

The Viet Nam Provincial Governance and Public Administration Performance Index (PAPI)



Measuring Citizens' Experiences

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Outline of Presentation

- Context and background
- What is PAPI?
- Project Structure / Implementation
- Methodology
- Key findings
- Some policy implications



- **Vietnam Fatherland Front (VFF)** central role of supporting implementation of public policies and monitoring of public sector performance at local level (Article 12, Law on VFF 1999 and GCentral VFF Committee Inter-agency Resolution 05/2006/NQLT-CP-UBTWMTTQVN dated 21/4/2006 on oversight of cadres, civil servants and Party members)ov &
- **Decision 136/2001/QD-TTg** on 17 September 2001 on Overall Program on State Administration Reform in the 2001-2010 period.
- **Resolution 17/2007/NQ-TW** on 1st August 2007 on the Acceleration of Administrative Reform and increase of the effect and effectiveness of the State Management
- **MPI's Decision 555/2007/QD-BKH** on issuing the results-based M&E framework for 2006-2010 SEDP
- **Resolution 21/2009/NQ-CP** on 12 May, 2009 on National Anti-Corruption Strategy towards 2020
 - Governmental decisions on building criteria for monitoring corruption and anti-corruption work
- **Socio-Economic Development Strategy (2011-2020)** on people's mastery of development process
- **Draft Proposal State Administration Reform in the 2011-2020** period

What is PAPI?



- A Governance and Public Administration Performance Index
 - A diagnostics tool collecting evidence and data at provincial level but can aggregate at national level
 - A social feedback mechanism that supports people's views/perceptions
 - A policy instrument able to gauge the experiences of users of public administrative services regarding the levels of satisfaction, effectiveness and efficiency of the public administration at the provincial level
- PAPI is about the experiences of users (clients) of services provided by the public administration apparatus.
- Besides PAPI, the Provincial Competitiveness Index (PCI) is collecting feedback from private businesses
- 2009: Pilot initiated in Phú Thọ, Đà Nẵng and Đồng Tháp;
- 2010: Pilot up-scaled to 30 provinces
- 2011: First nation-wide survey in all 63 provinces
- From 2012-2016: Repeated on an annual basis



Structure – Implementing Partners

NATIONAL ADVISORY BOARD

- ▶ Leads, guides and monitors implementation
- ▶ Ensures consistency and usefulness of information
- ▶ **Diversity of representation, renown expertise and commitment to development and PAR**



Close collaboration between:

- **Department of Law and Democracy & Centre for Theory Works**, VFF Magazine, **Vietnam Fatherland Front (VFF)**
- **Local VFF** of participating provinces
- **CECODES** (Center of Community Support & Development Studies)
- Citizens from the age of 18
- Technical Assistance from **UNDP**

International Expertise

- ▶ UNDP's in-house expertise
- ▶ Compliance with international standards
- ▶ Guidance and methodological advice

A Multistage Approach to Sampling in PAPI 2010



Sample selection steps

- From each selected province, the district that is seat of province was included as certainty unit and 02 other districts selected by PPS (based on population size of each district in the province) = **03 districts**;
- From each selected district, the commune that is seat of the district was selected as certainty unit, and one additional commune selected by PPS = **02 communes**.
- From each selected commune, the village that is seat of commune selected as certainty unit, and other village selected randomly by PPS = **02 villages**.
- From each village, a list of all households was compiled and **20 households** were selected randomly from the list.
- From the selected 20 households in each village, a list of all potential respondents was set up (with potential respondents aged between 18 and 65 years old and currently living in the province).
- From the 20 households 1 respondent from each household was selected and a further 10 were randomly drawn as a replacement list.



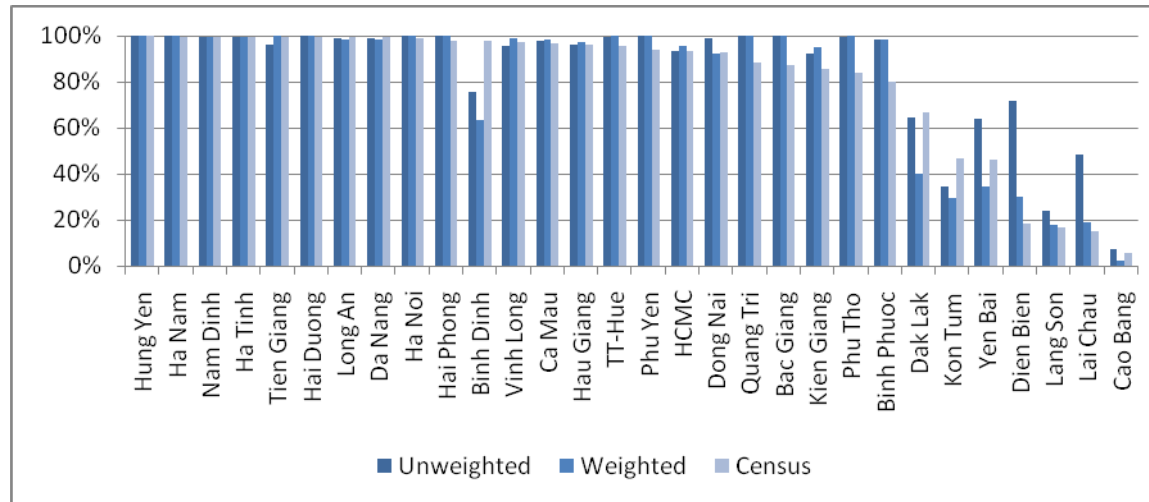
Survey statistics – demographics summary

- Rigorous and scientific process of social research
- Large scale survey that takes into account key demographic characteristics of Vietnamese population structure:
 - **Number of Respondents:** 5,568 citizens (48% male, 52% female)
 - **Mean age of respondents:** 41 years old (98.90% from 18 – 65; and 1.10% over 65)
 - **Ethnicity:** 85% Kinh, 15% others
 - **Education:** 5% no formal education, 10% incomplete primary, 7% complete primary, 16% incomplete secondary, 21% complete secondary, 6% incomplete high school, 21% complete high school, 2% some university education, 11% complete university education
 - **Occupation by sector:** 39% Agriculture, 12% Government, 5% Private Industry, 3% SOEs, 20% Private Services, 2% military, 19% Others
 - **Household economic conditions:** 15% bad, 72% average, 12% good (self perceptions of interviewed respondents)

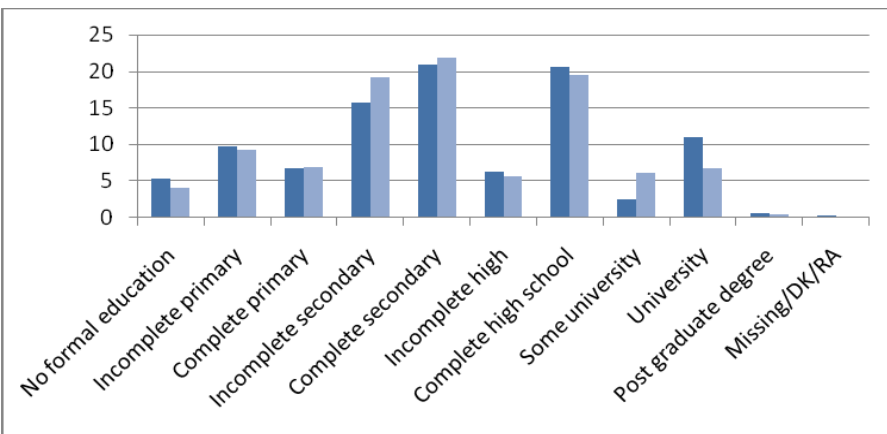


Representativeness: sample vs census data

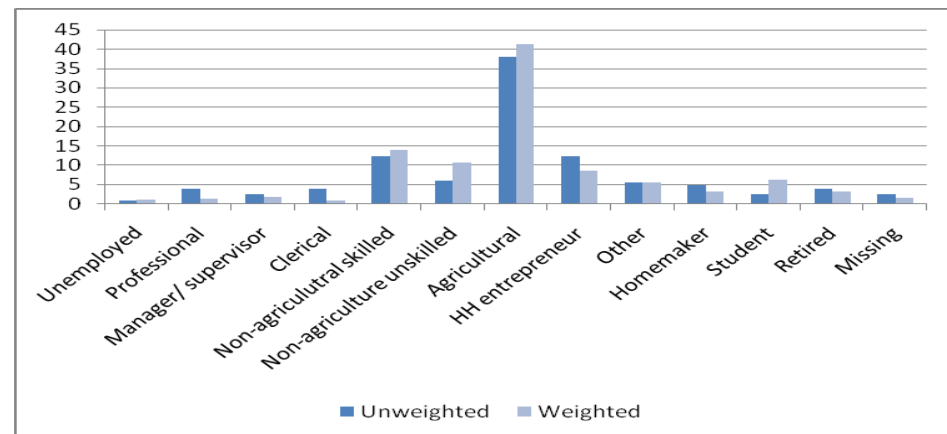
Ethnicity by Province



Level of education of respondents

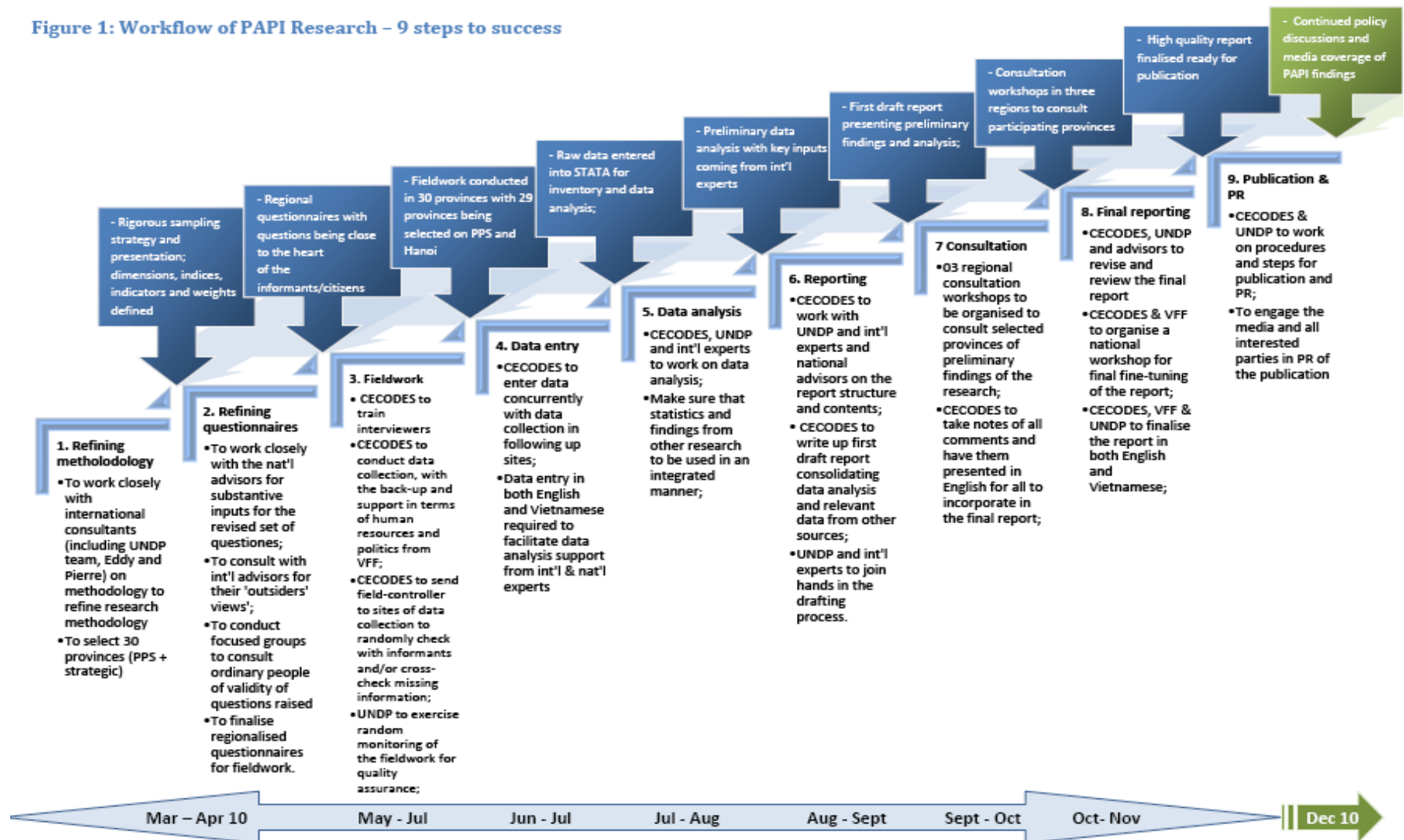


Types of occupation of respondents



PAPI – A rigorous implementation process

Figure 1: Workflow of PAPI Research – 9 steps to success

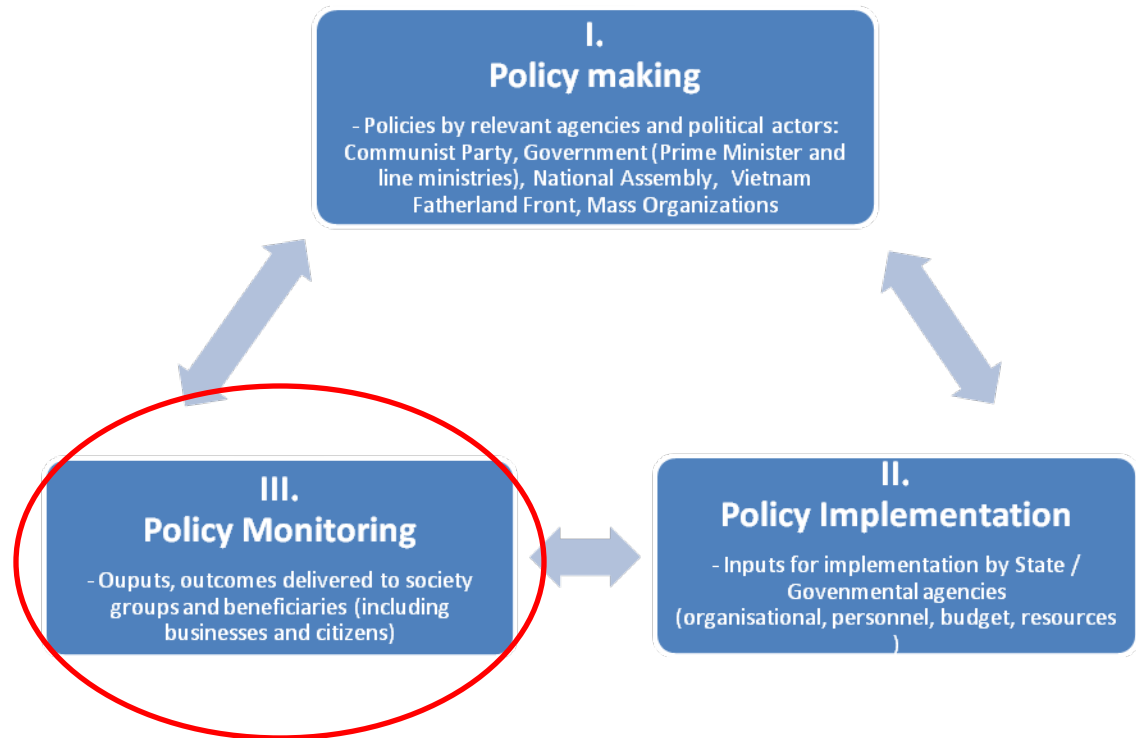




- Three major policy areas
 - Policy Making
 - Policy Implementation
 - **Policy Monitoring**

▶ 6 key dimensions of Governance and Public Administration

- ▶ D1. Participation of citizens
- ▶ D2. Transparency
- ▶ D3. Vertical Accountability
- ▶ D4. Control of Corruption
- ▶ D5. Public Administrative Procedures
- ▶ D6. Public Service Delivery



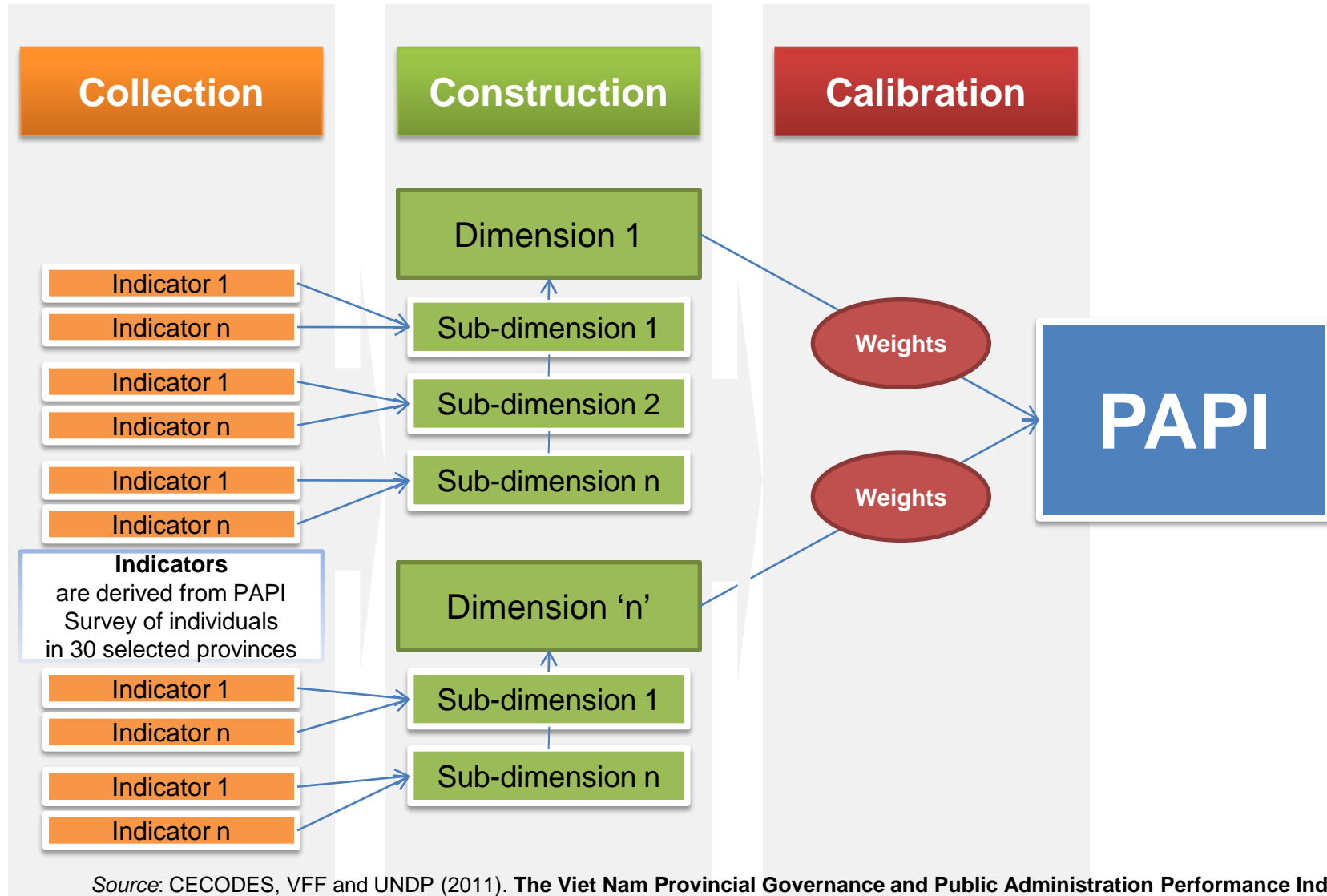


PAPI's multidimensional assessment

Dimensions	Sub-dimensions	Key performance areas under assessment
D1. Participation at local levels	<ul style="list-style-type: none"> - Civic Knowledge - Opportunities for Participation - Elections Quality - Voluntary Contributions 	Mechanisms for citizens to take part in governance and public administration processes
D2. Transparency	<ul style="list-style-type: none"> - List of poor households - Commune's budgets - Land use plans 	Flow of timely and reliable information (of economic, social and public nature) about government services provision
D3. Vertical accountability (citizens monitoring)	<ul style="list-style-type: none"> - Interactions with local authorities - People's Inspections Boards - Community Investment Supervision Boards 	The extent to which those who act on behalf of the people are answerable for what they do
D4. Control of corruption	<ul style="list-style-type: none"> - Limits on Public Sector Corruption - Limits on Corruption in Public Service Delivery - Equity in Public Employment - Willingness to Fight Corruption 	Extent of corruption; as well as citizen's motivation in denouncing corruption and their fears of discrimination
D5. Public administrative procedures	<ul style="list-style-type: none"> - Public Notary Services - Procedures for Construction Permits - Procedures for Land Use Rights Certificates 	Implementation and performance of selected but relevant administrative provinces in terms of intensity of use and efficiency of services rendered
D6. Public service delivery	<ul style="list-style-type: none"> - Public Health Care - Public Primary Education - Infrastructure - Law and Order 	Public services (i.e. health care, education, water supply and citizens' safety) being provided at local levels



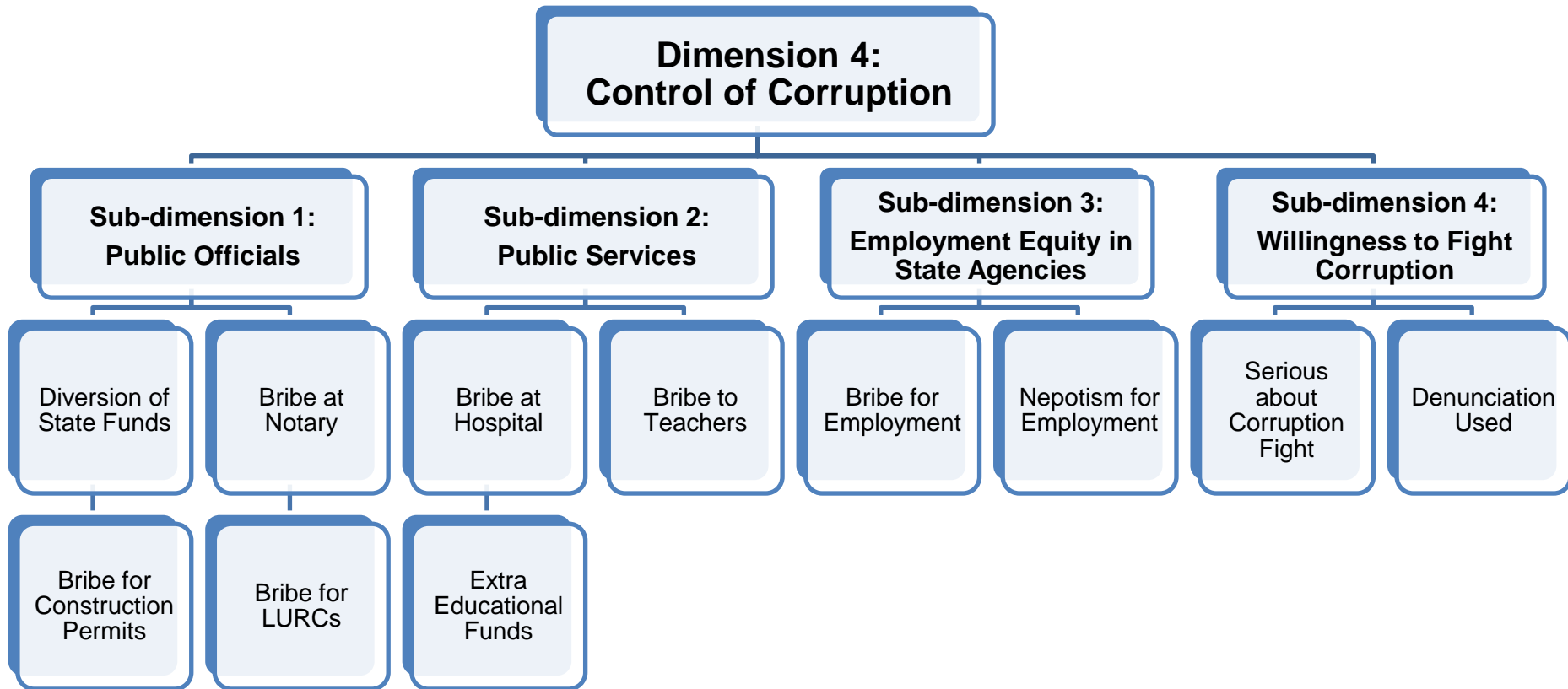
Figure 3.5: PAPI's Collection, Construction and Calibration Methodology



Source: CECODES, VFF and UNDP (2011). **The Viet Nam Provincial Governance and Public Administration Performance Index (PAPI): Measuring citizens' experiences.** Hanoi

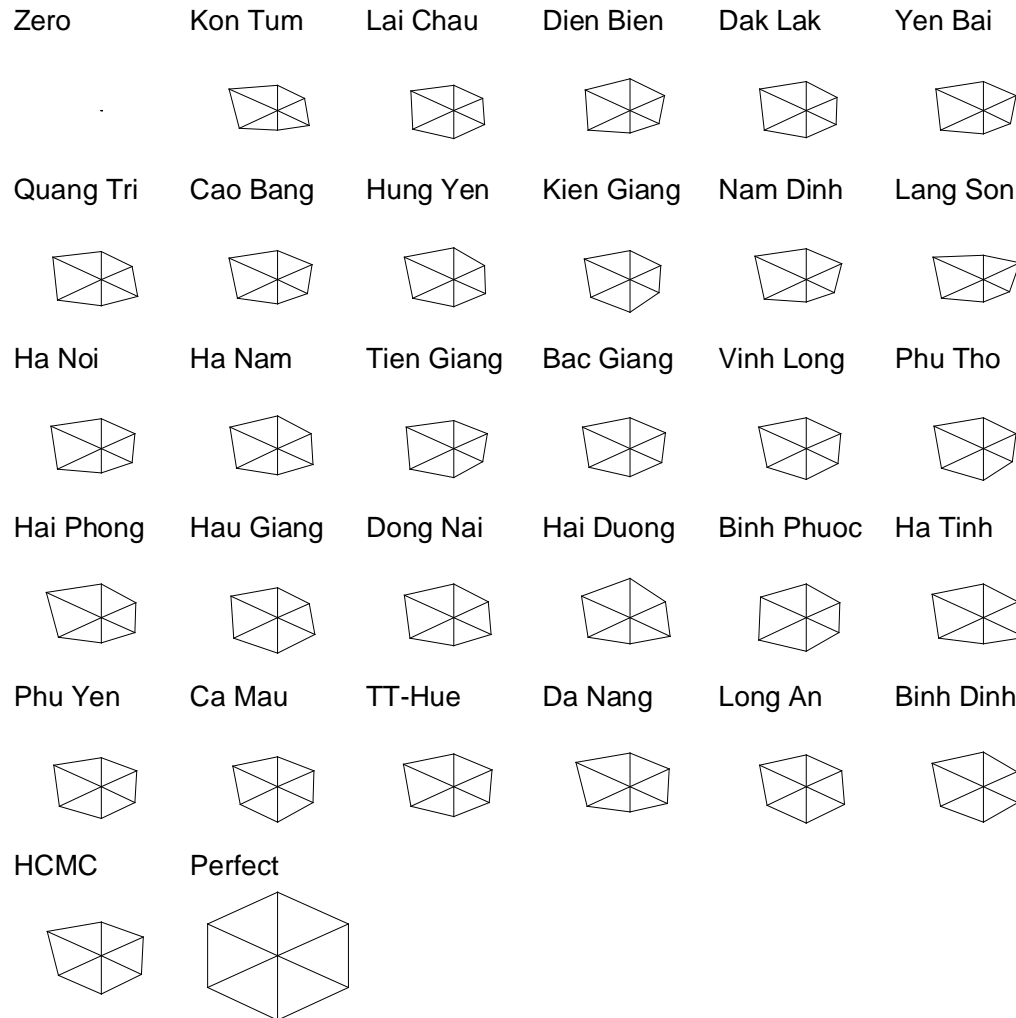


Figure 3.6: Example of PAPI's Control of Corruption (Dimension 4) Construction





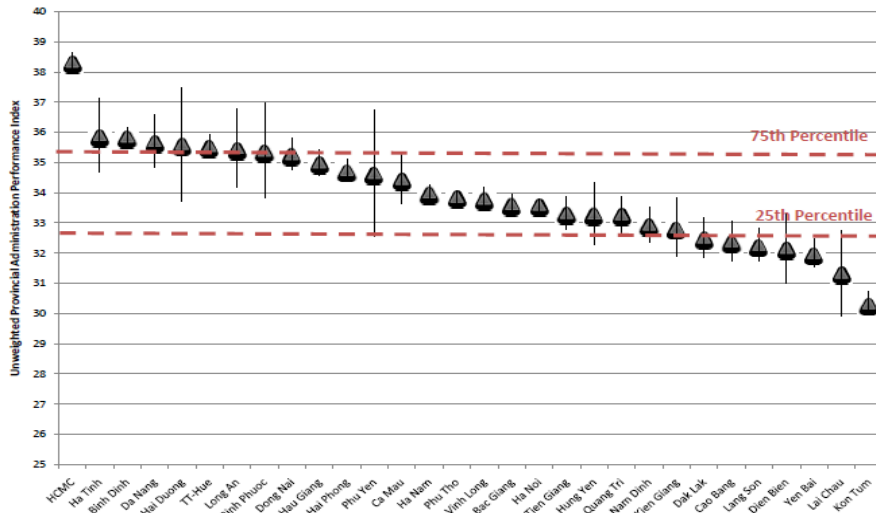
PAPI's multidimensional dashboard



- Participation/Elections
- Transparency
- Downward Accountability
- Control of Corruption
- Administrative Procedures
- Public Service Delivery



PAPI Composite Index

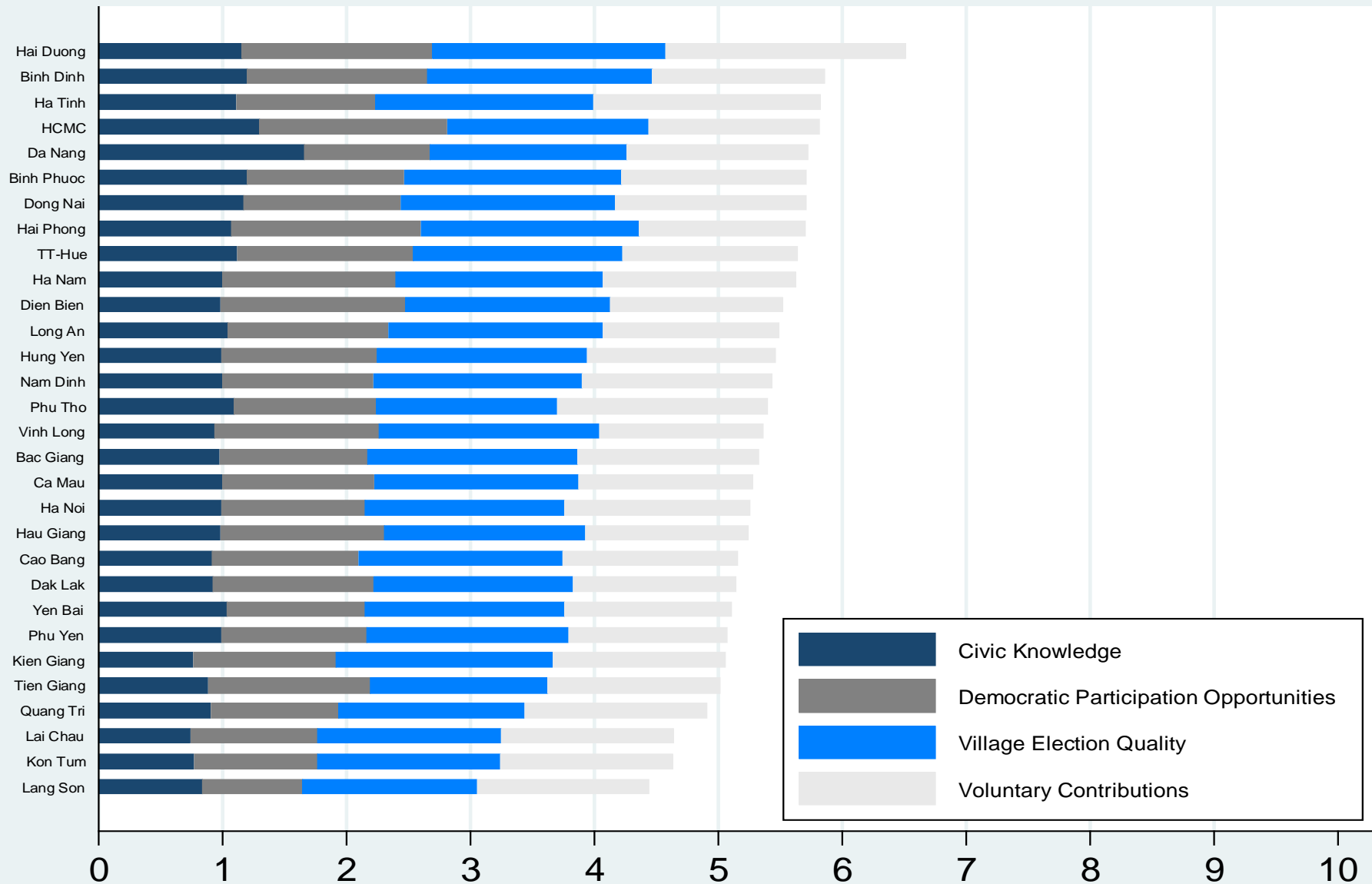


- Performance of individual dimensions are quite different, and also different to the overall PAPI composite
- Differences between provinces not large, except at both ends
 - HCMC scores much higher than other 29 provinces
 - Kon Tum scores substantially lower than other 29 provinces

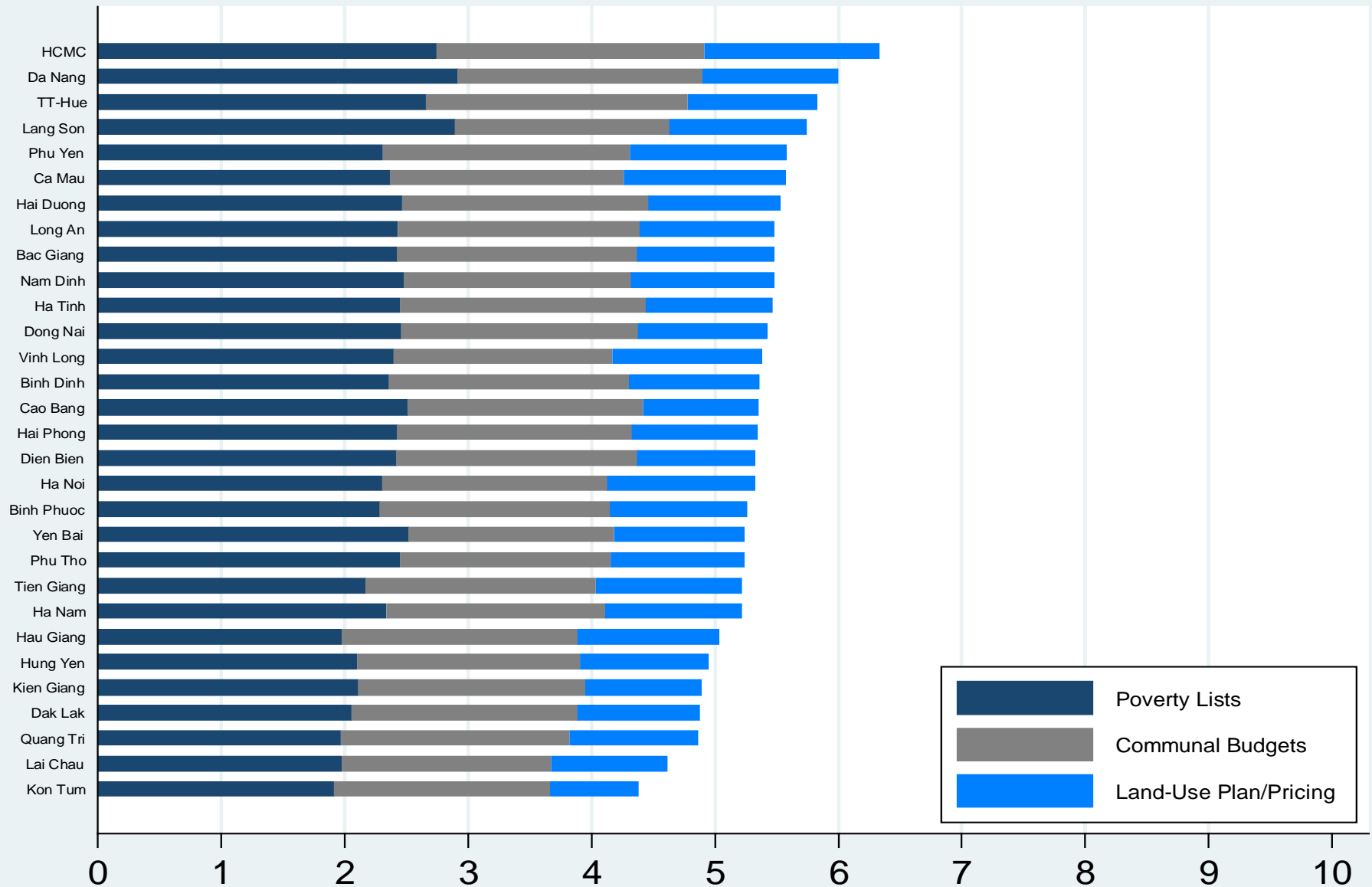
- The top one thirds are located in the southern central and southern regions, with exceptions of Hai Duong and Ha Tinh
- Four tiers of provinces with points estimates statistically significant with the CIs of 90%:
 - Top provinces significantly above 75th percentile: HCMC, Ha Tinh, Da Nang, Binh Dinh and TT-Hue
 - Not significantly different from 75th percentile, but significantly greater than 35: Long An, Binh Phuoc, Dong Nai, Hau Giang, Hai Phong, Phu Yen
 - Significantly above 25th percentile, but lower than 35: Ha Nam, Phu Tho, Vinh Long, Bac Giang, Ha Noi
 - Bottom provinces significantly below 25th percentile: Yen Bai and Kon Tum

Other provinces fluctuate between different tiers for their point estimates may change when taking the CI of 90%

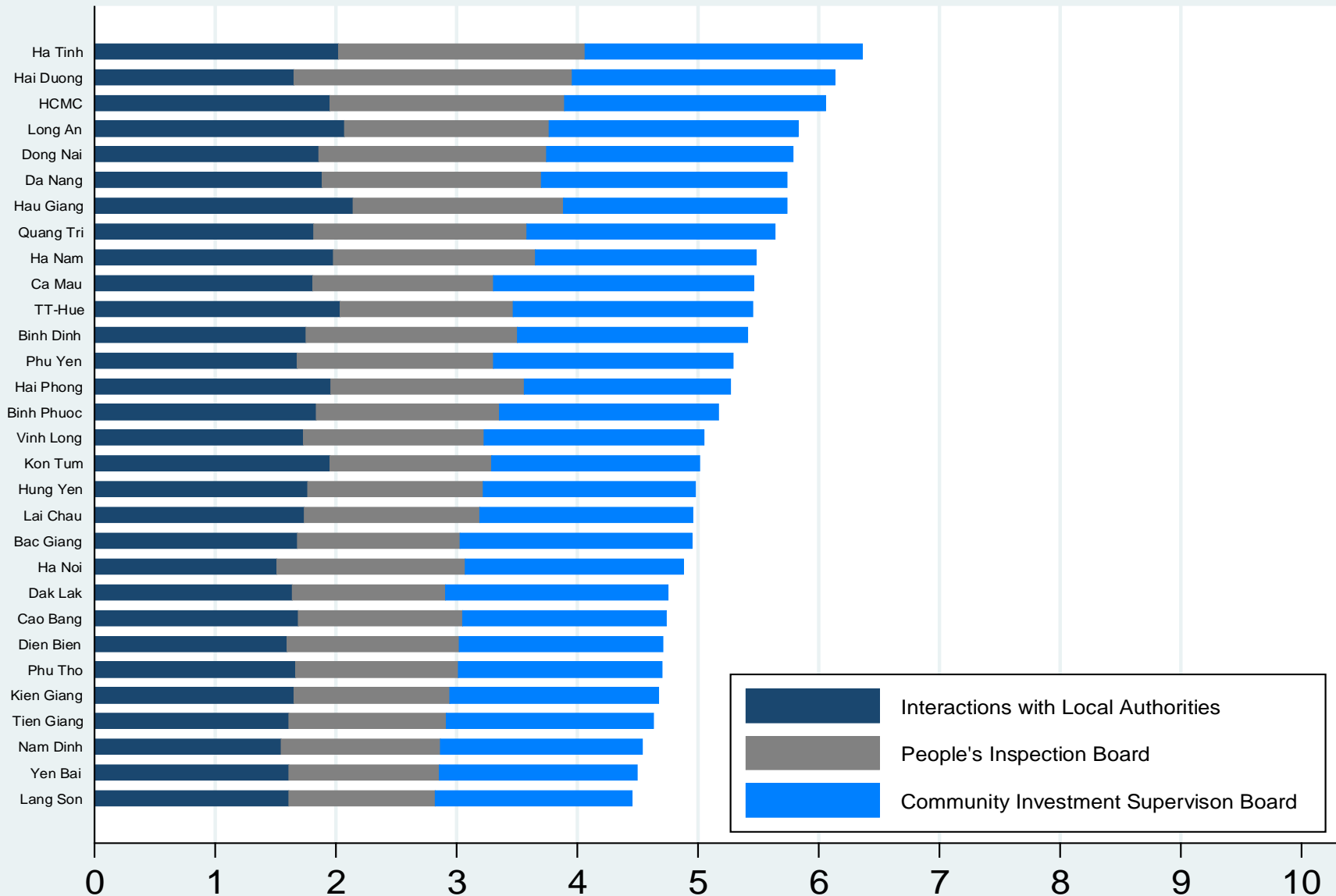
Dimension 1. Participation at local levels



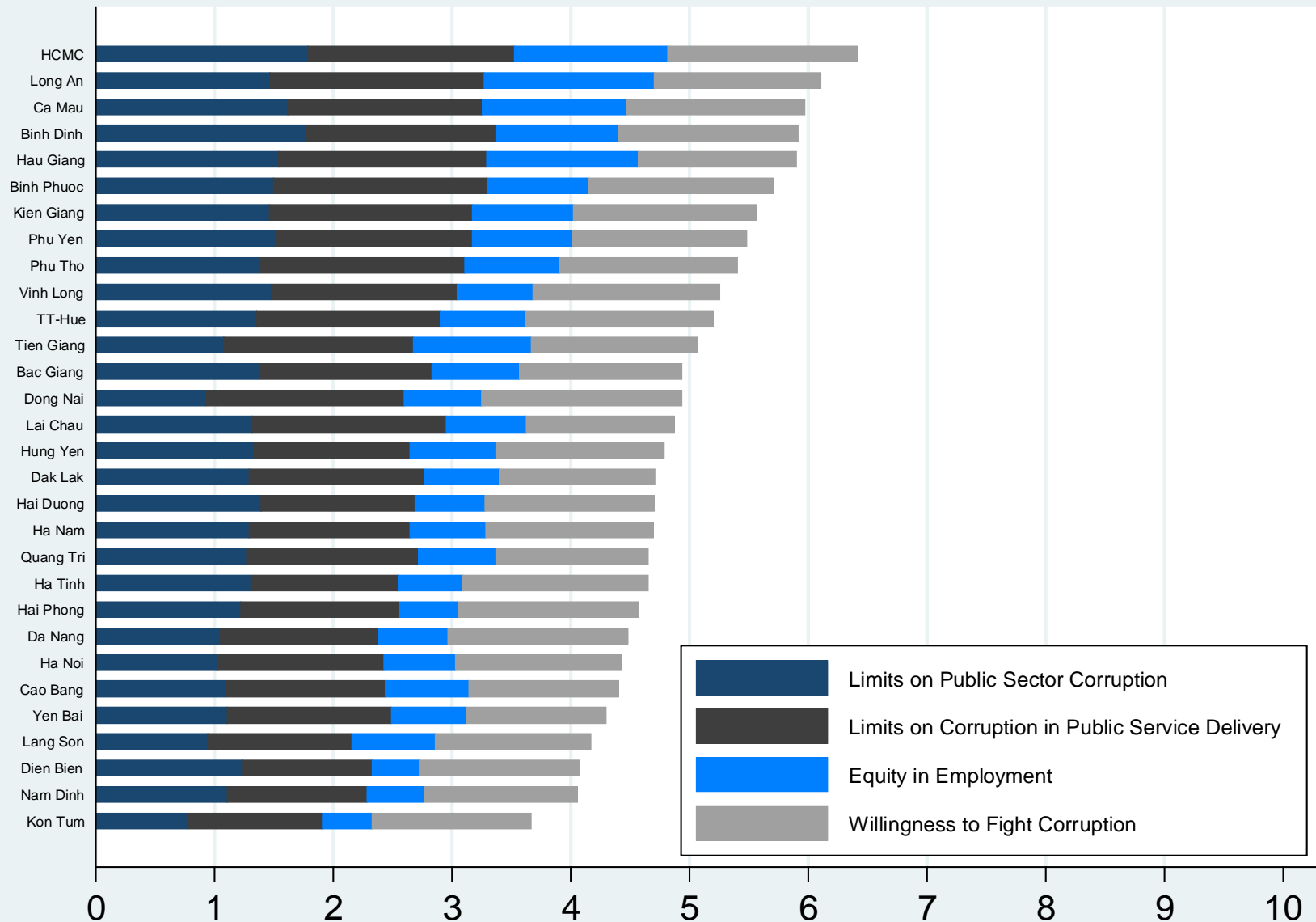
Dimension 2. Transparency



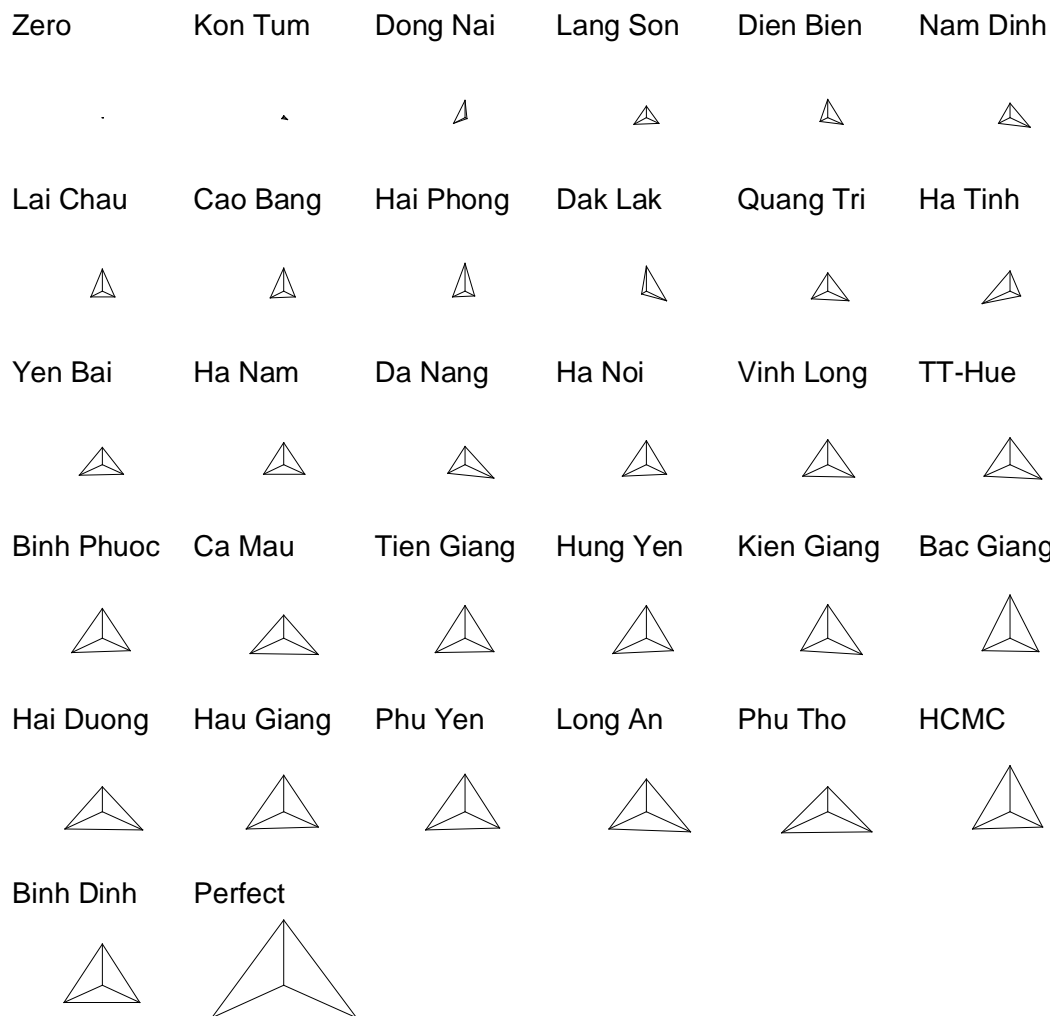
Dimension 3. Vertical Accountability



Dimension 4. Control of Corruption



Experience with Petty Corruption in the Public Sector (By Province) (Branch Size= % of respondents who claim type DOES NOT take place; Perfect =100%)



- ⌚ No Diversion of Public Funds
- ⌚ No Bribes for Land Title
- ⌚ No Bribes for Construction

- Most common forms of petty corruption: extra payment to receive construction permits ...
- The bigger the star graph, the less corruption
- 73% in HCMC and 67% in Binh Dinh deny diversion of public funds
- Phu Tho low levels of bribery for land and construction (65% and 65% deny action)
- Kon Tum, Dong Nai, Lang Son, Dien Bien and Nam Dinh on the bottom league!



- Scientific nature and robustness of implementation reflects accurately what happens at provincial level
- PAPI informs the experiences (or awareness and feedback) of citizens from provinces of the performance of governance and public administration
- PAPI as a reference for provinces as it reflects the reform efforts in the process to improve the quality and availability of governance and public administration
- PAPI complements PAR efforts at the provincial level
- Provincial authorities can see their strengths and weaknesses as well as causes, so that they can find practical solutions to improving the performance of the public administration system
- Objective information → supports policy making, implementation and monitoring processes at national and provincial levels
- For further information: www.papi.vn

Initial Impacts of PAPI 2010



Provincial

- Increasing evidence of provinces discussing PAPI findings and ways to improve performance (Ha Tinh, Kon Tum, HCMC and Da Nang).

National

- Viet Nam National HDR 2010 on social services
- Some indicators were used in Government Inspectorate (GI) Report to the Standing Committee of the National Assembly & in M&E indicator system on Anti-Corruption under construction
- PAPI data used to identify its usefulness for monitoring the implementation of the National Strategy on Gender Equality



International

- PAPI's framework, methodology and philosophy highlighted as a international example in several international discussions (Beijing, Nepal, Tunisia, ASEAN + ROK, and Indonesia forthcoming).



Provincial Governance an... x

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- Frequently Asked Question (FAQ)

About PAPI

The Provincial Governance and Public Administration Performance Index (PAPI) is a joint research collaboration between CECODES, the Viet Nam Fatherland Front (VFF), and UNDP Vietnam. PAPI systematically measures and monitors the performance of governance and the public administration system at the provincial level in Viet Nam. By capturing citizens' experiences of public administration and comparing and ranking provinces, provincial governments will have strong incentives to improve their performance. The index will also empower citizens to raise their voices about their preferences, frustrations and recommendations in terms of public services (including both public administrative as well as public services).

In 2009, PAPI was piloted in three provinces and key findings were presented to senior local government officials, Communist Party leaders, VFF representatives, government agencies as well as media from the involved provinces. Encouraged by the endorsement and useful feedback provided by these stakeholders, the methodology is being further improved in order to formulate a rigorous and objective PAPI. This year it is being rolled out in 30 provinces and it is expected that from 2011 onwards PAPI will be implemented in all 63 provinces in Viet Nam.

PAPI assesses three mutually reinforcing processes: policy making, policy implementation and the monitoring of public service delivery. The dimensions are specifically



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