**Governance and Public Administration Reform – Support for better service delivery (GPAR SBSD)**

**ANNUAL programme NARRATIVE progress report**

**REPORTING PERIOD: 1 january – 31 December 2009**

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| Participating UN Organizations: UNCDF  UNDP |  | Area/Theme: Democratic Governance/Public Administration Reform/Local Development |
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| **Joint Programme No.**  UNDP-BU (Core): Award ID: 47224, Project ID: 56568  UNDP-BU (Luxembourg): Award ID: 47224, Project ID: 56568  UNDP-BU (SDC): Award ID: 47224, Project ID: 56568  UNCDF-BU (Luxembourg): Award ID: 47746, Project ID: 57583  UNCDF-BU (UNCDF core): Award ID: 47791, Project ID: 57655 Joint Programme Title: Governance and Public Administration Reform Programme: Support for Better Service Delivery (GPAR SBSD) |  | Total JP Budget (in US$): US$ 10,895,244  Pass-through funding   * Government of Luxembourg: US$4,000,000 * Government of Switzerland: US$3,500,000   Parallel funding   * UNDP Lao PDR (core): US$1,310,000 * UNCDF (core): US$700,000 * SNV: US$116,080   **Funding Gap:**  US$1,153,083 |
| **ATLAS No** (assigned by MDTF Office) **:**  Award ID: 00055647 Project ID: 00067647 |  |  |

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| Report Number: 02Reporting Period: Jan-Dec 2009 |  | Joint Programme Budget by Participating UN Organization *(for pass-through funding only)*: |
|  |  | UNDP Lao PDR: US$1,310,000  UNCDF (Core): US$700,000 |

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| List Partners: |  | Programme Coverage/Scope: |
| * SDC * Government of Luxembourg * SNV |  | 1)All central line ministries including Public Administration and Civil Service Authority (PACSA) and population  2) 27 districts in 4 provinces; |

# *Purpose*

The GPAR SBSD programme builds upon successful reforms and activities of previous governance reform initiatives under GPAR I and GPAR II. The GPAR SBSD programme strengthens capacity for strategic planning, financing and management as well as monitoring of governance reform, for more effective, accountable and transparent delivery of services.

**Outcome**

Increased efficiency, effectiveness, transparency and accountability of the public administration at both central and local levels, leading to more accountable and responsive governance institutions.

**Outputs**

The GPAR SBSD programme has a time frame of four years, and is aligned with Lao Government’s 5-year National Socio-Economic Development Plan (NSEDP) 2006-2010. The programme has five interrelated outputs:

* Strengthened policy development, strategic oversight and monitoring of governance reform
* Improved organizational and systems development for more effective, accountable and transparent services;
* Strengthened human resource management and human resource development policies, procedures and capacity, and establish a cost effective and sustainable system for civil service training and development
* Provision of a formula-based district development funding mechanism for devolved service delivery with a particular focus on the provision of expanded and improved health, education, agriculture, and rural development services
* Supporting demand-driven governance reforms at central and local levels which directly impact on service delivery

The programme relates to the goal of the Govt. of Lao PDR to “build an effective, efficient, well-trained, honest and ethical public service that is able to meet the needs of the multi-ethnic Lao people”. The main **objective**  of the programme is to increase efficiency, effectiveness, transparency, and accountability of the public administration at central and local levels, and directly relates to UNDAF outcome: “Strengthened capacities of public and private institutions to fulfil their duties and greater people’s participation in governance and advocacy for the promotion of human rights in conformity with the UN Millennium Declaration” and CPAP outcome: Strengthened capacities of central administration (PACSA) for decentralized planning, management & service delivery.

Output 1 will elevate strategic oversight within government to facilitate inter-ministerial coordination and policy advocacy across SBSD as a whole, Output 2 and 3 will strengthen organization and human resource development for improved service delivery; Output 4 will provide formula based block grant funding for decentralized planning and budgeting of local infrastructure and services; and Output 5 will provide direct support to demand-driven governance reform initiatives which can demonstrate a direct impact on service delivery.

Implementation of the GPAR SBSD programme is based on NIM Guidelines. Cost effective and sustainable mechanisms have been established to support the roll-out of the District Development Fund (DDF) planning and funding mechanisms. The roll out of DDF is well complemented by interventions for organizational development and human resource management that strengthen service delivery structures, functions, operations and maintenance.

The programme links to UNDAF Outcome 3.3: Increased efficiency, effectiveness, transparency, and accountability of the public administration at both central and local levels; and UNCP/CPAP outcomes 8.1 Strengthened capacities of central administration (PACSA) for decentralized planning, management & service delivery. It also links to MDG goals 1-7, through improved governance and accountable use of public resources. Governance and public administration is a cross-cutting theme that supports the provision of public goods and services to country citizens. If all citizens equally and transparently benefit from government services, their livelihood opportunities will improve.

The design of the project has highlighted the need for the continuing development of partnerships at Government and development partner level. The cross-cutting nature of governance reform initiatives demands regular interaction with key Central and service sector agencies. The partnership with donors involves continuing dialogue on project implementation through the Project Board structure which has representation from both supplier and beneficiary institutions.

The main Implementing Partner is the Public Administration and Civil Service Authority (PACSA), Office of the Prime Minister and the responsible parties include UNDP, UNCDF, PACSA and concerned provincial authorities. Other Partners include Ministry of Health, Ministry of Education, Ministry of Agriculture and Forestry, Ministry of Finance, Ministry of Communications, Transport, Post and Construction, Ministry of Planning and Investment, Central Committee for Organization and Personnel, National Academics of Politics and Administration (NAPPA) Ministry of Justice, Secretariat of Government, PMO and some selected targeted provincial authorities in Lao PDR. Other development partners are Swiss Agency for Development and Cooperation (SDC) and the Government of Luxembourg. These partners play different roles according to the RBM Project Board Arrangements. They interact through project monthly meetings, quarterly project board meetings and annual review meetings.

1. **Resources**

*Financial Resources*: The Programme is funded by the Government of Luxembourg, Swiss Agency for Development and Cooperation, UNDP, UNCDF and SNV. Total estimated programme budget for the year 2009 was US$3,743,898 which came from the following sources:

* Regular (core) resources
  + UNCDF: US$240,000
  + UNDP: US$572,887
* Cost-share Contributions:

- SDC: US$1,530,236

- Luxembourg: US$1,293,616

- SNV: US$107,159

*Human Resources***:**

In terms of Human Resources, total number of programme staff is 31 (as of 31 December 2009), which includes 3 national government officials, 6 international staff (programme) and, 22 national staff (10 programmes and 12 operations).

1. **Implementation and Monitoring Arrangements**

All procurement was based on the NIM/NEX Guidelines. All procurement, below the threshold of USD 5,000, except IT and vehicles, was carried out by the project. All IT equipment and vehicle as well as other items that cost above USD 5,000 were procured by UNDP Country Office. All procurement processes related to the implementation of District Development Fund (DDF) investment projects were carried out by the district administration, following norms set forth in government and DDF procurement guidelines.

Regular programme monthly meetings are organized to review progress, challenges and issues faced during the previous month. On quarterly basis, the Programme reported the progress against assigned outputs and activities (based on the approved quarterly work plan), challenges and issues in the consolidated report. All logs: Risks, Issues, communication and monitoring, lessons learnt are updated with project management responses. Annual project report (APR) has been prepared and shared with all key project stakeholders, development partners and donor communities on the achievements, challenges and issues during the year.

A regular quarterly Project Board meeting is organized to discuss the pending issues and proposals from the project manager and team.

The GPAR Combined Output and Outcome Evaluation, including the Mid-Term Review Evaluation of GPAR SBSD, has been completed and final reports are available.

**IV. Results**

This report is organized around the five outputs of the programme by focussing on activities and general progress of the programme during the period between January and December 2009. This is a narrative report and is intended to summarise the main achievements and challenges faced during the reporting year of implementation. In general, the programme activities were carried out against the planned activities and in relation to the expected outcomes and outputs for the year.

**OUTPUT 1:** Strategic oversight, monitoring framework provides for evidence based policy and performance analysis in governance reform

Target 1.1: 100 more District Chiefs aware of lessons from reforms

Progress: Several governance reforms have been piloted in the last decade. Wider awareness of the lessons from the pilots are expected to improve preparedness to implement the reforms when they are scaled up, and also increase demand for implementing good practices. The series of workshops for heads of District Administration (25 district chiefs each workshop) also served to share lessons and good practices from the GPAR pilots. This involved several key ministries and offices, such as Ministry of Planning & Investment, Ministry of Finance, National Assembly, Ministry of Justice, Poverty Reduction Fund, etc. It is the first initiative to share details of governance and public administration reform lessons with the district level.

* + - * Three workshops with 126 District Chiefs including 9 women on awareness raising and sharing lessons and best practices on Governance and Public Administration Reform activities piloted in provincial level completed over Q1 and Q2 2009.
      * Positive feedback from workshop participants as well as government representatives

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Target 1.2: Completion of Governance Reform Information Matrix

Progress: The draft Governance Strategic Plan (2006-10) was not followed with a detailed implementation plan. Hence, steps have been initiated to compile an information matrix on reforms related to the Strategy. Then, it will be followed by the preparation of a road map or implementation plan to achieve the goals stated in the Strategic Plan.

* + - * Reform Information Matrix for three components - Public Service Improvement, People’s Participation and Rule of Law completed and approved by the Governance Sector Working Group.

**OUTPUT 2:** Improved org. structures and systems enable delivery of more equitable, effective accountable and transparent services

Target 2.1: Review of results of Organizational Analysis in 2 offices

Progress: PACSA has been mandated to review and restructure ministries and offices of the government, to improve the performance of public administration. However, this task was being addressed without using a standardized approach or tools. Hence, technical assistance was procured to develop a manual on Organizational Analysis, train key officials, and conduct some pilot Organizational Analysis. The consultant also provided on the job training on the Organizational Analysis approach and tools to a small pool of officials from outside PACSA. The manual has been completed and printed, and ready for dissemination.

* + - * Organizational Analysis Manual Complete
      * Key officials in PACSA trained to use the manual
      * Review of pilot implementation in Vehicle Licensing Office completed in Q4

Target 2.2: Operational modalities for municipalities

Progress: PACSA has led the effort to establish municipalities in Lao PDR, as part of the effort to strengthen local administration. GPAR projects have supported this effort with technical assistance to draft the decree, establish implementation plans, operating procedures and budgets, and also identify the training support required for municipal officials. The Govt. has directed that the first Municipality be established at Luang Prabang. However, there are differences of opinion between stakeholders regarding nomenclature of municipalities and delegation of powers (which are not well defined in the Law on Local Administration).

* + Roadmap for establishing municipalities completed but waiting for high level approval of the revised Law on Local Administration.
  + Model operational procedures for municipalities completed
  + Dialogue among stakeholders on outstanding points on status and the nature of municipality versus city as the level of understanding on the municipality modality among stakeholders is low.

Target 2.3: Ten operational One Door Service Centres in the country

Progress: The Prime Minister has mandated PACSA to support the effort to establish One Door service Centres. The first pilot ODSC at Xaysetha district of Vientiane Capital was evaluated to be a successful pilot, and efforts have been made to replicate the same in other districts. Alongside, ODSCs are being developed at the provincial departments and central ministries. GPAR SBSD has supported PACSA’s effort to establish 10 new ODSCs at the district level.

* + Seven One Door Service Centres operational – three are in preparatory stages.
  + Request for support from several districts/provinces to set up One Door Service Centres
  + Constraints experienced in effectively delivering services involving multiple levels

**OUTPUT 3:** **Human Resource Management and Human Resource Development policies, procedures and capacity are strengthened**

Target 3.1: 1 new HRM procedure: Performance Management Guidelines

Progress: PACSA is the focal institution for developing HRM procedures for the civil service. A key HR practice for the civil service is performance management. PACSA has proposed to revise and improve the performance management guidelines and link it with job descriptions. The framework for revision of performance management guidelines is being discussed.

* The framework for revision of performance management guidelines is being discussed

Target 3.2: 10 offices reporting personnel data through PIMS

Progress: PACSA has been developing a Personnel Information Management System over the last few years. This PIMS envisages an enhanced set of personnel information, collected and updated periodically, and maintained on an ICT enabled platform. Software development faced challenges, as also the validation of personnel information of civil servants who had joined in the past. An evaluation of pilot PIMS implementation in 2008–09 is being finalized.

* + Last module of PIMS software to be completed; Evaluation of PIMS being finalized
  + Information regarding new civil servants being recorded on PIMS forms
  + Two new pilots: Customs Dept. of Ministry of Finance, and Ministry of Information & Culture

Target 3.3: One more module of Civil Service Curriculum piloted

Progress: The Capacity Development Framework for Civil Service provides the basis for the national Curriculum for civil service training. Capacity building support for the Civil Service has made some important progress through piloting the Model Office Management Training Programme. One more module related to the National Curriculum will be developed during 2009.

* + Framework of national Curriculum provides priorities for curriculum development
  + Module on Job Description Writing completed in Q4 and piloted at Kasi district

Target 3.4: Draft of Gender & Governance Strategy

Progress: The Gender and Governance strategy is essentially an effort to promote gender mainstreaming in the civil service, focusing on relevant human resource management practices. The consultant to prepare this strategy was recruited, and work is in progress. This effort is being implemented in close collaboration with Lao NCAW.

* Technical assistance mission to develop Gender & Governance strategy was completed.
* The draft Gender in Governance strategy was prepared in close collaboration with Lao NCAW, in consultation with stakeholders at national and sub national levels. An implementation plan has also been prepared.

**OUTPUT 4:** **Decentralized finance and planning increase access to services for the poor and vulnerable**

Target 4.1: Design of Social Protection Block Grants

Progress: One of the new pilot modalities under the DDF component is the Social Protection Block Grant (SPBG). The objective of the SPBG is to reach the poor which often do not benefit from the DDF infrastructural investments.

* As an initial step, a technical assistance mission was fielded in Vientiane and Xiengkhouang province on 06-22 September 2009 to provide input and recommendation to the SPBG design and strategy. A draft report was submitted by the consultants and is still under discussion. It is foreseen that this agenda will be taken forward in 2010 and the aim is to finalize the design and perhaps commence some initial activities.

Target 4.2: Compliance with minimum conditions for DDF grants in 20 districts

Progress: A requirement for the Districts to access the DDF is compliance with the agreed Minimum. The initial review was conducted in 2008 for the districts to access funds for 2009. The review showed that many districts did not comply with the MC and should – in accordance with the regulations – not have received the DDF allocation for 2009. However, as a result of unclear MC methodology and lack of proper information/training in the MC requirements the Steering Committee agreed to allow all districts access their DDF. It was also agreed that the MCs would be applied in a comprehensive manner from 2009 for all 20 districts in reviewing access and eligibility for DDF support in 2010-11.

* MC Workshops in all provinces and districts held to provide awareness on Minimum Conditions, to a total 32 officials, of which 7 were women participated in these meetings.
* Follow up meetings with provinces in Q4 2009 to present and share the draft findings.
* Reports drafted by three provinces and commented by GPAR SBSD.

Target 4.3: Officials of 20 districts trained in Planning & Budgeting, Fin. Management & Procurement

Progress: Clear and simple guidance is provided to districts and province administrations to implement Planning & Budgeting, Financial Management & Procurement functions. This is supported with direct training of key staff.

* 220 officials from 20 districts, of which 43 were women, were trained in Planning & Budgeting, Fin. Management & Procurement. As a result, these officials have been capacitated to support the DDF implementation.

**OUTPUT 5:** **Funding support for public service improvement resulting in improved service delivery**

Target 5.1: GPAR Fund modalities finalized and implemented

Progress: The GPAR Fund is a new mechanism that is being established to help provide small grants to respond to local demands for replication and adaptation of lessons learnt from earlier governance reforms. The operating modalities had to be defined in close consultation with different departments of PACSA, government and the development partners.

* + GPAR Fund modalities prepared and approved by stakeholders The GPAR fund modality is the fund transfer system from UNDP to GPAR SBSD and from GPAR SBSD to awardees. As per the fund modality the fund transfer from UNDP to GPAR SBSD is treated as advance and the fund transfer from GPAR SBSD to grantees treated as expenditure for GPAR SBSD. The fund modality is accepted by all donors and is very helpful for implementation of GPAR Fund supported projects.
  + GPAR Fund proposals scrutinized and first installment of funds released. 50% of total budget of each GPAR Fund supported project transferred in special account of the GPAR Fund awardees in 2009. Before receiving the first installment, each grantee signed agreement with PACSA, which has condition to spend at least 80% of first installment of the grant before receiving second installment of the grant.
  + Revision of modalities based on experience in 2009 completed. No major problems were noticed except one case from National Front for Lao Construction, as they spend almost 70% money of first installment in the activities (i.e 70% of first installment of the grant). To conduct next activities they requested for the next installment of the grant, as the remaining 30% money in their account was not sufficient to conduct next activity. The GPAR SBSD brought the case to UNDP’s notice. The UNDP reviewed the activity track record of NFLC and found it very satisfactory therefore GPAR SBSD allowed by UNDP to transfer remaining 50% (2nd installment) of grant to NFLC.

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Target 5.2: 10 sub-projects supported by GPAR Fund

Progress: The GPAR Fund called for expression of interests for securing grants from all ministries and offices of government, including those at sub national level. This was followed by short listing, and call for detailed project proposals.

* + Around 230 expressions of interest received of which 25 were requested to submit proposals
  + GPAR Fund proposals were scrutinized. First installment of grants was released to 9 selected proposals Some of the most interesting proposals funded in 2009 are given below
    - Village Financial Management Improvement-Attapeu Province (15,814 US$)
    - One Door Service and Facilitation Center for Business Promotion- Khammuane Province (6,115 US $)
    - Job description People’s Supreme Court (18,080 US$)
    - Office Management- Ministry of Industry and Commerce (16,229 US$0
    - Release of second installment of grants to selected proposals was completed in December 2009.
  + Announcement of the 2nd call for the Express of Interests (EOI) for 2010

**Other achievements during 2009:**

* The completion of the GPAR Combined Output and Outcome Evaluation. The evaluation includes outcome evaluation for the entire programme and the output evaluation for five projects (3 mid-terms and 2 final evaluations). The evaluation itself went very well but it took a lot of time and effort to finalize the reports due to a number of comments and feedback from concerned parties.
* Additional awareness building programme on governance reforms targeting senior women officials working with district administration
* Wider social protection intervention formulated, taking into account larger inters and scope for such an activity
* Policy dialogue through participation in meetings of working group established by MPI to harmonize participatory planning practices

**Main Beneficiaries of the JP:**

The intended beneficiaries of the JP are twofold: At the policy level, the primary beneficiaries are those policy makers and planners who are responsible for creating enabling policy, legal and strategic environment for delivering public services to citizens. These include civil servants in all government agencies, line ministries and sub-ministries at central, provincial and district levels. The primary beneficiaries of the programme are the public civil servants at all levels. The secondary or indirect beneficiaries are general citizens at all levels including local communities that are getting public services from the government agencies.

**Major constraints and challenges:**

* The absence of DDF advisor and the delayed recruitment of the new DDF Advisor caused some delay in planned activities such as finalization and approval of some DDF Guidelines and completion of MC Assessment of 12 districts
* Delayed approval of Capacity Building Study Report leading to delayed follow up implementation plan
* Resignation of project accountant during year – took a lot of time to replace – created some minor problems with quarterly financial reporting
* Endorsement of the Governance Strategy 2006-2010
* Approval of 2 DDF guidelines
* Government approval of draft Code of Conduct
* Lack of capacity and inadequate commitment among public servants hamper the progress of reform agenda
* Finalization of web-based PIMS software
* Implementing multi-level services through ODS centers
* Preparation of the Governance Strategy for 2011-2010

**During the implementation of the JP programme, the following lessons learnt have been observed:**

* Awareness of good Governance practices is generating demand for reforms and implementation support
* Work plans related to formulating reforms and policies face uncertainties and are subject to several revisions
* Adequate capacity and strong commitment of public servants would be great leverages to push reform agenda forward
* Large scale training of officials constrained by shortage of good trainers (Govt./Private)
* Government officials who implemented pilot activities in provinces are effective trainers for scaling up
* Project Board meetings facilitate effective high level support and guidance
* The Governance Sector Working Group should play a strong advocacy and leading role to push reform agenda
* Expansion of capacity development of public servants at district level
* Clarifying activities where high level approvals are required
* Increasing scale of activities that offer tangible improvements in services like One Door Service
* Capacity building for Sector Working Group Secretariat to improve ownership and sustainability
* Widen of GPAR Fund support to respond to strong demand from ministries and provinces

**Key partnerships and inter-agency collaboration:**

* Close partnership with provincial GPAR projects on progress of reforms and on documenting lessons learnt
* Close partnership and collaboration with provincial and district administration through DDF activities
* Partnership with Ministry of Planning and Investment and Ministry of Finance on DDF implementation
* Collaboration with Lao NCAW on preparing Gender in Governance Strategy
* Partnership with World Bank on Civil Service Salary & Compensation Review

**Others highlights and cross-cutting issues:**

* Partnership with Lao NCAW in conducting study and planning implementation
* Multi stakeholders discussions on improving gender equity at national and sub-national levels
* Governance Sector Working Group, two Sub Sector Working Groups and Secretariat for the Sector Working Group to play critical role for reform agenda
* Sector Working Group meetings and reports were completed on timely manner
* Ensuring the Gender in Governance Strategy finalized and approved by PACSA/Lao NCAW
* Gender dimensions addressed in revision of draft Code of Conduct for civil servants
* Gender equity aspects addressed in selection of participants for capacity building support: training & study tours

**VI. Future Work Plan:**

The followings are priority actions that needed to overcome constraints and challenges:

* Development/formulation of a new GPAR programme for the next 5 year period (2011-2015) including UNCDF DDF programme. Given the fact that current GPAR programme is coming to an end by mid-2011, it is very strategic to prepare for the next phase.
* Formal revision of Results & Resources Framework to reflect recommendations of evaluation
* Clarifying outputs that are awaiting policy approval, for high level follow up on these items
* Revision of strategy regarding piloting new fund modalities in last year of the project phase
* District capacity development initiatives based on success of workshops for District Chiefs
* Develop modalities for better multi-level coordination in providing One Door Service
* Wider implementation of national curriculum to train civil servants
* National roll out of Personnel Information Management System
* Expanded implementation of innovations and best practices in governance through GPAR Fund
* Assistance to strengthen ACCSM collaboration with Plus Three countries
* District level initiatives on Govt. Financial Information System, with Ministry of Finance
* More programmatic implementation of activities with GPAR provincial projects
* Activities on implementing the Gender in Governance Strategy with Lao NCAW
* Expansion of capacity development at district level
* Clarifying activities where high level approvals are required
* Increasing scale of activities that offer tangible improvements in services like One Door Service
* Increasing the scale of delivery of training for civil servants
* Capacity building for Sector Working Group Secretariat to improve ownership & sustainability
* Widening of GPAR Fund support to respond to strong demand from ministries and provinces
* Detailed documentation on project activities and results to enable systematic evaluation
* Preparation of matrix and roadmap of major governance reform activities, with support of the Governance Sector Working Group
* Roll out of governance reform practices and opportunities to districts and ministries
* Capacity development support to improve performance of district administrations
* Expand the delivery of District Development Funds to 27 districts across 4 provinces
* Initiate the pilot on Operational Block Grants at some selected districts in a province
* Initiate implementation of GPAR Fund grants to replicate good governance practices
* Social Protection Block Grant design to be completed and initial activities commence

**Major Adjustments in Strategies, targets and key outputs:**

* The activities related to Public Policy capacity building are being removed, since this is being implemented with support of the Asian Development Bank
* Outputs targets and activities are being reviewed in the context of recommendations from the Evaluation to focus on activities that can be reasonably completed during the project period.
* Additional activities related to district capacity development and support to ACCSM have been included in the Work Plan for 2010.

**VI. Performance Indicators (Optional) – N/A**

**VII. Abbreviations and Acronyms**

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| Abbreviations and acronyms: |
| |  |  | | --- | --- | | **ACCSM** | ASEAN Conference for Civil Service Management | | **CPAP** | Country Programme and Action plan | | **CCOP** | Central Committee for Organizations and Personnel | | **PMO** | Prime Minister’s Office | | **PACSA** | Public Administration and Civil Service Authority | | **DDF** | District Development Fund | | **ELT** | English Language Training | | **FM/I** | Financial Management & Implementation | | **GPAR** | Governance and Public Administration Reform | | **GSWG** | Governance Sector Working Groups | | **MoH** | Ministry of Public Health | | **MoL&SW** | Ministry o Labor & Social Welfare | | **MPI** | Ministry of Planning and Investment | | **MoF** | Ministry of Finance | | **NSEDP** | National Socio-Economic Development Plan | | **ODS** | One Door Service | | **PIMS** | Personnel Information Management System | | **P/B** | Planning and Budgeting | | **PB** | Project Board | | **SBSD** | Support for Better Service Delivery | | **SDC** | Swiss Agency for Development and Cooperation | | **UNCDF** | United Nations Capital Development Fund | | **UNDAF** | United Nations Development Assistance Framework | | **UNDP** | United Nations Development Programme | | **WHO** | World Health Organization | |

**ANNEX 1:**

**Annual Work Plan: 2010**

**Project Title:** **GPAR Support for Better Service Delivery**

**UNDAF Outcome(s):** **Strengthened capacities of public and private institutions to fulfil their duties and greater people’s participation in governance and advocacy for the promotion of human rights in conformity with the UN Millennium Declaration**

**Expected CP Outcome(s): Increased efficiency, effectiveness, transparency, and accountability of the public administration at both central and local levels**

**Expected CP Output(s): Strengthened capacities of central administration for decentralized planning, management & service delivery**

**Implementing partner: Public Administration and Civil Service Authority (PACSA), Prime Minister’s Office**

**Responsible Parties:** **Public Administration and Civil Service Authority (PACSA), Prime Minister’s Office**



**Budget: 3,414,900**

**Total allocated resources:**

* **UNDP (TRAC) 340,000**
* **UNCDF 273,000**
* **Other:**
* **Government in kind**
* **SDC (UNDP) 971,000**
* **Luxemburg (UNDP) 289,400**
* **Luxemburg (UNCDF) 1,541,500**

**Programme Period: 2007 - 2011**

**Key Result area: Strengthened capacities of central administration for decentralized planning, management & service delivery**

**Atlas Award ID: 00047224**

**Atlas Project ID: 00056568**

**Duration: 01.07.2007 – 30.06.2011**

Agreed by: Mr. Khammoune Viphongxay, Vice Chairperson, PACSA

Agreed by: Ms. Sonam Y. Rana, Resident Representative, UNDP

Date:

## 

**Overview of GPAR SBSD Programme and Plans for 2010**

The Governance & Public Administration Reform: Support for Better Service Delivery Programme (GPAR SBSD) was designed to strengthen capacity for strategic planning, financing, management and monitoring of governance reform for more effective, accountable and transparent delivery of services. It builds on the reform and capacity development initiatives since the mid 90’s through Governance & Public Administration Reform projects (GPAR) at the central and provincial levels.

The GPAR SBSD programme design has five interrelated outputs to realize this outcome. It strengthens policy development, strategic oversight and monitoring of governance reform; improve organizational and systems development for more effective, accountable and transparent services; improves Human Resource Management and Human Resource Development policies, procedures and capacity and establish a cost effective and sustainable system for civil service training and development; provides a formula based district development funding for devolved service delivery; and supports demand-driven governance reforms at Central and local levels to improve service delivery.

The Governance Sector Working Group and it activities will be organized to a greater extent by the designated Secretariat. The scope of activities, particularly thematic workshops, will be increased. The Governance Sector Strategy for the period 2010-15 will be developed. Tools to monitor service delivery will be finalized and the next survey will be carried out as part of the strategic oversight.

Activities to strengthen the administration and strengthen service delivery will build on achievements in previous years. The work plan for 2010 will review the impact of the pilot organizational analysis in the health sector, and extend the tools to improve performance of consular services. It will support a comprehensive evaluation of the network of One Door Service Centres initiated in 2008, and develop a framework for strengthening this modality in services that involve multiple levels of the government. The lessons from earlier reviews of training needs at the village level, will be followed up with a more basic review of the functions of different village authorities, and training curricula developed to address the critical competencies. The same approach will also be used to define the role played by district authorities in relation to service delivery, and a pilot training designed and delivered to strengthen core competencies. The support for revising the Law on Local Administration and the Law on Government will be continued.

Activities related to Human Resource Management/ Development will be directed to strategic areas. The main focus will be on establishing the Civil Service Training Centre and rolling out the first set of training under the national curriculum. The efforts would include significant capacity building for the core team of the Training Centre. The second focus area will be Performance Management, which will build on preparatory work completed in 2009. A series of technical papers will be prepared for the Technical meeting of the ACCSM scheduled for October 2010. The new English Language Training Curriculum for civil servants is also expected to be drafted during 2010.

Support through the District Development Funds will be further expanded to reach 26 districts. The proposals to pilot Social Protection Grants will be refined. The Operational Expenditure Block Grant modality will be designed and pilot activities expected to commence in 2010. Capacity building on key administrative functions at districts such as financial management and procurement would be completed. Equipment to support implementation will be provided to new districts. Lessons learnt from the implementation of DDF will be documented, and the longer term plan for mainstreaming the framework prepared.

The sub projects initiated through GPAR Fund grants in 2009 will be supported to completion, and a new set of grants delivered in 2010. The lessons from this small grant programme will be used to strengthen the preparation and management of the new grants. Efforts would be made to broaden the spread of activities supported through the GPAR Fund, and support extended to improve quality of implementation strategies of executed by the grantees.

## GPAR SBSD Annual Work Plan 2010

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| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| **Expected outputs and indicators including baseline and annual targets** | **Planned activities: *List all activities including M&E during the year towards stated outputs*** | **Timeframe** | | | | **Responsible party** | **Planned budget** | | | |
| **Q1** | **Q2** | **Q3** | **Q4** | **Source of Funds** | | **Budget Description** | **Amount** |
| **Fund** | **Donor** |
| **Output 1:** Strategic oversight and monitoring framework provides for evidence based policy and performance analysis in governance reform |  |  |  |  |  |  |  |  |  | **240,000** |
| **Indicator1.1:** Governance strategy to guide sector reforms  **Tgt ‘10: 1.1:** Draft governance strategy for period 2011-15  **Bas ‘10:****1.1:** Draft governance strategy for period 2006-10 | **1.1.1** Strategic Plan on Governance | X | X | X | X | PACSA | 04000 | 00012 | 71600 | 28,000 |
| 04000 | 00012 | 72500 | 2,000 |
| 04000 | 00012 | 73100 | 5,500 |
| **Indicator1.2:** Service Delivery Monitoring Reports  **Tgt ‘10: 1.2:** Service Delivery Monitoring Report 2010  **Bas ‘10:****1.2:** Pilot Citizen Report Card 2007 | **1.2.2** Design and develop monitoring framework | X | X | X | X | PACSA, GSWG | 04000 | 00012 | 73500 | 1 7,000 |
| 04000 | 00012 | 74200 | 7,500 |
| 04000 | 00012 | 74500 | 12,000 |
| 30000 | 00232 | 63400 | 48,000 |
| **Indicator1.3:** Updated sector information matrix  **Tgt ‘10: 1.3:** Sector information matrix 2010 with targets for 2010  **Bas ‘10:****1.3:** Sector Information matrix of 2009 | **1.3.1 S**haring lessons on Governance Reform | X | X |  |  | PACSA, GSWG | 30000 | 00232 | 71100 | 65,000 |
| 30000 | 00232 | 73500 | 25,000 |
| 30000 | 00232 | 75100 | 30,000 |
|  |  |  |  |
| **Output 2:** Improved delivery of services (Focus on better effectiveness, accountability, equity, access, transparency) |  |  |  |  |  |  |  |  |  | **187,000** |
| **Indicator 2.1:** No. of offices conducting Orgn. Analysis  **Tgt ‘10: 2.1:** Orgn. Analysis in one Ministry offering services  **Bas ‘10:****2.1:** Orgn. Analysis piloted in 2 service agencies | **2.1.2** Pilot test & evaluate OD policy/guidelines | X | X | X | X | PACSA, CCOP, Sector ministries | 04000 | 00012 | 71200 | 12,000 |
| 04000 | 00012 | 71600 | 72,500 |
| **2.1.3**  Nat. Implementation of OD program | X | X | X | X | 04000 | 00012 | 72100 | 34,000 |
| 04000 | 00012 | 72500 | 7,800 |
| **Indicator2.2:** Curriculum on service delivery training for districts  **Tgt ‘10: 2.2:** Revised curriculum on service delivery for districts  **Bas ‘10:****2.2:** No systematic training on service delivery for districts | **2.2.1** Support to Municipality Development | X | X | X | X | PACSA, CCOP | 04000 | 00012 | 73100 | 3,000 |
| **2.2.2** Improved Ban & Kum Ban planning | 04000 | 00012 | 74200 | 6,700 |
| **2.2.3** Improved Central-Local Relations | 04000 | 00012 | 74500 | 1,000 |
| **Indicator2.3:** No. of operational One Door Service Centres  **Tgt ‘10: 2.3:** 10 operational One Door Service Centres in the country  **Bas ‘10:****2.3:** 7 operational One Door Service Centre in the country | **2.3.1** Facilitate & document development of ODS | X | X | X | X | PACSA Coordination teams | 30000 | 00232 | 63400 | 48,000 |
| 30000 | 00232 | 71400 | 2,000 |
|  |  |  |  |
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| **Expected outputs and indicators including baseline and annual targets** | **Planned activities: *List all activities including M&E during the year towards stated outputs*** | **Timeframe** | | | | **Responsible party** | **Planned budget** | | | |
| **Q1** | **Q2** | **Q3** | **Q4** | **Source of Funds** | | **Budget Description** | **Amount** |
| **Fund** | **Donor** |
| **Output 3:** Human Resource Management (HRM) & Human Resource Development (HRD) policies, procedures and capacity strengthened |  |  |  |  |  |  |  |  |  | **474,000** |
| **Indicator3.1:** No. of new HRM operational procedures implemented  **Tgt ‘10: 3.1:** 1 new HRM procedure: Performance Mgmt. Guidelines  **Bas ‘10:****3.1:** Draft decree HRM operational procedures | **3.1.1** National Civil Service Mgmt/ Strategy - Approved and disseminated |  |  | X | X | PACSA  CCOP; PCOP  Provincial PAR Sections, Office of the Governor | 04000 | 00012 | 71600 | 96,000 |
| 04000 | 00012 | 72100 | 3,000 |
| **3.1.2** HRM Policy Development - support to develop & implement regulations and procedures |  | X | X | X | 04000 | 00012 | 72500 | 8,800 |
| 04000 | 00012 | 72800 | 5,000 |
| **Indicator3.2:** No. of offices reporting personnel data through PIMS  **Tgt ‘10: 3.2:** 10 offices prepared to report personnel data in PIMS  **Bas ‘10:****3.2:** No reporting of personnel data through PIMS | **3.1.3** Management Information Systems – design, develop and implement PIMS |  | X | X | X | 04000 | 00012 | 73100 | 1,000 |
| 04000 | 00012 | 74200 | 15,700 |
| **3.1.5** Finalize/implement CS Code of Conduct |  | X | X |  | 04000 | 00012 | 74500 | 1,500 |
| 30000 | 00232 | 63400 | 228,000 |
| **Indicator3.3:** National Civil Service Curriculum modules in use  **Tgt ‘10: 3.3:** 2 more modules of Civil Service Curriculum piloted  **Bas ‘10:****3.3:** Office Mgmt. and Org. Development module tested | **3.2.1** HRD Framework Development |  | X | X |  | PACSA  CCOP; PCOP  Provincial PAR Sections, Office of the Governor | 30000 | 00232 | 71400 | 8,000 |
| **3.2.2** Design, develop and implement a Competency-Based Approach to HRM/ Development |  |  | X | X | 30000 | 00232 | 71500 | 104,000 |
| 30000 | 00232 | 71600 | 3,000 |
| **3.2.3** Design, develop and implement a National Civil Service Curriculum |  |  | X | X |  |  |  |  |
| **Indicator3.4:** National English Training Curriculum for civil servants  **Tgt ‘10: 3.4:** New English Training Curriculum for civil servants  **Bas ‘10:****3.4:**  Outdated English Training Curriculum for civil servants | **3.2.4** Support delivery of the National Civil Service Curriculum at Central and Local levels |  |  | **X** | **X** |
| **3.2.5** Design, develop and implement a Civil Service Performance Management System |  |  | **X** | **X** |
| **3.2.6** Support English Language Learning by training, develop strategic vision and syllabus | **X** | **X** | **X** | **X** |
| **Indicator3.5:** Operational Civil Service Training Centre  **Tgt ‘10: 3.5:** 4 trainings delivered by Civil Service Training Centre  **Bas ‘10:****3.5:** No trainings delivered by Civil Service Training Centre | **3.2.7** Develop a strategy to create a National Civil Service Training & Info. Centre |  |  | **X** | **X** |
| **3.2.9** Support Regional representation on Civil Service Matters | **X** | **X** | **X** | **X** |
| **3.2.10** Engender Civil Service Matters through Gender and Governance policy and strategy |  | **X** | **X** |  |

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| **Expected outputs and indicators including baseline and annual targets** | **Planned activities: *List all activities including M&E during the year towards stated outputs*** | **Timeframe** | | | | **Responsible party** | **Planned budget** | | | |
| **Q1** | **Q2** | **Q3** | **Q4** | **Source of Funds** | | **Budget Description** | **Amount** |
| **Fund** | **Donor** |
| **Output 4:** Decentralized finance and planning increase access to services for the poor and vulnerable |  |  |  |  |  |  |  |  |  | 2,103,900 |
| **Indicator4.1:** Design and approval of 3 Grant modalities  **Tgt ‘10: 4.1:** Design of Operational Expenditure Block Grant  **Bas ‘10:****4.1:** Basic Block Grant in use; Soc. Protection pilot designed | **4.1.1** Local public expenditures review and studies |  |  | **X** | **X** | PACSA | 30000 | 00155 | 71300 | 46,200 |
| **4.1.2** Assessment of DDF effectiveness and impact |  | **X** | **X** |  | 30000 | 00155 | 71600 | 207,000 |
| **4.1.3** Lessons learning and policy dialogue | **X** |  |  | **X** | 30000 | 00155 | 72400 | 2,600 |
| **Indicator4.2:** No. of districts where minimum conditions are met  **Tgt ‘10: 4.2:** Minimum conditions met in 26 districts  **Bas ‘10:****4.2:** Minimum conditions assessed in 20 districts | **4.2.1** Establish DDF guidelines and procedures |  | **X** | **X** | **X** | PACSA, MPI  MOF | 30000 | 00155 | 72500 | 1,000 |
| **4.2.2** Introduce DDF modalities & process |  | **X** | **X** | **X** | 30000 | 00155 | 73400 | 9,600 |
| **4.2.3** Provide DDF grants |  |  | **X** | **X** | 30000 | 00155 | 73500 | 7,500 |
| **Indicator4.3:** No. of dist. officials trained in P/B, FM & procurement  **Tgt ‘10: 4.3:** Officials of 26 dist. trained in P/B, FM & procurement  **Bas ‘10:****4.3:** Dist. officials of 20 dist. trained in FM & procurement | **4.3.1** Establish procedures for local PEM | **X** | **X** | **X** | **X** | PACSA, MPI  MOF | 30000 | 00155 | 74200 | 5,600 |
| **4.3.2** Introduce DDF PEM guidelines |  | **X** | **X** |  | 30000 | 00155 | 74500 | 2,400 |
| 30000 | 00155 | 75100 | 7,500 |
|  |  |  |  |  |  |  | G1310 | 01853 | 63400 | 200,000 |
| G1310 | 01853 | 71200 | 50,000 |
| G1310 | 01853 | 71600 | 23,000 |
| G2950 | 00155 | 72600 | 1,503,000 |
| G2950 | 00155 | 72800 | 21,000 |
| G2950 | 00155 | 75100 | 17,500 |
| **Output 5:** Financing mechanism to support priority Governance ‘Road-Map’ reform initiatives (GPAR Fund) |  |  |  |  |  |  |  |  |  | 270,000 |
| **Indicator5.1:** No. of sub-projects supported by GPAR Fund  **Tgt ‘10: 5.1:** 20 sub-projects supported by GPAR Fund  **Bas ‘10:*****5*.1:** 9 sub-projects supported by GPAR Fund | 5.1.2 Implement GPAR Fund to facilitate/support implementation of organizational improvement | X | X |  |  | PACSA | 30000 | 00232 | 63400 | 48,000 |
| 30000 | 00232 | 71500 | 52,000 |
| 30000 | 00232 | 71600 | 14,300 |
|  | 5.1.3 Identify and disseminate examples of "Good Practice" and share experiences |  | X | X | X | 30000 | 00232 | 72600 | 150,000 |
| 30000 | 00232 | 74200 | 3,000 |
| 30000 | 00232 | 74500 | 2,700 |
| **Output 6:**  Other Project Initiatives, Administration & Salaries |  |  |  |  |  |  |  |  |  | 140,000 |
|  | **6.1** Team Planning | X | X | X | X | GPAR SBSD | 30000 | 000232 | 71400 | 87,000 |
|  | **6.2** Tripartite Project Review | X | X | X | X | GPAR SBSD | 30000 | 000232 | 71600 | 13,500 |
|  | **6.3** Inception Report and Workshop | X | X | X | X | GPAR SBSD | 30000 | 000232 | 72400 | 8,400 |
|  | **6.4** Vehicles & Office Equipment | X | X | X | X | GPAR SBSD | 30000 | 000232 | 72500 | 2,500 |
|  | **6.5** Support to representation | X | X | X | X | GPAR SBSD | 30000 | 000232 | 72800 | 10,000 |
|  | **6.6:** Office Administration | X | X | X | X | GPAR SBSD | 30000 | 000232 | 73100 | 3,000 |
|  | **6.7:** Salaries | X | X | X | X | GPAR SBSD | 30000 | 000232 | 73400 | 12,900 |
|  |  |  |  |  |  |  | 30000 | 000232 | 74500 | 2,700 |
| TOTAL |  |  |  |  |  |  |  |  |  | 3,414,900 |