang Tri) or provide resources to support replication.

12.4 Capacity Building

Capacity building is still the most important contribution a donor can make. The development maxim that it is better to teach people to catch fish so they can feed themselves is still valid for PAR projects, even though the assessment from both MoHA and Quang Tri projects imply that it was the least successful output. Yet, both projects showed that when capacity building was well targeted to meet the priorities of the beneficiaries they were well received and effective.

Hence, it is very important to ensure that capacity building outputs are relevant. Furthermore, if capacity building is to result in sustainable change, learning events need to be followed up with processes to support application in the work place. By now, most of the civil servants in central and local agencies would have some knowledge of modern public administration practice. Therefore, it is not enough to just run training workshops. The KOLB Learning Cycle should be fully applied when designing capacity building activities for PAR projects. Consideration should also be given to shifting away from individual to team training, where the unit as a whole is trained to perform their jobs better.

12.5 Ownership

The lessons from both projects demonstrated the importance of ownership and leadership from the executing and beneficiary agencies. One way of ensuring ownership as demonstrated in Quang Tri is to provide a significant degree of autonomy to the beneficiary agencies. This approach has been adopted, not always successfully, by several PAR projects. Ownership can be maximized by allowing the beneficiary units to determine their own PAR outputs, within the framework of the local PAR Master Program. The potential difficulty with this approach is that there could be a loss of focus and the project outputs could become fragmented. Giving beneficiary units maximum ownership would require a flexible project design based on assessing impact rather than predefined outputs. Another criterion is the capacity of the PMU to facilitate, coach and monitor progress by managing the contracts or service level agreements with beneficiary units. The PMU should also have sufficient weight and authority to coordinate and engage the beneficiary agencies.

12.6 Monitoring and Evaluation

Monitoring and evaluation, especially of longer term impacts, have generally been weak in PAR projects. To overcome this, much greater emphasis should be placed on embedding M&E mechanisms at the design stage, the use of independent M&E processes and the measurement of baselines. In the case of process led projects, the M&E system needs to include a strategic element, i.e. instead of only monitoring what happened in order to improve project performance the system should have a forecasting function that enable stakeholders to decide on project direction. Another area, which M&E systems should address, is the compilation of information and experiences for learning, sharing and benchmarking purposes.

12.7 Content of New PAR Project

What might constitute the content of a new PAR project? The evaluation team suggests that the following factors should be taken into account when scoping the new PAR project.

Firstly, PAR has made significant progress in the last 4 years and several key trends can be seen. The first is decentralization across all sectors, including the decentralization of personnel management from the central to local level. Another trend is the increasing emphasis on management and public services skills, in particular how to manage for and achieve results. A third trend is the growing realization that change has to be synchronous. PAR initiatives in one area can only be fully effective if there are also parallel initiatives in related areas. Aligned to this is also the recognition for better cross function or cross sector working.

Secondly, Sida is one of a small handful of donors that have the experience of supporting PAR projects in the personnel management and organization development field in both MoHA and in the provinces. Hence, it would be logical to suggest that the new Sida support should built on its existing experience. This might involve following up some of the outputs from the two projects that have the potential for deeper PAR impact, but placing them within a new development theme.

For example, a new project could further develop the job descriptions piloted in Bac Ninh, Nam Dinh and Ninh Binh, as well as the transparency in work procedures and roles of staff in Quang Tri. The new project could integrate jobs descriptions and accountability processes to staff approval mechanisms and hence to results based management systems. Job analysis and job descriptions could also be related to the wider context of determining competences for types and levels of civil servants, and therefore contribute to the reform of civil servant management.

12.8 Implementation Model

One possible implementation model that could be used, based on the Quang Tri experience, is that the new PMU (located say in MoHA) should act as a facilitator and manage mostly autonomous sub-projects in the provinces. However, there is a need to make sure that there is a link between what PAR initiatives these autonomous sub-projects are carrying out and relevant departments within MoHA, so that there is a 2-way mutually reinforcing learning loop.

The question of how many pilot provinces or how many departments in MoHA should be involved would depend on the scope of the project. The more stakeholders are involved the more difficult the project would become, however, it should be the purpose of the project that determines the players rather than potential difficulties (within the limits of acceptable risk of course).

12.9 The Project Management Unit (PMU)

The PMU structure for PAR projects in Vietnam is fairly consistent. The most critical issue determining the success of a PMU is the commitment and quality of the leadership, followed by the competence of the staff. Strategic direction is provided by the National Project Director (NPD), who is normally a very senior person in the administration. Some donors require the NPD to be full-time, however, this is often not realistic. Also, there are advantages to having the NPD continuing to hold senior positions within the administration.

If the NPD is not full-time, then the role of the Deputy National Project Director or the Project Manager in the day to day management of the project becomes critical. The post holder should have sufficient seniority to be given delegated authority to run the project and also to engage with the leadership of the beneficiary units.

Project staff tends to consist of both internal secondees and contracted staff. Internal secondees are often not familiar with project based methods of working and some capacity building is required. Contracted staff are usually specialists and could be full or part-time. One potential problem with full-time contracted staff is that government staff could be demotivated due to salary differentials.

12.10 The Use of International and Domestic Consultants

The effectiveness of consultants is dependent, firstly, on the quality of the terms of references and, secondly, with matching the competence of the consultants with the tasks and outputs required. International consultants are significantly more expensive and should be deployed either as a specialist or as a coach to a domestic team. Domestic consultants are generally better at communicating with and accessing information from beneficiary units. Also, over the last 5 years, the capacity of the domestic market to provide consultants/trainers for research and basic management development subjects has grown. However, the analytical and innovative capacity of domestic consultants is still generally low.

In the past, a consultancy team tends to consist of international experts, and assisted by domestic consultants who help to open doors, collect information or act as training assistants. There is now some capacity in the domestic market for the consultancy team for a more equal relationship between the international and domestic consultants in a team. Increasingly, the international consultant will play an advisory and coaching role.

There is a tendency in some PAR projects to commission consultancy inputs one by one. Although this may be expedient and possibly cheaper there is no team synergy.

12.11 Possible Outputs and Sustainable Outcomes

The possible outputs for a new PAR project would be a number of PAR initiatives piloted at ground level and appropriate legal documents to legitimize and replicate success produced. The expected outcomes would include an increase in capacity at both local and central level as well as an improved legal environment. The desired impact would be that the increased capacity and improved legal environment leads to greater self-sufficiency, better governance and more sustainable change.

There are a number of ways the results of a PAR project can be sustainable. The first is that the promulgation of revised or updated legislation would lead to further change. The second is the transfer of tools and skills to the beneficiary units. For this to happen the project will need to make sure that the consultants do not do everything for the beneficiary units but that they work together in partnership. Hence, skills transfer should be a required output in the terms of reference. Thirdly, the strengthening of local training institutions. Most PAR projects have considerable training components, which are

shelved when the project is completed. The involvement of local training institutions in the curriculum design and training delivery processes would help to improve their capacity in delivering bespoke training besides their standard curriculum.

12.12 Post project's utilization of project human resources

Finally, a very important factor for PAR Projects is the utilization of human resources when the project is ended. At the end of the project, there may be three scenarios. First, the project will be extended in order to consolidate the key results achieved in previous phases, for example the extension phase of the Sida-MOHA project in 2001–2003. Second, a new project will be formulated with funding coming from the previous donor or from new donors and third, no new projects or extension phase will be made. As stated in the previous sections, the PMU and project staffs in particular play key roles in the success or failure of a PAR project. Development projects, including PAR projects not only bring about desired outcomes and measurable impacts but also help nurture a group of skillful and professional project staffs as well as a group of domestic consultants/core trainers who are exposed to modern methods of working. Although domestic consultants normally come from the outside, in many circumstances, they are supplemented by those assigned by beneficiary units to participate in and coordinate activities jointly carried out with the project.

For the first and second scenarios as mentioned above, project staffs and domestic consultants/core trainers should be utilized as far as possible in the extended phase or new project. However a possible difficulty is that it could take a long period, from 1 to 3 years for the extension phase or new project to be approved and launched. Unless there are appropriate policies, this “unused time” will lead to “brain drain” among project staffs, as internal secondees will as soon as possible find a stable position in state organizations while contracted staffs will switch to work for another donor project. This presents a big waste as when the old staffs left, it would take at least one year for the new PMU to get familiar with the project as well as for building relationships with stakeholders. One possible solution to this is perhaps the old staffs and domestic consultants/core trainers should be involved in the design of the extension phase or new project. If the Government and the donor agree in principle to provide extended support, maybe some dedicated budget should be used for maintaining the project human resources, especially the contracted staffs.

In the third scenario, where no extension phase or new project are formulated, the final project report should include an exit strategy, which analyse how the the project staff can be best redeployed for the Project Steering Committee to consider. The analysis could include assessments of the experience and expertise of the individuals and suggest options for redeployment in suitable technical, managerial or special functions that would help increase the sustainability of the project.

Appendix 1. List of interviewees

Project: Evaluation of two PAR Projects funded by Sida in MOHA and in Quang Tri Province

Client: Sida

The team:

Dr Vo Kim Son – Team Leader

Dr Yeow Poon – International Advisor

Dr Bui The Vinh – member

Mrs Hoang Hong Hanh – Gender specialist

Mr Pham Anh Tuan – member

Mr Do Xuan Truong – member

1. List of people and agencies the evaluation team has worked with in Quang Tri

1. Project Management Unit
2. International Consultant. Mr Lars Aderman
3. Department of Home Affair
4. Department of Natural Resources and Environment
5. Department of Construction
6. Department of Planning and Investment
7. Department of Tax
8. Women Union
9. People's Committee of Dong Ha town
10. People's Committee of Cam Lo district
11. People's Committee of Huong Hoa district
12. People's Committee of Vinh Linh district
13. People's Committee of Quang Tri town
14. People's Committee and households of ward 5, Dong Ha district
15. People's Committee and households of commune Cam Thanh, Cam Lo district
16. Some households in Vinh Linh district and Quang Tri town
17. Taskforce for land allocation in Dong Ha town
18. Taskforce for land allocation in Cam Lo district
19. Mr Nguyen Duc Chinh – Vice Chairman of Quang Tri province

Number of round table discussions: 15

Number of in-depth interviews: 30, including 20 interviews with the people

2. List of people and agencies the evaluation team has worked for evaluation of MOHA Personnel Management Project

1. Project Management Unit
 2. International Consultant. Mr Alf Persson – SIPU
 3. Mr Tran Huu Duc – Deputy Head of the Department of Local Government
 4. Mr Le Trong Vinh and Mr Nguyen Van Vinh – experts of the Department of Local Government
 5. Mr Bui Duc Ben – former deputy head of the Department of Organization and Staffing
 6. Mr Vu Van Thai - Deputy head of the Department of Organization and Staffing
 7. Mr Nguyen Van That - former deputy head of the Department of Civil Servants
 8. Mr Tran Quang Minh – Head of Training Department
 9. Mr Hoang The Vinh – Expert in the Training Department
 10. Mr Minh – Expert in the Department of Salary
 11. Mr Doan Cuong – Deputy Head in the Department of Salary
 12. Mr Nguyen Quang Tung – Expert in the Department of Inspection
 13. Mr Bui Quang Pho – Domestic Consultant
 14. Mr Tran Quang Hop – Deputy Director of the Information Centre
 15. Mr Ngo Thanh Can – Expert in the Training Department
 16. Mrs Nguyen Thi Lieu – Teacher in the Le Hong Phong Political School
 17. Mrs Nguyen Thi Oanh – Deputy Head of the Department of Civil Servants
 18. Provincial department of home affair of Bac Ninh province
 19. Provincial department of home affair of Nam Dinh province
 20. Provincial department of home affair of Hai Phong province
 21. Provincial department of home affair of Thua Thien Hue province
 22. Provincial department of home affair of Quang Tri province
 23. Organization and Personnel Department of the Ministry of Labour, Invalid and Social Affair
- Number of workshops and round table discussion: Number of in-depth interviews: 25
- Number of questionnaires returned: around 100 questionnaires

Appendix 2. Questionnaire for leaders of Department of Home Affairs

Questionnaire

Evaluation the impacts of MOHA's project on PAR funded by Sida

SIDA has supported MOHA to implement a public administration reform project from 1997 to 2003 in order to strengthen the personnel management capacity of MOHA. During the implementation, the Project has supported DOHAs through two activities: (1) organizing training courses to strengthen the capacity of cadres and public servants working in personnel management, and (2) Building the personnel management information system (PMIS).

This survey is within the assessment of evaluating above activities in order to draw experience for the other technical projects in the near futures by MOHA.

We highly appreciate your participation in this survey, as a leader of DOHA who has participated into the Project's activities. Your information will help MOHA and SIDA to build up new projects that highly contribute to PAR process in Vietnam.

1. Personal information

1. Institution: Department of Home Affair
of province/city.....
2. Title:
3. Please select the training courses within the Sida's Project organized by MOHA that you have attended (you can choose more than one options)
 - ☐ Management and Supervision/Managing Change Course
 - ☐ Organization and Methods to Analyze Work Course
 - ☐ Personnel Management Course

2. Impacts of training courses organized by Sida project on yourself

1. Did you attend the Management and Supervision course organized by Sida Project?
 - ☐ Yes
 - ☐ No
2. *If Yes*, please tell us how this training course support *your job* by the following criteria ?

Please select the most suitable columns

Criteria	Level of support				Necessary conditions to apply have not yet been available
	Very little	Little	Much	Very much	
Make self working plan					
Manage working time					
Understand more about staff's job					
Know how to encourage employees to work and to devote to the organization					
Know how to build up the collective working spirit within the organization					
Monitor staff's work					
Evaluate the working results of staff precisely and equitably					

Other comments.....

3. Participation in the process of making legal documents on cadres and public servants management

1. Has your organization participated in the process of building legal documents on cadres and public servants management (promulgated from 2000 to 2004, E.g. Ordinance on public employees, Decree 114/2003/N§-CP, Decree 121/2003/N§-CP)?

☐ Yes

☐ No

2. If Yes, please tell us how your organization has participated in the process of making drafts of these legal documents : Contributing ideas via

☐ Workshops, conferences

☐ By official text

☐ Others (Please specify).....

4. Evaluate the impacts of training courses by Sida's project on DOHA

1. Please tell us how the training courses by Sida's Project have supported your organization on the following areas:

Please select the most suitable columns

Criteria	Level of support				
	Very little	Little	Much	Very much	No comment
Reform in building and implementing organization's research projects and surveys					
Reform in building organization model, right-sizing					
Reform in cadres and public servants' recruitment					
Reform in identifying training needs and making training plan for cadres and public servants					
Reform in managing cadres and public servants' CV					
Reform in staff's performance appraisal					
Increase the awareness of gender issue in personnel management					

2. Please give us an example on how your organization applies new knowledge, new methods provided by Sida's project in personnel management or in training management in your organization :

.....

.....

.....

5. Personnel Management Information System (PMIS)

1. Has PMIS supported by Sida's project currently been applied and maintained in cadres and public servants management ?

☐ Yes

☐ No

2. If Yes, please tell us how PMIS is being applied?

Please select the most suitable columns

Criteria	Not being applied	Very Little	Little	Much
In making periodical reports and unforeseen reports on information of cadres and public servants for MOHA				
In managing CVs of cadres and public servants				
In making statistics on quantity and quality of cadres and public servants				
In identifying the local training needs and making local training plans				
In managing cadres and public servants' salaries				

Other comments.....

.....

3. Please tell us the difficulties that your organization and your province/city are facing in maintaining and developing PMIS (You can tick more than one box)

☐ PMIS has not yet been perfect

☐ Lack of well trained technical staff to maintain and develop the system

☐ Lack of fund to maintain

☐ Lack of support by leaders to maintain and update the data base

☐ Providing personnel information is rather sensitive so local departments are not ready to participate in the system

☐ There has not been a consistent guidance by MOHA to maintain and develop the system

Others.....

.....

Thank you very much!

Appendix 3. Questionnaire for Civil Servants in the Department of Home Affairs

Questionnaire

Evaluation the impacts of MOHA's project on PAR funded by Sida

Personnel Information

1. Institution: Department of Home Affair of Province/City.....
2. Title.....
3. How long have you held this title ?.....years
4. Please specify major activities in personnel management that you are in charge of? (You can select more than one box)
 - ☐ Organization and staffing
 - ☐ Salary policy
 - ☐ Cadres and public servants' recruitment
 - ☐ Cadres and public servants' performance appraisal and rewarding
 - Training management
 - Others.....

A. Evaluation the impacts of Administrative Study Course

1. Did you attend the Administrative Study Course organized by Sida's project ?

Yes

No

If Yes please continue

If No please go to B

2. How do you evaluate the appropriateness of this course for your current job :

- ☐ Very appropriate
- ☐ Appropriate
- ☐ Not appropriate (Please specify the reasons.....)

3. Please self evaluate your capacity on building up and implementing research project to support the work of your organization before and after attending this course

Please select the most suitable column.

Before attending this course				Criteria	Currently				
Not good	Not very good	Good	Very Good		Not good	Not very good	Good	Very Good	Necessary conditions to apply have not yet been available
				Know how to select the research problem and research objective					
				Using modern methods (quantitative/qualitative) to collect information					
				Plan for timing and budget to research					
				Analyze the data and results					
				Mobilize collective brain-power to do research					
				Write and present the reports					

Please provide an example on how you or your organization applied knowledge and methods from the *Administrative Study Course* into practice :

.....

.....

.....

B. Evaluation the impacts of Training Management Course

1. Did you attend the Training Management Course organized by Sida's project ?

Yes

No

If Yes please continue, If No please go to C

2. How do you evaluate the appropriateness of this course for your current job :

☐ Very appropriate

☐ Appropriate

☐ Not appropriate (Please specify the reasons.....)

.....

3. Please self evaluate your capacity on training management in general before and after attending this course

Please select the most suitable column.

Before attending this course				Criteria	Currently				
Not good	Not very good	Good	Very Good		Not good	Not very good	Good	Very Good	Necessary conditions to apply have not yet been available
				Identify the training needs					
				Make training plans					
				Organize to implement training plans					

Please provide an example on how you or your organization applied knowledge and methods from the *Training Management Course* into practice :

.....

.....

.....

C. Evaluation the impacts of Organization and Methods Course

1 Did you attend the Organization and Methods Course organized by Sida's project ?

☐ Yes

☐ No

If Yes please continue, If No please go to D

2. How do you evaluate the appropriateness of this course for your current job :

☐ Very appropriate

☐ Appropriate

☐ Not appropriate (Please specify the reasons.....)

.....

3. Please self evaluate your capacity on right-sizing before and after attending this course

Please select the most suitable column.

Before attending this course				Criteria	Currently				
Not good	Not very good	Good	Very Good		Not good	Not very good	Good	Very Good	Necessary conditions to apply have not yet been available
				Analyze and propose organizational models					
				Describe, analyze jobs of cadres and public servants					
				Right-sizing for organizations					

Please provide an example on how you or your organization applied knowledge and methods from the *Organization and Methods Course* into practice :

.....

.....

.....

D. Difficulties that hinder you from applying knowledge and methods provided by above courses into practice :

If you have not yet applied knowledge and methods gained from above training courses, then what are the reasons ? (You can select more than one box)

- ☐ Issues provided in training courses are not suitable for my local area
- ☐ They are not relevant to my current job
- ☐ With current mechanisms, we can not apply those issues given in the training courses
- ☐ My leaders and colleagues do not support the application of new methods
- ☐ There is no resource to apply new methods as training courses have mentioned

Others.....

.....

E. Strengthening the capacity of DOHA via Project's activities

Please tell us how Sida's Project training courses have supported your organization based on the following criteria :

Please select the most suitable column.

Criteria	Level of support				
	Very little	Little	Much	Very much	No idea
Reform in making plans and implementing organization's research projects and survey					
Reform in building organizational model and right-sizing					
Reform in recruitment of cadres and public servants					
Reform in identifying training needs and making training plans for cadres and public servants					
Reform in managing cadres and public servants' CV					
Reform in staff's performance appraisal					
Increase the awareness of gender issue in personnel management					

F. Personnel Management Information System (PMIS)

1. Has PMIS supported by Sida's project currently been applied and maintained in cadres and public servants management ?

☐ Yes

☐ No

2. If Yes, please tell us how PMIS is being applied?

Please select the most suitable columns

	Not being applied	Very Little	Little	Much
Criteria				
In making periodical reports and unforeseen reports on information of cadres and public servants for MOHA				
In managing CVs of cadres and public servants				
In making statistics on quantity and quality of cadres and public servants				
In identifying the local training needs and making local training plans				
In managing cadres and public servants' salaries				

Other comments.....

Appendix 4. Comments by leaders of DoHAs

No.	DOHA of	Title	Impacts on one's self	Participation in making legal documents on cadres, public servants	Impacts of courses on DOHA (Giving examples)	PMIS
0	Kien Giang	Vice Director			PMIS provides the information such as levels, ranks and grades of cadres and public servants very quickly, therefore helps to identify training needs and to build up training plan.	
1	Khanh Hoa	Director			Apply the methods of job analysis to right-size for each organization, each department of DOHA, department of district's PC (DOHA guided by official documents for these departments to implement)	Khanh Hoa has been implementing this system provided by Sida's project, which was approved by Khanh Hoa PC at the end of 2004.
2	Binh Thuan	Vice Director			For example: in right-sizing in administrative and public services delivering sector	
3	Binh Thuan	Vice Director			The Province PC has been using knowledge and methods on personnel management provided by Sida project to manage grassroots cadres of communes, districts and towns.	
4	Vinh Phuc	Vice Director			Applied methods of job evaluation and analysis for administrative bodies.	
5	Vinh Phuc	Vice Director			Building legal documents to submit to provincial PC and using local network to manage cadres and public servants.	
6	Quang Tri	Vice Director			Build training plan for each department and within provincial scope, then based on that organize training courses.	

7	Quang Tri	Vice Director			– Has not been effectively exploited – Has set up LAN with other sectors and departments, districts but has not been fully utilized and frequently updated. – There has been any legal document requiring to use this system to manage
8	Thai Nguyen	Vice Director		Building procedure to solve problems at the Department. Build up titles of different categories of public servants within DOHA	Lack of fund to replicate the system to other districts and sectors within the province so the system has not been fully exploited.
9	Thai Nguyen	Vice Director		There has been all the data about public and civil servants	
10	Binh Dinh	Vice Director			
11	Binh Dinh	Vice Director		Identify the training needs and build up training plan for cadres and public servants; build up training project on IT for public servants and on professional skills for commune's cadres.	
12	Tien Giang	Vice Director		In conducting the survey on the level and the needs of cadres and public servants; in building up the master plan for long-term and yearly training plan; in accessing the effectiveness and efficiency of training activities for cadres and public servants.	– Currently, the system has not been satisfied the changes of Government's regulations. – The Government should approve this system to be applied in the whole country to avoid the overlapping of work and waste of resources.
13	Tien Giang	Vice Director			
14	Da Nang	Vice Director		Building training plan for reserved source of commune's cadres	
15	Da Nang	Vice Director	Attended but they are not systematic so can not apply much	Applied mainly in training courses for public servants; or in building supportive projects for PAR	Higher authority does not have the plan to maintain the system; local level has to depend on the "code" and if they meet the obstacles, even the small one, there is no consultant.

16	Quang Ngai	Vice Director	In guiding the formation of the project on human resource training in administrative and public services delivering sector of the Province from 2005 to 2010	Need to be upgraded
17	Quang Ngai	Vice Director	Build up and effectively implement the yearly training plan for cadres and public servants.	The system needs to be upgraded and fully-constituted
18	Ninh Binh	Vice Director	Set up training plan for cadres and public servants based on precisely identifying the training needs. Training to fulfill the standards of each category Training to strengthen the capacity Training to meet the future requirement of the development	
19	Ninh Binh	Vice Director	Applied job analysis within one department to access the staff composition and to right-size, in order to manage, to train and to recruit public servants according to the needs of DOHA	PMIS has been used to manage cadres and public servants within the province, by using LAN
20	Tra Vinh	Vice Director		PMIS is very useful, if the data can be precisely and timely updated. Other organizations under the control of the Provincial OC are not ready to be able to update the information so can not make the full use of the system
21	Tra Vinh	Vice Director	In cadres and public servants management	MOHA created network with other provinces and cities
22	Vinh Long	Director	Manage staff by managing their work, using their job fulfillment to measure their performance; moreover using other criteria such as moral characters, personal potentials to appraise	
23	Vinh Long	Vice Director	Using job fulfillment as a measurement for appraisal, this would make personnel management more precisely	

24	Nam Dinh	Director	These are good methods to supervise and monitor the working spirit of DOHA's staff	Direct discuss with leaders and staff in Local Government Department	The Project did have impacts on me in cadres and public servants management within the province; in transferring, recruiting, applying legal regulations on public servants' compensation system.	
25	Nam Dinh	Vice Director	These are model methods, suitable for the work of administrative bodies	Discuss with DOHA's cadres and public servants about the problems facing and related to DOHA in order to participate in by official text	Apply job analysis method in access staff composition and right-sizing, in identifying the training needs.	PMIS had a big effect and has laid a stepping-stone for DOHA to participate in the electronic government program by the Province
26	Bac Ninh	Vice Director	There should be training courses on job analysis and personnel management for cadres working in government organizations			
27	Bac Ninh	Director			By using the PMIS, it helps to quickly select the cadres for training, and for a position, satisfying the requirements on quality and timing	PMIS can be use to provide statistical reports, make training plan and master plan for cadres. The project's support was effective, but still in a very small scope, therefore, there was a limitation of the project's impacts on local officials management. In order to make the full use of the system, there needs a systematic investment down to lower levels, both in terms of technical means as well as a unique system, regulation mechanism; and increase the discipline in civil work
28	Ben Tre	Vice Director			There were little impacts of Sida's project on personnel management: managing the public servants' CV, salaries management, making statistics on quantity and quality of cadres and public servants.	

29	Lang Son	Director			PMIS needs to be changed and upgraded in order to satisfy the requirements, especially for managing the commune's officials. MOHA needs to promulgate legal documents to require other ministries, sectors of central and provincial level to use a common software in order to maintain and develop along with PAR process.
30	Soc Trang	Director			Different organizations have not updated information regularly and timely when there are changes.
31	Soc Trang	Vice Director		Close management of cadres and public servants as well as training management of overall province.	
32	Bac Giang	Director	Participated in surveying and research	Manage cadres and public servants by using computerized system for recruitment, salary raise, promotion, training activities, building staff composition, advising the leaders on various matters, etc.	PMIS supports the management work. In order to maintain it, there needs funding and training technical officials
33	Bac Giang	Vice Director		In personnel management: stronger decentralization In training: the content is more specific, more practical and less theoretical	Started to satisfy the requirement for technical work

Appendix 5. Processed data from Questionnaires

Q#2 & Q#3

Number of questionnaires for training participants was 90. Training participants were staff of DOHAs and of personnel department of other provincial departments and districts.

Table: Number and percentage of respondents participated in different training courses

	Course	Number of participants	Percentage
1	Administrative Study Course	29	32.2
2	Training Management Course	37	30
3	Organization and Methods Course	40	44.4

Note: 90 respondents, some might take two courses.

Table: Level of relevance of training courses, reported by training participants.

	Course	Very appropriate	Appropriate	Not appropriate	Total
1	Administrative Study Course N=29	31	69	0	100
2	Training Management Course N=27	44.4	55.6	0	100
3	Organization and Methods Course	56.1	41.5	2.4	100

Table: Opinion about participants' capacity on building up and implementing research project before and after attending the Administrative Study Course (%):

Before attending this course				Criteria	Currently				
Not good	Not very good	Good	Very Good		Not good	Not very good	Good	Very Good	Necessary conditions not yet in place
3.7	63.0	33.3	0	Know how to select the research problem and research objective	0	0	67.9	32.1	0
27.3	54.5	18.2	0	Using modern methods (quantitative/qualitative) to collect information	0	12.5	66.7	12.5	8.3
13	65.2	21.7	0	Plan for timing and budget to research	4	8	64	24	0
21.7	56.5	21.7	0	Analyze the data and results	0	4	76	16	4
25	54.2	20.8	0	Mobilize collective brainpower to do research	0	8	64	16	12
8.7	60.9	30.4	0	Write and present the reports	0	8	68	24	0

Table: Opinion about participants' capacity on training management before and after attending the Training Management Course (%):

Before attending this course				Criteria	Currently				
Not good	Not very good	Good	Very Good		Not good	Not very good	Good	Very Good	Necessary conditions not yet in place
12	48	40	0	Identify the training needs	0	0	60	40	0
0	56.5	43.5	0	Make training plans	0	0	54.2	41.7	4.2
4.2	37.5	58.3	0	Organize to implement training plans	0	0	56	40	4

Table: Opinion about participants' capacity on right-sizing before and after attending the Organization and Methods Course (%):

Before attending this course				Criteria	Currently				
Not good	Not very good	Good	Very Good		Not good	Not very good	Good	Very Good	Necessary conditions not yet in place
5.3	65.8	28.9	0	Analyze and propose organizational models	0	2.7	67.6	18.9	10.8
10.5	55.3	34.2	0	Describe, analyze jobs of cadres and public servants	0	0	55	32.5	12.5
8.1	56.8	35.1	0	Right-sizing for organizations	0	2.6	51.3	28.2	17.9

Table: Percentage said the following factors were Difficulties that hinder participants' from applying knowledge and methods provided by above courses into practice (Valid N=42)

Factor/difficulty	%
Issues provided in training courses are not suitable for my local area	2.4
They are not relevant to my current job	38.1
With current mechanisms, we can not apply those issues given in the training courses	40.5
My leaders and colleagues do not support the application of new methods	26.2
There is no resource to apply new methods as training courses have mentioned	59.5

Table: Extent to which Sida's Project training courses have supported the respondents' organization (valid N= 70)

Criteria	Level of support				
	Very little	Little	Much	Very much	No idea
Reform in making plans and implementing organization's research projects and survey	3.9	25.5	45.1	5.9	19.6
Reform in defining organizational structure and right-sizing	6	10	54	8	22
Reform in recruitment of cadres and public servants	6	22	42	4	26
Reform in identifying training needs and making training plans for cadres and public servants	7.5	22.6	54.7	5.7	17
Reform in managing cadres and public servants' CV	2	17.6	54.9	11.8	13.7
Reform in staff's performance appraisal	4	24	38	8	26
Increase the awareness of gender issue in personnel management	8	18	44	2	28

Table: Application of PMIS (N= Approx. 70)

Criteria	Not being applied	Very Little	Little	Much
In making periodical reports and unforeseen reports on information of cadres and public servants for MOHA	4.2	6.3	22.9	66.7
In managing CVs of cadres and public servants	0	5.9	23.5	70.6
In making statistics on quantity and quality of cadres and public servants	0	10	18	72
In identifying the local training needs and making local training plans	4.2	20.8	35.4	39.6
In managing cadres and public servants' salaries	4	8	16	72

Q#1

The number of respondents to Questionnaire 2 is 34.

The proportion of respondents participated the Management and Supervision course is 47.1 percent (16/34).

Impacts of Management and Supervision course of the participants' job (%) N=16

Criteria	Level of support				
	Very little	Little	Much	Very much	Necessary conditions not yet in place
Make self working plan	0	18.75	62.5	18.75	0
Manage working time	0	6.25	50	37.5	6.25
Understand more about staff's job	0	0	68.75	31.25	0
Know how to encourage employees to work and to devote to the organization	12.5	0	68.75	18.75	0
Know how to build up the collective working spirit within the organization	6.25	0	68.75	18.75	0
Monitor staff's work	0	6.25	56.25	31.25	6.25
Evaluate the working results of staff precisely and equitably	0	12.5	62.5	18.75	6.25

Evaluation the Impacts of Training Courses by Sida's Project on DOHA, by leaders of DOHAs. (N=31)

Criteria	Level of support				
	Very little	Little	Much	Very much	No comment
Reform in building and implementing organization's research projects and surveys	3.23	29.03	54.84	9.68	3.23
Reform in building organization model, right-sizing	3.23	41.94	41.94	12.90	0.00
Reform in cadres and public servants' recruitment	12.90	22.58	48.39	12.90	3.23
Reform in identifying training needs and making training plan for cadres and public servants	3.23	22.58	54.84	19.35	0.00
Reform in managing cadres and public servants' CV	3.33	26.67	36.67	30.00	3.33
Reform in staff's performance appraisal	6.90	31.03	55.17	6.90	0.00
Increase the awareness of gender issue in personnel management	16.67	26.67	46.67	6.67	3.33

Application of PMIS (%) N=30

Criteria	Not being applied	Very Little	Little	Much
In making periodical reports and unforeseen reports on information of cadres and public servants for MOHA	3.33	10.00	23.33	63.33
In managing CVs of cadres and public servants	0.00	10.00	23.33	66.67
In making statistics on quantity and quality of cadres and public servants	0.00	3.33	23.33	73.33
In identifying the local training needs and making local training plans	6.67	6.67	36.67	50.00
In managing cadres and public servants' salaries	3.33	10.00	23.33	63.33

Difficulties facing in maintaining and developing PMIS

Difficulties	%
PMIS has not yet been perfect	41.2
Lack of well trained technical staff to maintain and develop the system	38.2
Lack of fund to maintain	67.6
Lack of support by leaders to maintain and update the data base	5.9
Providing personnel information is rather sensitive so local departments are not ready to participate in the system	38.2
There has not been a consistent guidance by MOHA to maintain and develop the system	70.6

Appendix 6. Official Letter No 121/UB-NC Issued by the People's Committee of Quang Tri to Allow Districts to Deduct an Appropriate Proportion of Land-use Fee to Maintain the Task Forces

**Provincial people's committee
Of Quang Tri**
No.: 121 UB-NC

Socialist republic of vietnam
Independence - Freedom – Happiness
Dong Ha, January 18th 2005

On the Centre of Public Administrative
Service

To: - Management Unit of Provincial Public Administrative Reform Project
- Districts and Communes' People's Committee

Considering the official dispatch No. 62/CV-DA on December 30, 2004 by the management unit of provincial PAR project requiring the guideline and the approval on the Draft of fundamentals for building up the Project of deducting% of land revenue for cross-functional task forces to implement the issuance of land use right certificates according to “one-door” mechanism, Provincial People's Committee shall:

- Allow districts and communes' People's Committees to establish centers of public administrative service based on cross-functional task forces to implement the Prime Minister's Decision No. 32/2001/QD-TTg to continue the implementation of issuance land use right certificates and the implementation of administrative procedures related to organization and citizens according to the Prime Minister's Decision No. 181/2003/QD-TTg
- Assign districts and communes' People's Committees to build up the Project of deducting a reasonable percentage from land revenue to maintain the activities of cross-functional task forces according to the Draft of fundamentals prepared by PMU of provincial PAR project, and submit to provincial People's Committee (via Department of Home Affairs) to get approval in order to start implementation. Need to complete in February 2005. /.

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