

Country Name	Project for Strengthening Capacity of Inspection System for Ensuring Safety of Agro-Fishery Foods
Socialist Republic of Viet Nam	

I. Project Outline

Background	<p>Viet Nam joined the World Trade Organization (WTO) in 2007, and it became urgent issues to supply safe foods which comply with international standards under the conditions of more active cross-border trade and human health. In order to meet the hygiene and safety criteria based on Sanitary and Phytosanitary (SPS) measures, the Vietnamese Government decided to strengthen proper inspection and monitoring system, and submitted requests for technical cooperation to the Japanese Government. Responding to above request, an SPS Policy Adviser was dispatched between October 2009 and October 2011 to advise on the policy and systems for food hygiene and safety management. It was found out that inspection and monitoring of domestic foods were limited to certain target areas, food groups, inspection parameters and implementation periods and not comprehensively conducted in the existing monitoring program, and the necessity of strengthening testing-capacity in the laboratories and enhancing inspection system became apparent.</p>				
Objectives of the Project	<p>Through strengthening the testing capability of agro-fishery foods in the laboratories of National Agro-Forestry Fishery Quality Assurance Department (NAFIQAD) in Ho Chi Minh and Can Tho, improving the National Monitoring Program (NMP) for food safety of agro-fishery foods, and developing capacities of government officers engaged in safety of agro-fishery foods, the project aimed at enhancing the continuous inspection system for ensuring safety of agro-fishery foods in NAFIQAD, thereby contributing to improving food safety of agro-fishery foods.</p> <ol style="list-style-type: none"> Overall Goal: Contribute to improve food safety of agro-fishery foods by the enhanced National Monitoring Program (NMP). Project Purpose: The continuous inspection system for ensuring safety of agro-fishery foods is enhanced in NAFIQAD. 				
Activities of the Project	<ol style="list-style-type: none"> Project Site: Hanoi, Ho Chi Minh and Can Tho cities Main Activities: (1) Conduct trainings on advanced analytical methodologies and Good Laboratory Practice (GLP) for officers of NAFIQAD and establish Standard Operational Procedures (SOPs) for standardization of the analytical methods; (2) Select and categorize monitoring parameters, conduct and evaluate a trial of the monitoring program for agro-fishery foods at pilot sites and make a proposal for the improvement of the NMP; and (3) Conduct OJT in pilot sites and echo-training for technical experts in targeted laboratories through project counterparts (C/Ps) who acquired advanced technology by OJT etc. Inputs (to carry out above activities) <table border="0" style="width: 100%;"> <tr> <td style="width: 50%; vertical-align: top;"> Japanese Side 1) Experts: 2 persons (long term) and 10 persons (short term) 2) Trainees Received: 31 persons 3) Equipment: gas chromatography / mass spectrometer system, ultra-performance liquid chromatography system, rotary evaporator, CCD camera, ultrapure water maker etc. 4) Local operation cost: travel expenses, accommodations, meeting expenses etc. </td> <td style="width: 50%; vertical-align: top;"> Vietnamese Side 1. Staff allocated: 29 persons 2. Project office and training space 3. Local operation cost: chemicals, equipment, office facilities, allowances etc. </td> </tr> </table> 			Japanese Side 1) Experts: 2 persons (long term) and 10 persons (short term) 2) Trainees Received: 31 persons 3) Equipment: gas chromatography / mass spectrometer system, ultra-performance liquid chromatography system, rotary evaporator, CCD camera, ultrapure water maker etc. 4) Local operation cost: travel expenses, accommodations, meeting expenses etc.	Vietnamese Side 1. Staff allocated: 29 persons 2. Project office and training space 3. Local operation cost: chemicals, equipment, office facilities, allowances etc.
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Project Period	December 2011 - November 2014	Project Cost	(ex-ante) 350 million yen, (actual) 277 million yen		
Implementing Agency	National Agro-Forestry-Fishery Quality Assurance Department (NAFIQAD), Ministry of Agriculture and Rural Development (MARD)				
Cooperation Agency in Japan	Ministry of Health, Labour and Welfare				

II. Result of the Evaluation

<Special Perspectives Considered in the Ex-Post Evaluation>

- [Supplemental Information for Overall Goal] While the indicator for Overall Goal (NMP for food safety of agro-fishery foods is revised annually based on the result of previous year's program.) verifies the continuation status of Indicator 2 of Project Purpose, it is not specific enough to verify the achievement of Overall Goal (Contribute to improve food safety of agro-fishery foods by the enhanced NMP.) towards the achievement of improved food safety in Viet Nam in future (achievement of improved food safety in Viet Nam would be a Super Goal in the context of this project). Thus, in the ex-post evaluation, the indicator for Overall Goal (=annual revision of monitoring program) is broken down into several details, namely; (1) whether monitored objects and parameters (test substances) have been increased, (2) whether necessary measures to effectively implement the regulations of traceability have been taken to trace back violated testing results (products), and (3) whether the database system developed under the project has been updated and managed properly to further improve or maintain the improved monitoring system, are checked as supplemental information.

1 Relevance

<Consistency with the Development Policy of Viet Nam at the Time of Ex-Ante Evaluation and Project Completion>

The project was consistent with Viet Nam's development policies such as "strengthening the inspection and strict control for securing

safety of agro-fishery products” as set forth in “National Socio-Economic Development Plan (2006-2010)”, “MARD Five Year Plan (2006-2010)” and “National Strategy for Food Safety in the period of 2011-2020 and a vision toward 2030” etc.

<Consistency with the Development Needs of Viet Nam at the Time of Ex-Ante Evaluation and Project Completion >

The project was consistent with Viet Nam’s development needs for supplying safe agro-fishery products through systematizing inspection at the times of both ex-ante evaluation and project completion.

<Consistency with Japan’s ODA Policy at the Time of Ex-Ante Evaluation>

The project was consistent with Japan’s ODA policy as stated in the Country Assistance Program for Viet Nam (2009) (which included strengthening of the quarantine system and other efforts to secure safety for agricultural and fisheries products and foods).

<Evaluation Result>

In light of the above, the relevance of the project is high.

2 Effectiveness/Impact

<Status of Achievement of the Project Purpose at the time of Project Completion>

The Project Purpose had been achieved by the time of project completion. Within NAFIQAD, Division of Quality Assurance for Fishery Products was in charge of NMP of fishery products, and Division of Quality Assurance for Agro-Forestry Products and Salt was in charge of NMP of other products (Indicator 1). Trial Monitoring Program (TMP) was conducted in the pilot sites as one year program, which was completed in April 2014. The evaluation results of TMP were reflected in 2015’s implementing plan of NMP. Particularly, the monitoring of antibiotics residues detected in aquaculture fishery products in TMP was strengthened and methods developed under TMP including how to determine the number of monitoring samples and multi-pesticide residues analysis on plant products were applied in 2015’s implementing plan of NMP (Indicator 2).

<Continuation Status of Project Effects at the time of Ex-post Evaluation>

The project effects have continued to the time of ex-post evaluation. There has been no change on divisions in charge of NMP stated above since project completion (Indicator 1). NMP for food safety of agro-fishery foods has been revised annually based on the results of the previous year’s programs and the evaluation results of NMP have been reflected in next year’s implementing plan of NMP since project completion. For example, many test substances have been added in NMP, while the number of monitoring samples for some test substances has been reduced in NMP based on the risk assessment that no residue of such substances has been detected and no violation has been notified by importing countries in the previous three years (Indicator 2).

<Status of Achievement for Overall Goal at the time of Ex-post Evaluation>

The Overall Goal has been achieved by the time of ex-post evaluation. The number of test substances has been increased from 192 in total at the time of project completion to 431 in total (181 for veterinary drugs residue and 250 for pesticides residue) at the time of ex-post evaluation. Moreover, MARD issued Circular No.08/2016/TT-BNNPTNT, stipulating the measures for handling cases where testing results of monitoring product samples fail to ensure food safety (tracing back to food producers). Based on the Circular, in 2017, producers whose products failing to meet safety criteria had their establishments inspected on an unexpected basis. On the other hand, MARD issued Circular No. 31/2015/TT-BNNPTNT to provide for the monitoring of toxic residues in animal and agro-fishery products. This Circular requires new monitoring procedures and formats, thus the database system developed under the project has no longer been utilized. Annually, NAFIQAD has developed the simple database of the previous years’ program implementation results based on reporting procedure as regulated by Circular No. 31/2015/TT-BNNPTNT and guidance.

<Other Impacts at the time of Ex-post Evaluation>

The number of food safety non-compliance cases of exported fishery foods that received warnings by competent authorities of the importing countries, including the EU, Korea, China, Brazil, US, Japan and Australia, has been reduced from 323 cases in 2014 to 180 cases in 2015, and then to 125 cases in 2017.

<Evaluation Result>

Therefore, the effectiveness/impact of the project is high.

Achievement of Project Purpose and Overall Goal

Aim	Indicators	Results
(Project Purpose) The continuous inspection system for ensuring safety of agro-fishery foods is enhanced in NAFIQAD.	1. Relevant Divisions and Centers of NAFIQAD which implement the National Monitoring Program are stipulated.	Status of the Achievement: achieved (continued) (Project Completion) Within NAFIQAD, Division of Quality Assurance for Fishery Products and Division of Quality Assurance for Agro-Forestry Products and Salt were stipulated as in charge of NMP. (Ex-post Evaluation) No change on the above since project completion.
	2. Trial Monitoring Program (TMP) is conducted in the pilot sites (HCMC and Can Tho city), and the evaluation results of TMP are reflected in next year’s implementing plan of the National Monitoring Program.	Status of the Achievement: achieved (continued) (Project Completion) TMP was conducted in the pilot sites and the evaluation results of TMP were reflected in 2015’s implementing plan of NMP. (Ex-post Evaluation) The evaluation results of NMP has been reflected in next year’s implementing plan of NMP.
(Overall Goal) Contribute to improve food safety of agro-fishery foods by the enhanced National Monitoring Program (NMP).	National Monitoring Program for food safety of agro-fishery foods is revised annually based on the result of previous year’s program.	(Ex-post Evaluation) achieved NMP for food safety of agro-fishery foods has been revised annually based on the results of the previous year’s programs.
	(Supplemental Information 1) Whether monitored objects and parameters (test substances) have been increased	(Ex-post Evaluation) Monitored test substances have been increased since project completion.
	(Supplemental Information 2) Whether necessary measures to effectively implement the regulations of traceability have been taken to trace back violated testing results	(Ex-post Evaluation) MARD issued Circular No. 08/2016/TT-BNNPTNT, which requires to trace back testing results of monitoring product samples which failed to ensure food safety.

	(products)	
	(Supplemental Information 3) Whether the database system developed under the project has been updated and managed properly to further improve or maintain the improved monitoring system	(Ex-post Evaluation) Due to the new regulation, which requires new monitoring procedures and formats, the database system developed under the project has no longer been utilized. However, NAFIQAD has annually developed the simple database of the previous years' program implementation results based on reporting procedure in accordance with the regulation issued by MARD.

Source: Terminal Evaluation Report, questionnaire survey and interview with NAFIQAD

3 Efficiency

Both the project cost and the project period were within the plan (ratio against the plan: 79% and 100%, respectively). Therefore, the efficiency of the project is high.

4 Sustainability

<Policy Aspect>

“National Strategy for Food Safety in the period of 2011-2020 and a vision toward 2030” is still effective at the time of ex-post evaluation, and the needs for securing safety of agro-fishery foods are also stated in “The Plan of Establishment and Development of Safe Agro-Forestry-Fishery Food Supply Chain throughout the Country (2013-2020)” and “The Plan of Food Safety Assurance during Transport and Slaughter of Cattle and Poultry during the period of 2014-2020”.

<Institutional Aspect>

Regarding securing safety of agro-fishery foods in Viet Nam, NAFIQAD, which is the primary C/P of this project, is responsible for conducting inspection (testing) of agro-fishery foods, and managing, revising and coordinating NMP for food safety in an integrated manner etc. Plant Protection Department (PPD) under MARD is responsible for conducting policy planning for plant protection, research on management of pesticides, licensing on pesticides and their use, and inspection (testing) of pesticide residues, heavy metal and microorganism etc. in agro-foods. Department of Animal Health (DAH) under MARD is responsible for conducting formulation of sanitation standards/criteria for epidemiology, quarantine, veterinary sanitation, livestock farms and meat processing factories, management of veterinary medicines and vaccinations, and inspection (testing) of bacteria, antibiotics and aflatoxin in animal products and melamine in dairy products. According to NAFIQAD, PPD and DAH, the number of staffs in these organizations is sufficient to perform the above duties¹.

<Technical Aspect>

Most of staffs in NAFIQAD have bachelor's degrees to PhD degrees in relevant fields². NAFIQAD's laboratories have been able to maintain and expand the criteria of ISO17025 and recognized as an official inspection agency in Viet Nam by other countries such as Japan, the EU, Canada and China etc. Thus, the skill level of staffs in NAFIQAD is sufficient. According to PPD, most of its staffs have more than five years of work experience and bachelor's degrees to PhD degrees in relevant fields³; thus, their skill level is sufficient to properly perform the above duties. According to DAH, many of its staffs have over ten years' work experience in relevant fields and they are generally capable of performing the above duties. As for trainings, NAFIQAD has conducted 18 training courses⁴ throughout the country, with participation of more than 1,000 persons from various agencies in charge of safety and quality control of agro-fishery products since project completion. DAH has also conducted five training courses on sampling, inspection and monitoring for its provincial sub-departments and two other training courses on inspection for its regional departments and centers with the cooperation of foreign partner since project completion. PPD has not organized training courses by itself since project completion due to lack of budget, however, its staffs have participated in training courses organized by other departments/units including NAFIQAD under MARD. SOPs developed under the project are still utilized and updated in NAFIQAD, PPD and DAH. Equipment procured under the project are also maintained and utilized at NAFIQAD.

<Financial Aspect>

According to NAFIQAD, the amount of revenues from collected inspection fees has been steadily increasing year by year at the time of ex-post evaluation, and NAFIQAD has approximately 200 billion to 300 billion VND of annual income including budget allocation from MARD and revenues from collected inspection fees, which is sufficient to properly perform the above duties. According to PPD, the amount of annual budget allocation from MARD is limited, however, PPD has managed to perform the above duties except for conducting trainings for its staffs by itself. According to DAH, the amount of annual budget allocation has been sufficient to perform the above duties.

<Evaluation Result>

Therefore, the sustainability of the effects through the project is high.

5 Summary of the Evaluation

The project achieved the Project Purpose and the Overall Goal: the inspection system for ensuring safety of agro-fishery foods was enhanced and has been functioning through annual revision of NMP. For sustainability, efficiency and relevance, no major problem was observed.

Considering all of the above points, this project is evaluated to be highly satisfactory.

III. Recommendations & Lessons Learned

Lessons Learned for JICA:

- As stated above, a simple database has been used instead of the database system developed under the project, as MARD issued a new regulation, by which monitoring procedures and formats have been changed and NAFIQAD has been able to analyze information of

¹ The number of staffs in NAFIQAD headquarters and its branches is 465 staffs in total, and the number of staffs in PPD headquarters and its regional departments and centers is 621 staffs in total, while the total number of staffs in DAH was not available.

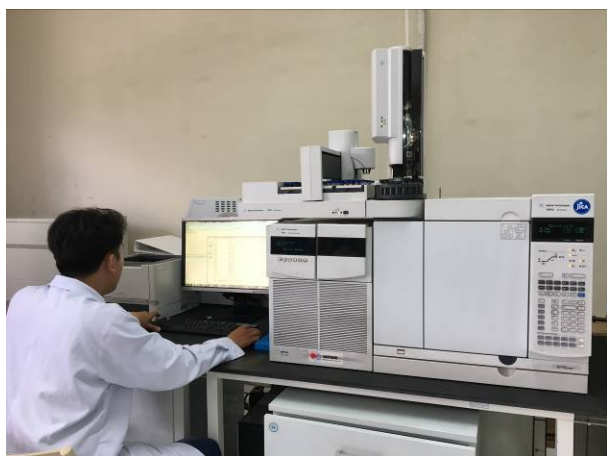
² Among 465 staff in total in NAFIQAD, six staff have PhD degrees, 76 staff have master's degrees and 299 staff have bachelor's degrees in relevant fields.

³ Approximately 90% out of 621 staff in total of PPD have bachelor's degrees to PhD degrees, among whom 16 staff have PhD degrees.

⁴ Contents/themes of these trainings were quality control of plant products and animal products, assessment/appraisal of quality management system, food safety in accordance with Good Agricultural Practice (GAP), Good Manufacturing Practice (GMP), Hazard Analysis and Critical Control Point (HACCP), sampling, food safety monitoring, inspection, classification and certification of establishments with food safety conditions etc.

the result of previous year's NMP without any difficulty due to their years of experiences. Since the database is useful tool for effective management especially when the amount of data becomes big, the project preparatory survey team and the project team should properly consider to what extent the database can be modified by implementing agencies to accommodate regulatory changes in future when including development of a database in project's activities.

- As stated above, supplemental indicators were set for the Overall Goal in this ex-post evaluation, as the original indicator is not specific enough to verify the achievement level of the Overall Goal. It is important for future projects to set an appropriate goal and indicators, so that a project can be evaluated properly based on such indicators.



Staff of NAFIQAD Branch 4 in Ho Chi Minh city is conducting analysis on GC-MS/MS equipment.



LC-MS/MS equipment in NAFIQAD Branch 6 in Can Tho.