



Centre for Community Support  
and Development Studies



Centre for Research  
and Training of  
The Vietnam Fatherland Front



# PAPI 2022

## The Viet Nam Provincial Governance and Public Administration Performance Index

Measuring citizens' experiences, 2022



Citation: CECODES, VFF-CRT, RTA & UNDP (2023). **The 2022 Viet Nam Provincial Governance and Public Administration Performance Index (PAPI 2022): Measuring Citizens' Experiences**. A Joint Policy Research Paper by Centre for Community Support and Development Studies (CECODES), Centre for Research and Training of the Viet Nam Fatherland Front (VFF-CRT), Real-Time Analytics (RTA), and United Nations Development Programme (UNDP). Ha Noi, Viet Nam.

The cover image portrays the eight dimensions that PAPI is comprised of, made up of a variety of input data points from citizens' experiences with and opinions of governance and public administration performance at all government levels. Data points are pebbles used to build the foundation and pillars of governance and public administration, to reflect the fact that all levels of government should respect and well implement the principle of "people-centered" that observes the motto "people know, people discuss, people do, people monitor, people verify, people benefit" of the 2022 Law on Grassroots Democracy Implementation and relevant policies and laws.

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Cover design: Nguyen Thuy Duong – [muntoon.com](http://muntoon.com)

Lay-out design: Golden Sky Co. Ltd. – [www.goldenskyvn.com](http://www.goldenskyvn.com)

Publishing licence No: 948-2023/CXBIPH/162-19/TN and 655/QĐ-NXBTN issued on 28<sup>th</sup> March 2023

ISBN: 978-604-9965-47-0



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Centre for Community Support and Development Studies (CECODES)  
Centre for Research and Training of the Viet Nam Fatherland Front (VFF-CRT)  
Real-Time Analytics (RTA)  
United Nations Development Programme (UNDP)

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**LIST OF ABBREVIATIONS AND ACRONYMS**

AMCE	Average Marginal Component Effects
BRVT	Ba Ria-Vung Tau
CECODES	Centre for Community Support and Development Studies
CEPEW	Center for Education and Empowerment of Women
COVID-19	Coronavirus Disease 2019
CPII	Citizen Powered Innovation Initiative
CRT	Centre for Research and Training
GSO	General Statistics Office of Viet Nam
HCMA	Ho Chi Minh National Academy of Politics
HCMC	Ho Chi Minh City
IPS	Institute for Public Policies and Media Development
LGBTIQ+	Lesbian, Gay, Bisexual, Trans, Intersex and Queer
LURCs	Land use rights certificates
MDRI	Mekong Development Research Institute
PAPI	Viet Nam Provincial Governance and Public Administration Performance Index
PPS	Probability proportional to size
PwDs	Persons with Disabilities
RTA	Real-Time Analytics
SEDS	Socio-Economic Development Strategy
TT-Hue	Thua Thien-Hue
UNDP	United Nations Development Programme
VFF	Viet Nam Fatherland Front
VFF-CRT	Centre for Research and Training of the Viet Nam Fatherland Front
VND	Viet Nam Dong

# FOREWORD

In 2022, the 14th round of the Viet Nam Provincial Governance and Public Administration Performance Index (PAPI) research was conducted in the context of Viet Nam accelerating efforts to overcome the socio-economic impacts of the COVID-19 pandemic. The year also witnessed the Party and State of Viet Nam scaling-up their anti-corruption campaign, leading to unprecedented changes in the State apparatus that grabbed the public's attention. With 2022 also the second year of the 2021-2026 term for government at all levels, there are high public expectations for reforms to realize modern, effective and efficient national governance and a State apparatus that serves citizens according to the Resolution of the XIII Congress of the Communist Party in 2021.

Returning to the face-to-face interview method applied before the COVID-19 pandemic, in 2022 the PAPI research programme made important improvements in its implementation process and was successful in reaching and soliciting opinions from 16,117 citizens from the age of 18 years old. This is a record number for annual PAPI surveys since 2009. Of the respondents, nearly 1,200 were temporary residents from 12 provinces of destination with positive net migration rates, helping to ensure that the PAPI sample was more inclusive of data from one of the most vulnerable groups of the population—temporary residents in migrant-receiving provinces.

Since PAPI's inception in Viet Nam in 2009, nearly 180,000 citizens have had the opportunity to evaluate the performance of their local governments in terms of governance, public administration and public service delivery. This makes PAPI one of the largest and most important sociological research programmes in Viet Nam, documenting the transformations in national and local governance and public administration performance as well as the socio-economic development of Viet Nam over nearly a decade and a half.

In 2022, PAPI consolidated and further developed its already high profile and triggered engagement within the public, government and public agency spheres. Half of all 63 provinces across the country held provincial conferences, analyzing their results and discussing solutions. Two-thirds of provinces renewed action plans and directives to improve local government performance. PAPI was also repeatedly referenced in important documents of the Politburo, government, National Assembly and socio-political organizations. Such positive responses to PAPI are a great source of inspiration to even further elevate our performance and reach. In return, we acknowledge and encourage local authorities at all levels to examine each specific PAPI indicator instead of simply looking at aggregate PAPI scores to rank themselves, when searching for solutions to improve the efficiency of implementing each specific policy issue to meet the increasing demand and expectations of citizens.

The results of the PAPI survey are also increasingly attracting media attention and are being used in numerous international and domestic research and development projects. For instance, in 2022, PAPI data was used in 14 research and advocacy publications, six policy discussions in journals, and presented in eight symposiums, aside from other international publications.

We deeply appreciate the ongoing commitment of PAPI respondents, members of the National PAPI Advisory Board, leaders and civil servants from all levels of government, central agencies and local departments, and especially from our donors. In the years to come, the PAPI research programme will ensure the PAPI Index continues its role to provide reliable data on local governments' performance in governance, public administration and public service delivery, promoting transparency and accountability, and contributing to public sector innovation and Viet Nam's overall development.

Centre for  
Community Support  
and Development Studies

Centre for Research  
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the Viet Nam Fatherland Front

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Development Programme  
in Viet Nam

# ACKNOWLEDGEMENTS

This 2022 PAPI Report is a result of the 14<sup>th</sup> iteration of a deep partnership and close collaboration between the Centre for Community Support and Development Studies (CECODES), the Centre for Research and Training of the Viet Nam Fatherland Front (VFF-CRT), and the United Nations Development Programme (UNDP) in Viet Nam. Since 2015, Real-Time Analytics (RTA) has provided technical support to digitize PAPI's data collection processes. The Ho Chi Minh National Academy of Politics (HCMA) and other research institutions play a crucial role in promoting PAPI findings to central and provincial leaders, through research that supports action and policy advice.

The 2022 PAPI Report is co-authored by Ms Đỗ Thanh Huyền (Policy Analyst, UNDP Viet Nam), Dr Đặng Hoàng Giang (Deputy Director of CECODES), Dr Edmund J. Malesky (Professor of Political Economy at Duke University and a UNDP international consultant on governance measurement), Dr Paul Schuler (Associate Professor of Political Science at the University of Arizona and a UNDP international consultant on research quality control) and Dr Trần Công Chính (Deputy Director of CECODES and a Lecturer at the Faculty of Development Economics, University of Economics and Business, Viet Nam National University).

The 2022 PAPI survey was made possible with the diligent guidance from the Viet Nam Fatherland Front (VFF) and its proactive collaboration with local VFF chapters from provincial to grassroots levels. Special thanks also goes to all 16,117 Vietnamese citizens who were randomly selected and participated in face-to-face interviews in 2022. These respondents actively contributed to the survey by sharing their valuable experiences of interactions with local authorities and their perspectives on governance, public administration performance and public service delivery in their localities.

The PAPI research programme is guided by the PAPI Advisory Board, which is composed of 28 national and international members (see the list of board members on page xii). The Advisory Board delivered important insights into Vietnamese public policies and practices as well as knowledge of international standards in the areas of participatory governance and public administration. Board members also played instrumental roles in making PAPI relevant and accountable to different beneficiaries and stakeholders.

The PAPI research programme has greatly benefited from strategic advice from UNDP Viet Nam, in particular Ms Ramla Khalidi, Resident Representative; Mr Patrick Haverman, Deputy Resident Representative; and, Ms Diana Torres, Assistant Resident Representative and Head of Governance and Participation. Ms Nguyễn Việt Lan, UNDP Communication Specialist, has provided substantive communication support since 2009 and Ms Trần Thị Vân Anh, UNDP Communication Officer, manages PAPI communication materials and updates PAPI's website and social media channels. Mr Đặng Văn Phú, PAPI Research Assistant; and Mr Anthony Garcia, a graduate student at the University of California, San Diego and a PAPI intern, provided research assistance during the writing process.

The longstanding partnership with the HCMA is the result of strong support from HCMA President Dr Nguyễn Xuân Thắng and other HCMA leaders and senior experts (especially Dr Bùi Phương Đình, Dr Đặng Ánh Tuyết, Dr Lê Văn Chiến, Dr Hà Việt Hùng, Dr Trần Quang Diệu and Dr Hoàng Văn Nghĩa). HCMA has been instrumental in disseminating PAPI findings to provinces and has also used PAPI findings in its own executive training programmes over the years.

Warm appreciation is extended to the National Assembly Library for its support in disseminating annual PAPI reports to National Assembly members. This has ensured PAPI findings have been shared and discussed at National Assembly meetings.

For their invaluable work in successfully collecting PAPI data in 2022 and in previous years, special thanks goes to VFF-CRT Director Dr Lê Mậu Nhiệm, senior managers and colleagues. VFF-CRT has been instrumental in facilitating engagement with the 63 provincial VFF committees.

Field controllers also played a critical role in the 2022 PAPI survey, including Mr/Ms Bùi Đức Khanh, Bùi Thị Thanh Hằng, Đặng Hoàng Phong, Đặng Phương Giang, Đặng Quốc Trung, Đinh Thu Hằng, Đinh Y Ly, Lê Kim Ngân, Lê Minh Tâm, Lê Văn Lư, Nguyễn Hữu Tuyên, Nguyễn Thị Lan Anh, Nguyễn Thị Như Thùy, Nguyễn Thị Quỳnh Trang, Nguyễn Thu Hiền, Nguyễn Thu Trang, Nguyễn Văn Hiệu, Nguyễn Văn Thắng, Phạm Thị Cẩm Giang, Phạm Hồng Nga, Phạm Văn Thịnh, Phan Lạc Trung, Quách Minh Vinh, Trần Bội Văn, Trần Đình Trọng, Trần Đức Ngọc, Trần Duy Hòa, Trần Phương Thảo, Trần Thị Thường, Trịnh Thị Trà My and Vũ Chiến Thắng. These field controllers all deserve a special mention as they ensured the data collection process was fully compliant with strict and upgraded 2022 PAPI procedures and standards throughout the survey period from 10 August to 1 December 2022. Mr Phạm Minh Trí and Dr Trần Công Chính (CECODES), Ms Đặng Phương Thanh, Ms Nguyễn Khánh Linh and Ms Trần Thị Vân Anh (UNDP) conducted spot checks of field surveys in 25 provinces, in addition to daily monitoring through the rtSurvey application by Ms Đỗ Thanh Huyền (UNDP).

The tablet-based survey application and platform called rtSurvey would not have been possible without the technical support and services provided by RTA. Our deep appreciation goes to RTA Director Dr Lê Đăng Trung and his associates, including Ms Trần Thị Phượng and others. The RTA team worked diligently to ensure that the tablet-based platform, fieldwork monitoring website ([www.papivn.rtsurvey.com.vn](http://www.papivn.rtsurvey.com.vn)), and real-time data collection operated smoothly and that field support services were available during the survey.

In addition, the hard work and patience of 247 enumerators, selected from 558 university student and graduate applicants across Viet Nam, are warmly acknowledged. Without these young and enthusiastic interviewers, the 2022 PAPI data collection process could not have been completed. In particular, CECODES collaborator Ms Đinh Y Ly is thanked for her support in recruiting the enumerators, following a rigorous selection process to meet strict PAPI research requirements.

The work of Mr Đặng Hoàng Phong, Ms Bùi Thị Khánh Hưng, Ms Phạm Thị Minh Nguyệt, Ms Nguyễn Thị Quỳnh Trang and Mr Trần Bội Văn (CECODES) and other interns at CECODES is also recognized, particularly their pivotal roles in facilitating the implementation of the fieldwork, providing logistical support, and effectively coordinating with provincial VFF committees during the data collection process. Mr Phạm Minh Trí (CECODES) followed up on the design of the 2022 tablet-based questionnaire and collaborated with the RTA team when required.

Mr Simon Drought, UNDP communication consultant, edited the English version of this report. W.G. Technology Solutions supported the development of the interactive [www.papi.org.vn](http://www.papi.org.vn) website. The report cover page and infographics were designed by Ms Nguyễn Thùy Dương. The 2022 PAPI Report was designed and printed by Goldensky (Richbrand) Company, which has worked on PAPI publications since 2009.

Finally, special thanks go to the Department of Foreign Affairs and Trade (DFAT) of Australia for its significant support and co-funding of the PAPI research programme from 2018-2025, the Embassy of Ireland in Viet Nam for co-financing PAPI from 2018-2023, and UNDP in Viet Nam for its funding support since 2009.

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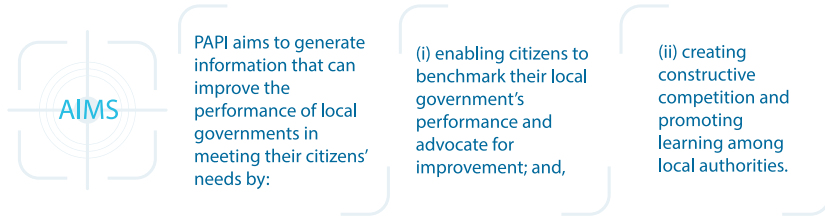
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*(Note: The list is in alphabetical order by family name)*

# SNAPSHOT OF 2022 PAPI



# 16,117



respondents to PAPI 2022 surveys

in 178,243 respondents from 2009 to 2022



**>500** substantive questions about Viet Nam's policy matters used in compilation of **>120** indicators

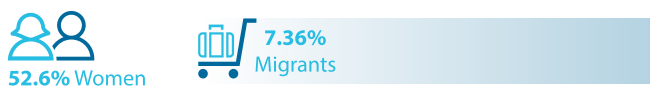
**45-60** minutes

- Face-to-face interviews
- Computer-assisted personal interviews conducted on tablets

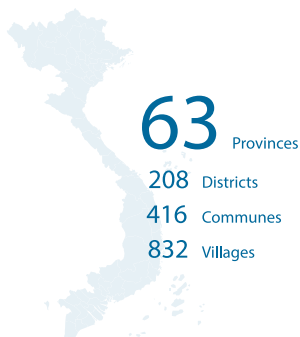
**5** SAMPLING STEPS:

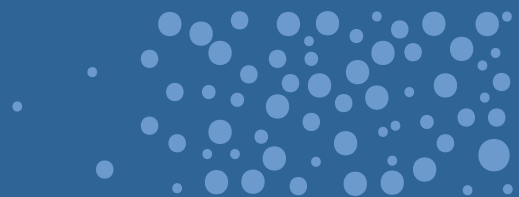
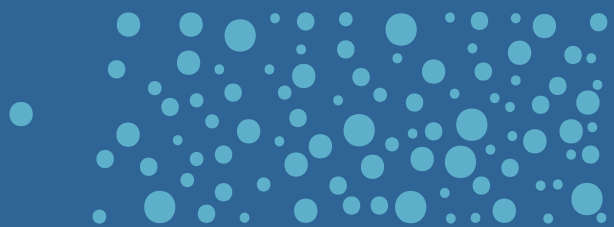
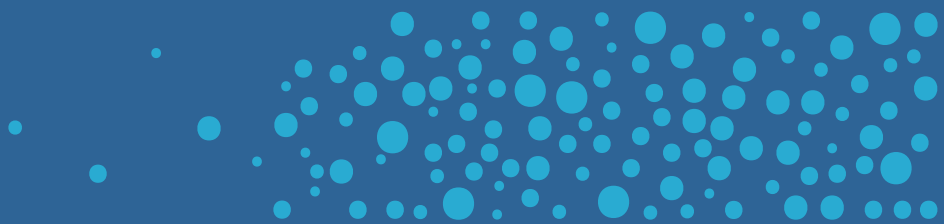
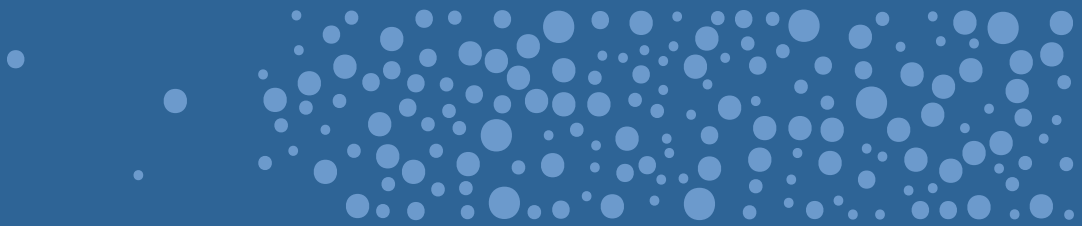
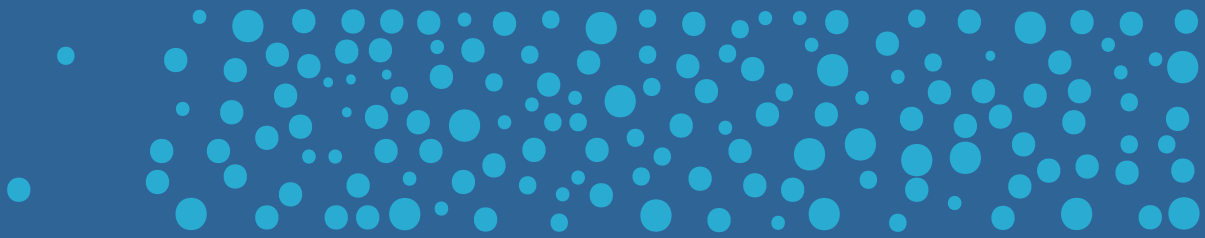
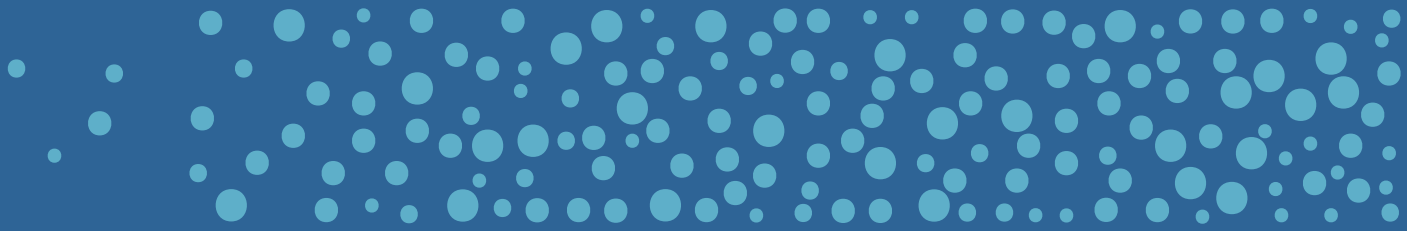
3 steps with Probability Proportional to Size (PPS) to select districts, communes and villages.  
2 steps with randomization to select households and respondents using 2019 Census Population Data.

## CITIZENS FROM ALL DEMOGRAPHIC BACKGROUNDS:



Samples representative of all ethnicities in Viet Nam









# EXECUTIVE SUMMARY

This Viet Nam Provincial Governance and Public Administration Performance Index (PAPI) report records **the voices of 16,117 respondents from across Viet Nam**, who shared their experiences of local government performance in governance, public administration and public service delivery during 2022. These respondents were randomly selected to represent the views of a broad spectrum of Vietnamese citizens, aged 18 years and above, from various demographic backgrounds. Of the 2022 PAPI survey sample, **14,931 were permanent residents** from across Viet Nam's 63 provinces, and **1,186 were temporary residents** from 12 provinces with the highest net ratios of internal migrants as reported in Viet Nam's 2019 Census data.

With the easing of COVID-19 pandemic-related restrictions from May 2022, the PAPI research team experienced a smooth year in survey implementation, in contrast to the two previous years. The fieldwork plan was implemented as scheduled upon effective collaboration between the Viet Nam Fatherland Front (VFF), Centre for Community Support and Development Studies (CECODES), Real-Time Analytics (RTA) and United Nations Development Programme (UNDP). The 2022 PAPI field work was successfully completed on 1 December 2022.

The PAPI research programme is the largest external annual nationwide policy monitoring tool in Viet Nam that prioritizes the views of citizens. Since its launch in 2009, PAPI has collected the perspectives and experiences of 178,243 randomly selected citizens aged 18 and above on governance, public administration and public service delivery performance in various sectors and at all levels of government. PAPI data is based on the citizens' interactions with local governments and public service providers within a year.

The overall aim of PAPI is to improve the quality of government functions, the responsiveness,

transparency, and accountability of public institutions, and ensure basic human rights in terms of freedom of expression, access to information and access to quality services. With evidence collected from citizens as the end-users of government services, not only through PAPI surveys but also thematic research and policy advice, PAPI helps identify policy gaps that can inform policy-making agencies and motivate improvement in government performance.

With PAPI now covering a third government term from 2021 to 2026 (after the 2011-2016 and 2016-2021 terms), its time-series datasets serve as a treasure trove of data and information that is useful for policy research and advocacy. PAPI data help anticipate governance trends and facilitate solutions to improve government functioning and performance, so that citizens feel more confident in government and motivated to contribute to Viet Nam's sustainable development, especially its recovery efforts after the pandemic-stricken year of 2021 and amidst economic uncertainties.

This report contains three chapters. Chapter 1 provides a national overview of the performance of local governance and public administration in 2022, with comparative analysis of previous years' performances. Furthermore, it highlights the main concerns of citizens during 2022, which can assist central and local governments to prioritize efforts to meet people's demands and expectations. Chapter 2 focuses on citizens' experiences with local land governance, presenting evidence and insights to inform policy discussions regarding potential amendments to the 2013 Land Law. This chapter also provides an analysis of voting choices that reflect inclusive political rights for the LGBTIQ+ community, persons with disabilities, people with diverse demographic backgrounds and residential status, aiming to establish several baselines for monitoring the related regulations of the 2022 Law on Grassroots Democracy Implementation over time. Finally, Chapter 3 features dashboards that

offer a summary of provincial performance in 2022 across all eight PAPI dimensions and at aggregate level. This chapter aims to provide provincial leaders and practitioners with a clear overview of their achievements and areas for improvement, which can guide their efforts in meeting the expectations of their citizens in 2023 and beyond.

The following sections highlight important findings and implications from the 2022 PAPI Report.

## Governance and Public Administration Performance in 2022

**The year 2022 witnessed a contrasting picture of overall performance of governance and public administration in Viet Nam.** Taking a broad overview of all eight PAPI dimensional scores, 2022 was a mixed year. While three dimensions of Participation at Local Levels (Dimension 1), Public Administrative Procedures (Dimension 5) and E-Governance (Dimension 8) showed progress, Dimension 2 'Transparency in Local Decision-making' remained largely unchanged. However, the other four dimensions saw declines, with the drop-off in performance in Control of Corruption in the Public Sector (Dimension 4) and Public Service Delivery (Dimension 6) particularly significant.

**Little progress was made in ensuring transparency in local decision-making in the areas that PAPI measures.** This report drills down further into three dimensions – Dimension 2 'Transparency in Local Decision-making', Dimension 4 'Control of Corruption in the Public Sector' and Dimension 8 'E-Governance'. In Dimension 2, one reason leading to the stagnation of the dimensional score is the decline in transparency in the publicized poverty lists. The key reason for this trend is reductions in the perceived accuracy of the lists of poor households, with 5 percentage points more respondents reporting that eligible candidates were not on the lists compared to 2021. Another area of concern was people searching for State policies and government regulations were less likely in 2022 to say they found the information they were looking for. One bright spot was the publicity of commune budgets and expenditure, where more people said they were able to access such financial information. Taken together, however, the developments in Dimension 2 'Transparency in Local Decision-making' were not all positive.

**Tackling corruption in the public sector at the local level took a step back from 2021.** Worryingly, scores fell in 2022 across all four sub-dimensions comprising the Control of Corruption in the Public Sector (Dimension 4): Limits on Corruption in Local Government, Limits on Corruption in Public Services, Equity in State Employment, and Government Willingness to Fight Corruption. While a total of 62.8 percent of respondents said that corruption decreased at the national level in 2021, that percentage fell to 60.67 percent in 2022. Similar reversals occurred when respondents were asked about changes in corruption situations at provincial or commune levels. One of the factors driving the declining numbers was increased concern about nepotism in State employment, with land registration another area where citizens identified particularly high levels of opacity and corruption. As to whether citizens felt the government was committed to tackling corruption, the survey showed they have more faith in the national level government to address it than at local level. Overall, the trends are concerning. Each year since the national anti-corruption campaign began in 2016 up to 2021, PAPI survey results from Dimension 4 on 'Control of Corruption in the Public Sector' showed positive trends. The 2022 survey for the first time in six years showed a reversal in this trend.

**E-services remained largely unused by segments of the population, despite citizens' increasing access to the internet.** Finally, this report reviews progress in E-Governance. While scores remained flat in two of the sub-dimensions, Access to E-Governance and E-Responsiveness of Authorities, citizens' access to the internet continued to surge in 2022 either through computers or smartphones. In 2022, nearly 76 percent of respondents said they had access to the internet, a 2-percentage point increase from 2021. Despite this rise, e-governance outlets remain limited in their usage. In 2022, fewer respondents who completed government certification or LURC procedures said they did so online than in 2021. Regarding the National E-service Portal, the survey findings suggest only a tiny portion of the population has accessed it or set up an account: less than 5 percent have ever visited the portal and only 3 percent have set up an account. Despite efforts to expand e-governance, the survey results suggest that the pace of increased internet access has yet to translate into broad use of e-governance by citizens at large.

## Issues of Greatest Concern from Citizens' Perspective in 2022

**Respondents' household economic situation slightly improved, but COVID-19 scarring was still visible in 2022.** The year 2022 saw higher economic growth after a historically bad third quarter in 2021 when lockdowns caused a dramatic decline in economic output. In this context, economic satisfaction should have improved in 2022. The PAPI survey results reflect that. In 2022, 11.4 percent of respondents saw their household economic situation as "poor or very poor", down from 15.3 percent in 2021. With that said, COVID-19 scarring is still visible. Other indicators point to economic conditions having not completely returned to normal. In 2022, 56 percent of respondents said their economic conditions were better than before compared to 52 percent in 2021. However, aside from 2021, this percentage in 2022 was still the lowest since 2012. Similarly, those suggesting that their economic conditions were worse rose to their highest levels since 2012, except for 2021. These results show that, although economic conditions have improved since 2021, many respondents still seem to be feeling the lingering pain of the economic damage unleashed by the pandemic.

**Poverty and hunger returned to become the issue of greatest concern in 2022 after health and health insurance topped the list in 2021.** Turning to issues of greatest concern to citizens, as with most previous years, poverty reduction remained top of the top list. More than 22 percent said poverty reduction was their top concern, followed by economic growth, jobs and employment. Road infrastructure emerged as the fourth issue of greatest concern in 2022, followed by corruption. At the same time, there were profound differences in 2022 compared to 2021. Not surprisingly, reflecting the move to living with COVID-19, there was a dramatic decrease (18 percent) in respondents concerned with health care in 2022, with poverty reduction coming back into focus. Interestingly, consistent with the PAPI findings regarding Dimension 4 'Control of Corruption in the Public Sector' presented above, there was also increased concern with corruption in 2022 compared to the 2020-2021 period.

## Land Governance, Grassroots Democracy Implementation and Inclusive Governance in 2022

Chapter 2 provides in-depth analysis of three important governance aspects based on the 2022 PAPI data: land governance, grassroots democracy implementation, and inclusive governance that values all citizens, regardless of gender diversity, sexual orientation, disability, or temporary residency status. The findings are of great policy importance, especially with the 2013 Land Law under revision and the 2022 Law on Grassroots Democracy Implementation taking effect in 2023.

**The level of residential land seizures remains low, but farmland seizures reportedly increased in 2022.** Looking at land governance, since the most recent revision of the Land Law in 2013, reported land seizure rates declined dramatically until 2022. In 2021, 1.4 percent of the respondents reported having residential land seized, while in 2022 the number rose to 1.67 percent. Even with this increase, the level of residential land seizures remains low. Farmland seizures, however, are higher. About 4.1 percent of the respondents in 2022 reported having farmland seized. While perhaps small, this number is far more significant when considering the context of rural populations, for whom this is a relevant issue. In villages where at least 30 percent of residents work in agriculture, 6.5 percent reported having farmland seized in 2022 – up from 5.4 percent in 2021. In short, the seizure of farmland in rural areas remains a salient issue, which should be addressed by stronger regulations in the Land Law on transparency and equal access to land information.

**The number of citizens engaged in local land use planning and informed about land use plans remains low.** The survey also explored how informed citizens were about land plans that may result in land seizures. Notably, while land seizures declined after the 2013 Land Law, the percentage of respondents who reported having been invited to provide comments on and being informed about local annual land use plans in 2022 remain low at 28.5 percent and 17.7 percent respectively, a slight increase by 3 percent from the 2021 numbers. One possibility is that citizens were less likely to demand information about land plans if they were less concerned about the possibility of having their land seized. Another possibility is that many local governments did not update and disclose annual local land plans.

**Respondents' awareness of official land use prices diverged from those of actual market prices, especially in urban areas.** Although residential land seizures reduced, compensation for land seized remains a pertinent issue for citizens. Whether or not local governments base compensation rates on official or market land use rights transaction prices is a question of concern for citizens. The 2022 PAPI survey assessed this through a unique experiment. Each half of the survey respondents was asked about the official price and the market rate, respectively for a square metre of land in their locality. By comparing the two sets of answers, it was apparent that the two rates do not match. In more rural areas, there was little difference in the market and official rates. However, in urban areas where the land prices are higher, there were substantial differences: the average estimated market price for a square metre of land was VND 55.5 million compared to an average estimated official price of VND 37.5 million – a difference of VND 18 million.

**Most respondents were only aware of local official land prices when their residential land was subjected to local governments' land acquisitions.** The 2022 survey suggests that more respondents were unaware of both the official and market rates. Only 24 percent of those asked about the official price could supply an answer, in contrast to 30 percent who provided a market price, both less than one-third of the PAPI sample. Perhaps more importantly, many respondents were only aware of the official land price when they were personally impacted by a land seizure. For those who did not have land seized, only 26 percent provided an answer on the market or official rate compared to 43 percent of those who had land seized. The findings generate two important policy implications. First, changes in official prices should be more frequent to keep up with rapidly changing market prices, particularly in urban areas. Second, more transparency in land values and policies is needed to inform citizens of actual land prices so they are prepared before any land is acquired. This will give citizens the opportunity to comment on land prices before any seizure. Furthermore, accurate expectations could reduce dissatisfaction and disputes in instances where local governments need to acquire land.

**Competitiveness in village head elections is on the decline.** This report also looks at changes to grassroots democratic institutions through reviewing

the competitiveness of village elections and the role of village heads. Village elections have existed in Viet Nam since 2002 upon passage of the 2001 Law on Government Organization. However, the competitiveness of the elections is waning. In terms of candidates running in village head elections, the total number has consistently dropped over time. In 2011, about 56 percent of respondents reported their village elections had more than one candidate for them to vote. In 2017, it reached 57 percent. Since then, the numbers dropped to their lowest level of 45 and 48 percent in 2021 and 2022, respectively.

**Village heads were seen as less important in resource mobilization, while citizens still turned to them for advice and problem-solving.** The report shows that part of the decline in competitiveness could be driven by the less important role in mobilizing resources combined with increased responsibilities of the position. While citizens are more likely to contact village heads for support, village heads are decreasingly involved in mobilizing resources for voluntary contribution projects. The consistent burden and less important role raise the possibility that the declining competitiveness in elections is driven by fewer citizens wanting to take the job. This is something to follow up in future reports.

**Social bias against openly lesbian and gay candidates for elected representative positions was strong and requires timely attention for inclusive governance policy.** The 2022 PAPI survey looked at attitudes towards lesbian and gay people working in elected agencies. It aimed to measure the openness of Vietnamese citizens to elected representatives reflecting diverse gender diversity and sexual orientation. The report addresses this question as the Vietnamese Government signalled a willingness to improve the regulatory framework for LGBTIQ+ rights in Viet Nam. For instance, although gay marriage is still not legal in Viet Nam – although it is not outlawed either, there has been some progress in recent years. The PAPI survey assessed Vietnamese citizens' willingness to vote for LGBTIQ+ candidates. Results showed strong bias against lesbian or gay candidates running for the position of a National Assembly delegate or a village head. In a hypothetical matchup, lesbian candidates received 12 percent fewer votes than heterosexual male candidates, while gay men received about 8 percent fewer votes than heterosexual men candidates. More work needs to be done to determine the source of bias

against LGBTIQ+ candidates, as they will face strong headwinds in winning elections in the Vietnamese context, at national and grassroots levels, unless stronger inclusive governance policies and advocacy are in place.

**Disparities in governance and public administration experiences remain apparent between temporary and permanent residents in migrant-receiving provinces.** The final section of Chapter 2 presents findings on temporary residents' perceptions and experiences with local governance and public services as well as drivers of inter-provincial migration. It reveals the consistent differences in experiences observed since 2020, when PAPI first specifically included temporary residents in the survey sample. The findings highlight the need for efforts from migrant-receiving provinces' governments to bridge gaps to ensure migrants can fully realize their rights and achieve equality with residents of receiving communities. Besides, addressing migrants' immediate concerns related to poverty, employment, and education can contribute to their overall well-being and facilitate their integration into receiving communities.

### Assessing Provincial Performance in 2022 and Identifying Priorities for Immediate Action to Close Gaps

This section highlights the key findings regarding provincial performance in the eight dimensions of governance and public administration that PAPI measures, as well as provincial performance in the aggregate 2022 PAPI. Because the index structure remained unchanged in 2022 compared to 2021, while 2022 was the second year of the 2021-2026 government term, findings can be compared at indicator, sub-dimension and dimension levels. Where necessary, time-series perspectives of key indicators are presented to show meaningful trends over 2021 and 2022, allowing provincial governments to identify areas for improvement and strive for better performance in the coming years. To help provide readers and stakeholders with a visual break-down of performance within each dimension, PAPI groups scores under four quartiles: High, Mid-High, Mid-Low and Low, with 25 percent of 63 provinces in each group.

**Participation at Local Levels:** Participation in political, social, and economic life is the constitutional right of all Vietnamese citizens from the age of 18. Such participation is important for citizens to exercise

their democratic rights and do their part to help improve local governance.

- **All provinces scored between 3.71 and 6.11 points on the 1-10 point scale, showing some improvement compared to the range in 2021.** When compared with 2021's findings, 33 provinces made positive and significant changes in 2022, while only five provinces saw scores decline significantly. When dividing all provinces by four quartiles, provinces in the north tended to perform better than those in the south, as with previous years. In the High quartile group, seven provinces are from the Red River Delta region and four from the Northern Mid-land and Mountainous region. Some provinces in the North Central and Central Coastal region emerged in the top quartile.
- **Provinces across the board need to improve their performance in enhancing citizens' knowledge of important policies, ensuring inclusive village head elections, and securing citizen participation in decision-making in local infrastructure projects.** Overall, the situation did not change much compared to 2021. In most provinces, citizens have not yet been informed or are aware of important laws, including the 2016 Law on Access to Information and the 2018 Law on Anti-Corruption. Also, although elections of village heads took place in all provinces in 2022, in 28 provinces fewer than half of respondents said there was more than one candidate to select from as village heads in recent elections.
- **There were some improvements in local governments' ability to encourage citizens to participate in decision-making to start or reconstruct a local project, although public oversight is lacking.** The percentage of respondents who reported participating in decision-making to start or reconstruct a local infrastructure project ranged from 15 to 72 percent, with 48 provinces posting proportions below 50 percent—higher than in 2021. However, respondents noting that local Community Investment Supervision Boards were in place to monitor projects with citizens' voluntary contributions dipped below 50 percent in 56 provinces.

**Transparency in Local Decision-making:** PAPI measures how local governments facilitate access to government information and respond to civic rights in the four sub-dimensional areas of Access to Information, Transparency in Poverty Lists, Transparency in

Commune Budget and Expenditure, and Transparency in Local Land Use Planning and Pricing.

- **All provinces scored between 4.41 to 6.37 points on the 1–10 point scale, indicating little progress made compared to 2021.** Compared to 2021’s dimensional scores, 18 provinces made improvements in 2022, 10 provinces experienced significant year-on-year declines, while the remainder were stable. Similar to the previous years’ findings, provinces in the Red River Delta, North Central and Central Coastal regions tended to perform better. Meanwhile, poorer performers were concentrated in the Central Highlands (four out of five regional provinces in the Low quartile) and Mekong River Delta regions (eight out of 13 regional provinces in the Low quartile).
- As found in 2021, **no province demonstrated sufficient dissemination and enforcement of the 2016 Law on Access to Information in 2022**, making the sub-dimension on Access to Information the weakest of all four sub-dimensions. Also, citizens’ trust in commune poverty lists was low in many provinces, as the percentage of respondents noting that poor households in communities were not in commune poverty lists ranged from 14 to 57 percent, about the same proportions reporting that many non-poor households were instead listed in 60 provinces. Besides, in 38 provinces, less than half of respondents said that communal budget and expenditure information was publicized.
- **Citizens’ access to information about local land plans in 2022 remained limited in all provinces.** Those successfully accessing such information ranged from 7 to 34 percent in 61 provinces, with only eight provinces exceeding 20 percent. Furthermore, compensation for land seizures was perceived to be below everyday land transaction prices. Among those who lost land in 2022, the percentage agreeing that compensation received was close to market prices ranged widely from 0 to 86 percent across all provinces, with only 10 provinces boasting a percentage above 50 percent.

**Vertical Accountability Towards Citizens:** This dimension consists of three sub-dimensions: i) Interaction with Local Authorities, ii) Government Responsiveness to Citizen Appeals and (iii) Access to Justice Services. It reflects how local governments respond to citizen requests, proposals, denunciations, complaints and petitions and examines citizens’ trust in courts and judicial agencies.

- **All provinces scored below 4.6 points on the 1-10 point scale, indicating a large room for improvement.** Similar to the findings in 2021, better-performing provinces are still concentrated in the north, while others from Central Highlands and Mekong River Delta regions are typically found in the lower quartiles. Overall, there was little improvement in provincial scores over the two years in 45 provinces. Only seven provinces (Quang Ngai, Soc Trang, Dien Bien, Vinh Long, Cao Bang, Dak Nong and An Giang) made significant progress in 2022 compared to 2021. Meanwhile, eight provinces (Ninh Binh, Gia Lai, Dong Nai, Quang Binh, Lam Dong, Phu Tho, Thua Thien-Hue and Hau Giang) saw declines of more than 5 percentage points from 2021 scores.
- **The level of confidence in village heads as the first person that grassroots level citizens would seek support from when encountering issues in 2022 increased in 23 provinces, but fell in 37 provinces compared to 2021’s survey results.** Meanwhile, village heads are more trusted than Commune People’s Committee officials and elected representatives at Commune People’s Councils. Between the two latter positions, citizens tended to approach Commune People’s Committee officials more often than elected representatives at Commune People’s Councils to report and request assistance.
- Similar to 2021, **the poorest performing aspect for all provinces was handling citizens’ petitions and proposals.** Less than half of all respondents who sent petitions, complaints or proposals to local governments in all provinces were satisfied with the outcome, most commonly in Quang Binh, Vinh Phuc, Phu Tho, Lao Cai, Son La, Ha Tinh and Tra Vinh.

**Control of Corruption in the Public Sector:** This dimension is comprised of four sub-dimensions: i) Limits on Corruption in Local Governments, ii) Limits on Corruption in Public Service Delivery, iii) Equity in State Employment, and iv) Willingness to Fight Corruption. The dimension measures the performance of public institutions and local governments in controlling corruption in the public sector and reflects citizens’ tolerance of corrupt practices.

- **Provincial scores in this dimension ranged from 5.71 to 7.94 points on the 1-10 point scale, showing large divergences in provinces’ performance.** Unlike the previous three

dimensions, more Mekong River Delta provinces emerged in the high-performing group in this dimension. Meanwhile, more provinces from the Northern Mid-land and Mountainous and Central Highlands regions joined the low-performing group in 2022. Compared to 2021 scores, seven provinces (Tien Giang, Soc Trang, Ca Mau, Vinh Phuc, Ba Ria-Vung Tau (BRVT), Khanh Hoa and Dien Bien) made significant progress in 2022. Meanwhile, 18 provinces saw declines of more than 5 percentage points over the two years, with the largest drop of 14.65 percent seen by Hoa Binh.

- **Equity in State Employment remains the weakest sub-dimension of all, with the highest provincial score at 1.68 points on the scale of 0.25 to 2.5 points.** As with previous years, bribes for employment in the public sector remain common, both in poor and better-off provinces. Also, personal relationships remain key for five public offices at commune level (land registrars, public primary school teachers, police, judicial officers and Commune People's Committee staff). Different from 2021, Kien Giang and Tra Vinh are two provinces where personal relationships to gain State employment were perceived as most profound in 2022.
- **Zooming into the indicator on bribes for land use rights certificates (LURCs) in 2022, the proportions of applicants for LURCs who paid a bribe ranged from 40 to 90 percent in 35 provinces,** down from 43 provinces in 2021. Bribing for LURCs was more serious in poorer provinces like Dak Lak, Quang Tri and Son La. The good news is the number of respondents who had to pay a bribe for LURCs reduced in 34 provinces, with seven (Binh Thuan, Dien Bien, Dong Thap, Ha Nam, Hung Yen, Soc Trang and Thai Binh) seeing a decline by more than 20 percent over 2021 and 2022.
- **Mean bribe-taking amounts that would trigger citizens' denouncements by province ranged between VND 20 million and VND 43 million, indicating citizens' levels of tolerance of bribe-taking acts.** Compared to 2021, the level of tolerance decreased in only 14 provinces, with the largest declines of more than VND 5 million seen in four provinces (Ha Tinh, Nam Dinh, Binh Dinh and Ha Giang). At the other end of the spectrum, 28 provinces saw the tolerance rate increase by more than VND 5 million. Citizens in income-poor provinces like Quang Binh, Soc Trang and Bac Kan were the most tolerant, as the

triggering bribe amounts in 2022 increased by VND 15 million compared to 2021.

**Public Administrative Procedures:** This dimension reflects the quality of three public administrative services: i) Certification Services by Local Governments, ii) Application Procedures for LURCs and iii) Application Procedures for Personal Documents handled by Commune Governments. It examines how professional and responsive government staff from provincial to commune levels are in providing public administrative services.

- **Provincial scores in 2022 ranged from 6.58 to 7.66 points on a scale from 1-10 points, slightly lower than those in 2021.** Eight provinces made significant improvements over the two years, with Tien Giang making the most impressive progress at a growth rate of 8.3 percentage points. However, as many as 48 provinces had little change, while four provinces (Vinh Phuc, Tay Ninh, Thua Thien-Hue and Hoa Binh) made a regression of greater than 5 percentage points each over the two years. When dividing all provinces by four quartiles, half of the 32 provinces in the High and Mid-high quartiles are from the Red River Delta and Mekong River Delta regions. Meanwhile, poorer performing provinces are found in the Northern Mid-land and Mountainous and the Central Highlands regions.
- **As with previous years, procedures and administrative services for LURCs remained more problematic than those for local government certification and personal papers.** In terms of the total quality of public administrative services for LURCs, applicants in most provinces had similar assessments, except for those in Binh Phuoc and Dien Bien where LURC applicants gave lower scores for services at district one-stop shops. Missed deadlines to return LURCs to applicants was a common problem in many provinces. On a positive note, LURC applicants were less commonly required to engage with more officials than necessary during paperwork processing in 38 provinces compared to 2021. However, the level of satisfaction with LURC procedures and services grew slightly (0.33 to 0.86 points) in 22 provinces, most remarkably in Ben Tre, compared to 2021.
- **Certification services provided by public officials from provincial to commune levels were rated highly in all provinces, from 3.49 to 3.98 points on a scale from 0-4 points.** Over the

two years, a slight improvement was noted in 37 provinces, with the rise in BRVT most significant (by 0.51 points). Similarly, the level of satisfaction with public administrative services for personal papers at commune one-stop shops increased insignificantly (0.01 to 0.39 points) in 21 provinces over the two years.

**Public Service Delivery:** This dimension looks at four public services: i) public health care, ii) public primary education, iii) basic infrastructure and iv) law and order. To explore this dimension, citizens were asked about their direct experiences with the accessibility, quality and availability of these services.

- **Provincial scores in 2022 ranged between 6.41 to 8.31 points on the 1-10 point scale, lower than in 2021.** Over the two years, only two provinces (Dien Bien and Ben Tre) posted significantly higher scores in 2022 than 2021, 18 provinces saw large declines, while as many as 40 provinces did not see any significant change. Provinces in the High and Mi-High quartiles are mainly found in the Red River Delta and the Northcentral and Central Coastal regions. Still, poorer provinces in the Northern Mid-land and Mountainous and Central Highlands regions remain left behind, as seen in previous years' results.
- **Similar to the 2021 findings, public district hospitals in all provinces were reported by respondents as requiring upgrades when rated against the 10 criteria that PAPI measures.** Especially, respondents in BRVT, Ha Noi, and Khanh Hoa gave extremely low scores for public district hospitals. Users of hospitals in top performers like Bac Kan, Dak Nong and Vinh Phuc still complained about bed sharing, unclean restrooms, waiting times to be attended by healthcare workers, and healthcare workers' priming of private pharmacy outlets.
- **Among the eight criteria on the total quality of public primary schools, teachers' favouritism towards students attending extra classes remained constant across all provinces,** with Binh Phuoc, Binh Thuan, BRVT and Dong Thap having considerable room to improve.
- **The quality of roads near respondents' homes varied largely between poor and well-off provinces.** Better quality roads (covered with asphalt or concrete) are found in provinces such as Binh Duong, BRVT and Ho Chi Minh City, while

low-quality roads (covered with gravel or dirt) are found in poorer provinces such as Cao Bang, Dien Bien and Ninh Thuan. Some minor improvements in the quality of roads were reported by 19 provinces, with roads in Vinh Long and Son La rated higher in 2022 than 2021.

- **Compared with 2021, law and order regressed in nearly half of all provinces, with a rise in the number of victims of break-ins, robbery, theft or physical violence found in 28 provinces.** Five provinces to witness the largest rise in the number of victims of law and order crime at grassroots level in 2022 were Dak Lak, Lam Dong, Lao Cai, Ninh Thuan and Quang Tri.

**Environmental Governance:** This dimension reflects citizens' assessment of environmental aspects of air and water quality, as well as the integrity of local governments and businesses in protecting the environment. It sets some baselines to assist local governments in understanding citizens' environmental concerns over time.

- **All provinces scored below 5 points on the 1-10 point scale in 2022, reflecting 2021's results.** As found in previous years, hubs of environmental concern remain the Red River Delta and Southeast regions, where more industrial provinces are located, and the Central Highlands. The Mekong River Delta was better rated than other regions, with 11 out of 13 provinces in the High and Mid-High quartiles.
- **The perceived lack of local governments' commitment towards environmental protection and the poor quality of domestic water sources are reasons for low provincial scores.** Only three provinces (Tien Giang, Soc Trang and Dien Bien) made significant steps forward over the past two years, while 29 provinces scored lower in 2022 than 2021. Only 78 percent of respondents in all provinces agreed that firms in their localities did not give bribes to local governments to bypass environmental regulations in 2022. The largest year-on-year drops in the percentage of respondents who believed their local governments did not accept bribes to avoid green regulations (by more than 18 percent) were seen in Cao Bang, Hoa Binh, Lang Son, Thai Binh and Thanh Hoa. In terms of water quality at sources, provincial scores were much lower, as most respondents rated water sources for domestic use as very poor.



- **Regarding governments' responses to citizens reporting local environmental problems, more respondents in 21 provinces said authorities acted immediately to reports in 2022 compared to 2021.** Binh Phuoc and Cao Bang had the highest increase (more than 20 percent) in reporters with positive feedback in 2022. Can Tho, Da Nang, Hai Duong and Tay Ninh saw the largest drops (more than 20 percent) in this regard. The good news is the confidence in local governments prioritizing environmental protection over economic development at all costs increased in two-thirds of all provinces in 2022 compared to 2021.

**E-Governance:** This dimension presents citizens' assessment of key e-government aspects: that is the availability, accessibility, and responsiveness of online public services. The dimension provides information on the availability of local government online portals for citizens to access public services and whether citizens have internet access—the enabling environment to participate in e-government.

- **All provinces scored below 4 points on the 1-10 point scale, similar to 2020 and 2021 results.** As many as 30 provinces made some year-on-year improvements in e-governance from citizens' assessments, while six provinces (in particular, Tien Giang, Lam Dong and Ha Giang) saw remarkable declines from 2021 scores. When dividing all provinces by four quartiles, many provinces in the High and Mid-High quartiles were from the Red River Delta, Northcentral and Central Coastal, and Southeast regions. Meanwhile, poorer performing provinces were concentrated in the Northern Mid-land and Mountainous, and Mekong River Delta regions. Among provinces in the High quartile were the three centrally-governed municipalities of Da Nang, Ha Noi and Ho Chi Minh City, similar to 2021's results.
- **There remains a constant large divide between access to the internet and access to e-government portals for e-services from citizens' experiences.** The largest difference between the Access to the Internet sub-dimension and the Access to E-government Portals sub-dimension was seen in Binh Duong, Da Nang, Ninh Thuan and Quang Ninh. In terms provinces' delivery of e-services, Bac Kan, Gia Lai, Ha Noi and Khanh Hoa made progress in 2022 compared to 2021. In contrast, Cao Bang, Kon Tum, and Lai Chau saw significant declines from 2021 performance levels. Also, below 50 percent of respondents said their provincial websites were user-friendly in 2022. The proportions were higher in 2022 compared to 2021 in only nine provinces, with the largest increases in Binh Duong and Ninh Thuan.
- **The National E-Service Portal gained more traction in 2022, but mainly in Ha Noi and Ho Chi Minh City.** The national average percentage of respondents confirming they set up portal user profiles in 2022 was 3.05 percent, a notable rise from 2.08 percent in 2021. Ha Noi and Ho Chi Minh City held the largest share at 4.62 and 6.97 percent, respectively. In terms of portal use by province, these two cities also had the largest shares with 24 and 12 percent, respectively in 2022, significantly higher than in 2020 and 2021.

**Aggregate 2022 PAPI at the Provincial Level:** As an aggregate index, PAPI serves as a dashboard that shows a province's performance in a certain year in a holistic manner. The 2022 PAPI findings show that:

- **The 2022 gap between the lowest and highest possible provincial scores (38.80 and 47.88 points, respectively) was 9.07 points—smaller than the gap in 2021 (10.84 points). This means that provincial scores became more convergent, or provinces saw little difference in 2022 performances.** Among provinces in the High quartile on the unweighted 2022 PAPI, six are from the Red River Delta and six from Northcentral and Central Coastal region. Among 14 provinces in the Low quartile, four are from the Northern Mid-land and Mountainous region, four from the Central Highlands, and five from the Mekong River Delta.
- **Compared to 2021's findings, 33 provinces did significantly better in Participation at Local Levels, 18 in Transparency in Local Decision-making and 30 in E-Governance.** However, 29 provinces performed significantly worse in Environmental Governance, 18 in Control of Corruption in the Public Sector, and 18 in Public Service Delivery, respectively.
- **Overall, both the median and lowest scores in Transparency in Local Decision-making and E-Governance dimensions increased, indicating improvements in all provinces in these two dimensions.** However, reverse trends are seen in dimensional scores of Public

Service Delivery and Environmental Governance. Also, there were wider differences in provincial performance in Participation at Local Levels in 2022 than 2021. Provincial performance in Transparency in Local Decision-making and E-Governance increased notably. However, declines in the highest and lowest 2022 provincial scores were evident in Public Administrative Procedures and Environmental Governance.

- **On how inclusive local governance and public administration is for short- and long-term temporary residents, the 2022 PAPI survey revealed profound differences in Participation at Local Levels and Transparency in Local Decision-making visible across all 11 receiving provinces.** The gaps in Ha Noi are larger with more favourable feedback from residents in Participation at Local Levels, Transparency in Local Decision-making and Public Administrative Procedures. Gaps are smallest in Binh Duong. In Lai Chau and Thai Nguyen, temporary residents had more favourable feedback on E-Governance.

Annual PAPI reports have previously emphasized the importance of provincial authorities exploring PAPI data points to understand their citizens' feedback and expectations. As an aggregate

index, PAPI serves as a dashboard that provides a comprehensive view of a province's performance in a given year and highlights any gaps from the expected maximum scores. To improve provincial performance, provincial leaders are advised to carefully review the findings of all PAPI indicators that make up its dimensions and analyze their performance trends. The wealth of information contained in the more than 120 PAPI indicators can help provinces prioritize their focus areas and assign responsibilities to relevant local government agencies to enhance citizen satisfaction. Provincial authorities can access their provincial profiles, which are available on the [www.papi.org.vn](http://www.papi.org.vn) website, to examine each indicator individually.

Furthermore, it should be noted that each of Viet Nam's 63 provinces has unique socio-economic, demographic, and geographic characteristics. Therefore, provincial rankings and comparisons are not heavily emphasized in PAPI reports. However, provinces with similar characteristics can benefit from examining the performance of their peers. Additionally, the quartile splits between provinces are relative, not absolute. Thus, provinces should not take the splits too seriously, but rather pay attention to their own year-on-year performance changes.

# INTRODUCTION

## What is PAPI?

**The Viet Nam Provincial Governance and Public Administration Performance Index (PAPI)** is the country's largest, annual, citizen-centric, nationwide policy monitoring tool. PAPI captures citizens' experiences and perceptions to benchmark the performance and quality of policy implementation and service delivery of all 63 provincial governments in Viet Nam. Moreover, it advocates for and contributes to a more effective and responsive State apparatus in Viet Nam in the immediate and medium terms.

The ultimate goal of PAPI is to realize gains in government performance to better meet citizens' evolving needs, the responsiveness, transparency, and accountability of public institutions and ensure basic human rights in terms of freedom of expression, access to information as well as quality basic services. With evidence collected from citizens as the end-users of government services, not only through PAPI surveys but also follow-up thematic action-oriented research and advocacy, PAPI helps identify policy gaps, informs policy-making agencies, provides policy advice and encourages improvement in government performance.

Since its inception 14 years ago in Viet Nam, PAPI has collected the views of **178,243** citizens randomly selected through state-of-the-art sampling methods to ensure they are representative and reflect the diverse demographic backgrounds of the Vietnamese population (see Appendix B). For the 2022 PAPI, a record **16,117** respondents shared their reflections on how they perceived and have experienced local governments' performance in governance, public administration and public service delivery. The 2022 sample also includes **1,186** temporary residents from 12 provinces with the positive net ratios of internal migrants by the 2019 Census,<sup>1</sup> as part of efforts to understand how such temporary residents (or migrants) assess their host province in terms of governance performance and public service delivery.

<sup>1</sup> See General Statistics Office (2019).

## What does PAPI Measure?

PAPI is a quantitative measurement tool that paints a comprehensive picture of how central and provincial governments have performed on an annual basis. Over the years, PAPI has evolved and provided data and evidence that reflect six key dimensions of government performance: (i) Participation at Local Levels, (ii) Transparency in Local Decision-making, (iii) Vertical Accountability Towards Citizens, (iv) Control of Corruption in the Public Sector, (v) Public Administrative Procedures and (vi) Public Service Delivery. Since 2018, PAPI has included two additional dimensions: (vii) Environmental Governance and (viii) E-Governance. The last two dimensions emphasize the participatory nature of governance and the importance of involving citizens (in addition to State and public service providers) in every process of decision-making, in order to protect the environment as a public good and develop e-government tools for public use. These dimensions emphasize the participatory, inclusive, and citizen-centric nature of good national governance and the importance of involving citizens – in addition to State and public service providers – in every stage of the policy cycle, in order to ensure that citizens' rights and obligations as provided in Viet Nam's Constitution as well as laws and policies are protected and facilitated by the State.

Based on the feedback from randomly selected citizens from the age of 18 years across all 63 provinces, PAPI data serves as a means of verification for better governance and public administration in Viet Nam. Ultimately, PAPI aims to assist different State and non-State stakeholders to understand how governance and public administration performance changes over time at multiple levels, and to suggest ways to address bottlenecks and challenges that impact Viet Nam's sustainable development.

PAPI is an annual assessment of not only local governments' performance in governance and public administration, but also citizens' concerns

and expectations of the State. These data and information can help inform policy-making and improve the quality of national governance. Each year, PAPI explores new thematic issues. For instance, this 2022 PAPI Report presents findings on citizens' experiences with land governance to help inform revision of the 2013 Land Law. It also offers baseline indicators for monitoring the implementation of the Law on Grassroots Democracy Implementation, passed by the National Assembly on 10 November 2022 and to take effect from 1 July 2023.

## How was 2022 PAPI Data Collected?

As presented in Appendix B of the 2021 Report<sup>2</sup>, the research team used the 2019 Census data to resample districts, communes, villages, and permanent respondents using PAPI's clustering sampling approach, probability to portion to size (PPS) and randomization—all procedures that PAPI has adopted since 2010.<sup>3</sup> Also, since 2021, migrants have become part of the population sampled and surveyed in PAPI, building on the insightful 2021 survey of temporary residents in 12 provinces with positive net in-migrant rates (the highest in Ha Noi, followed by Ho Chi Minh City, Da Nang, Binh Duong, Dong Nai, Bac Ninh, Can Tho, Long An, BRVT, Dak Nong, Thai Nguyen and Lai Chau) based on the 2019 Census.<sup>4</sup>

With the COVID-19 pandemic fading away from May 2022, PAPI returned to its survey strategy and procedures adopted before 2021. As soon as the 2022 questionnaire was updated and finalized, data collection was rolled out from 10 August to 1 December 2022. All questions were designed to capture citizens' experiences in 2022, and additional questions were included to collect citizens' views of and experiences with local land governance and grassroots democracy implementation. Also, the research team adopted questions and techniques to control local governments' priming of respondents so as to screen out unreliable data.

## What are PAPI's Highlights in 2022?

Throughout the 14 years since its debut, PAPI has remained committed to its mission to facilitate a shift towards evidence-based governance and public administration reforms in Viet Nam. To date, PAPI has been used by central State agencies – including the Viet Nam Communist Party Politburo, National Assembly and Government of Viet Nam – that have referred to PAPI findings in their official reports and provincial visit conclusions. Again, in 2022, PAPI data and reports were used extensively by central and local governments, development partners, civil society organizations, media and researchers in Viet Nam and internationally.

Notably, PAPI delivered a highly successful hybrid launch of the 2021 PAPI Report on 10 May 2022,<sup>5</sup> that attracted more than 500 participants at the venue in Ha Noi, more than 100 online attendants as well as tens of thousands of virtual views and reviews within one month of the launch. In addition, the National Assembly Library, as with previous years, shared this latest PAPI report with National Assembly members to ensure its findings could be discussed during the May-June 2022 National Assembly session.

In 2022, PAPI findings from 2021 were shared at a large number of thematic workshops hosted by different international and national conveners. Such events were captured and reported in monthly PAPI bulletins in 2022.<sup>6</sup>

Upon review of Viet Nam's 2022 legislative and policy agenda<sup>7</sup> and needs for advocacy, a series of novel policy research papers and advocacy activities inspired by PAPI findings over time were rolled out by UNDP and its national partners. Within 2022, 14 policy and action research papers and advocacy products in both English and Vietnamese, eight report launches and thematic discussions, six published knowledge products in English, two sets of training materials, and five training sessions were commissioned and convened. These knowledge products, as shown in Appendix C, cover PAPI's 10 focus areas in 2022: (1) national and provincial performance in governance and public administration, (2) citizen assessment of

2 See CECODES, VFF-CRT, RTA and UNDP (2022, pp. 100-103).

3 See PAPI methodology since 2010 at: <https://papi.org.vn/eng/hoi-dap/>.

4 See General Statistics Office (GSO) (December 2019), p. 105.

5 See the official launch of the 2021 PAPI Report at: <https://www.youtube.com/PAPIVietNam>.

6 See monthly PAPI bulletins at: <https://papi.org.vn/eng/category/thu-vien-en-eng/>.

7 See Law Library (2022).

government responses to the COVID-19 pandemic in 2021, (3) businesses' assessment of public health procurement during the second COVID-19 year of 2021, (4) local governments' performance in disclosure of 2021 district land plans and 2020-2024 provincial land price frames through the Land Transparency Initiative,<sup>8</sup> (5) capacity development for newly elected People's Council deputies, (6) assessment of access to e-services for ethnic minority communities, (7) protection of personal data on local governments' online interfaces, (8) disability inclusion in local governance and public administration from perceptions and experiences of persons with disabilities, (9) disability representation in elected agencies in Viet Nam and (10) citizen participation in formulation and implementation of the Law on Grassroots Democracy Implementation. Figure 1 highlights some key PAPI achievements in 2022.

In particular, in 2022, PAPI became more inclusive of persons with disabilities (PwDs). An important research initiative to supplement the main PAPI focus areas was a pilot survey of PwDs' experiences with and perceptions of local governments' performance in governance, public administration and public service delivery. This pioneering study<sup>9</sup> aims to ensure that PwDs' voices and rights are heard and observed in the policy cycle from policy-making to policy monitoring and to promote inclusive governance in Viet Nam.

Also, PAPI's continued work to leverage access to modern but inclusive e-services for ethnic minorities continued in 2022<sup>10</sup>, with the spotlighting of their access to public administrative services in three provinces with large ethnic minority populations – Hoa Binh, Quang Tri and Soc Trang. The studies have provided central and local government agencies in charge of e-services with evidence and recommendations for improvement of e-governance

to ensure ethnic minority people can enjoy the benefits of modern public services in the same manner as the majority Kinh people. Upon the release of the findings, Quang Tri province in particular, sent UNDP a request for technical and financial support to improve services for its ethnic communities in Dakrong district in 2023.

To assist local governments with innovation for better governance, the PAPI research and advocacy programme has embarked on a series of citizen-centric initiatives. The Citizen Powered Innovation Initiative (CPII)<sup>11</sup> continues its efforts to provide local governments with technical assistance and innovation capacity to transit to more modern, effective governance institutions. Within the CPII in 2022, aside from pilot research to experiment with indicators to track public sector innovation performance with the Viet Nam National Innovation Center under the Ministry of Planning and Investment,<sup>12</sup> Ha Giang and Tay Ninh provinces received CPII support to strengthen their e-governance. In particular, south-eastern Tay Ninh province was supported to use application programming interfaces (API) to gather citizen feedback and facilitate timely responses, while northern Ha Giang has started rolling out mobile public administrative services to remote communities in ethnic-dominated districts and simplifying several administrative procedures for online services.

In addition, the research community utilized the wealth of PAPI data for policy and academic research, with an increasing number of international and national articles published in 2022. For instance, a series of six PAPI-related articles and research papers were presented in two governance sessions at the 2022 Viet Nam Economists Annual Meeting in Ha Noi in November.<sup>13</sup> See Appendix B for details.

8 See the Land Transparency Initiative's landing page <https://congkhaithongtindatdai.info/>.

9 See MDRI and UNDP (2022).

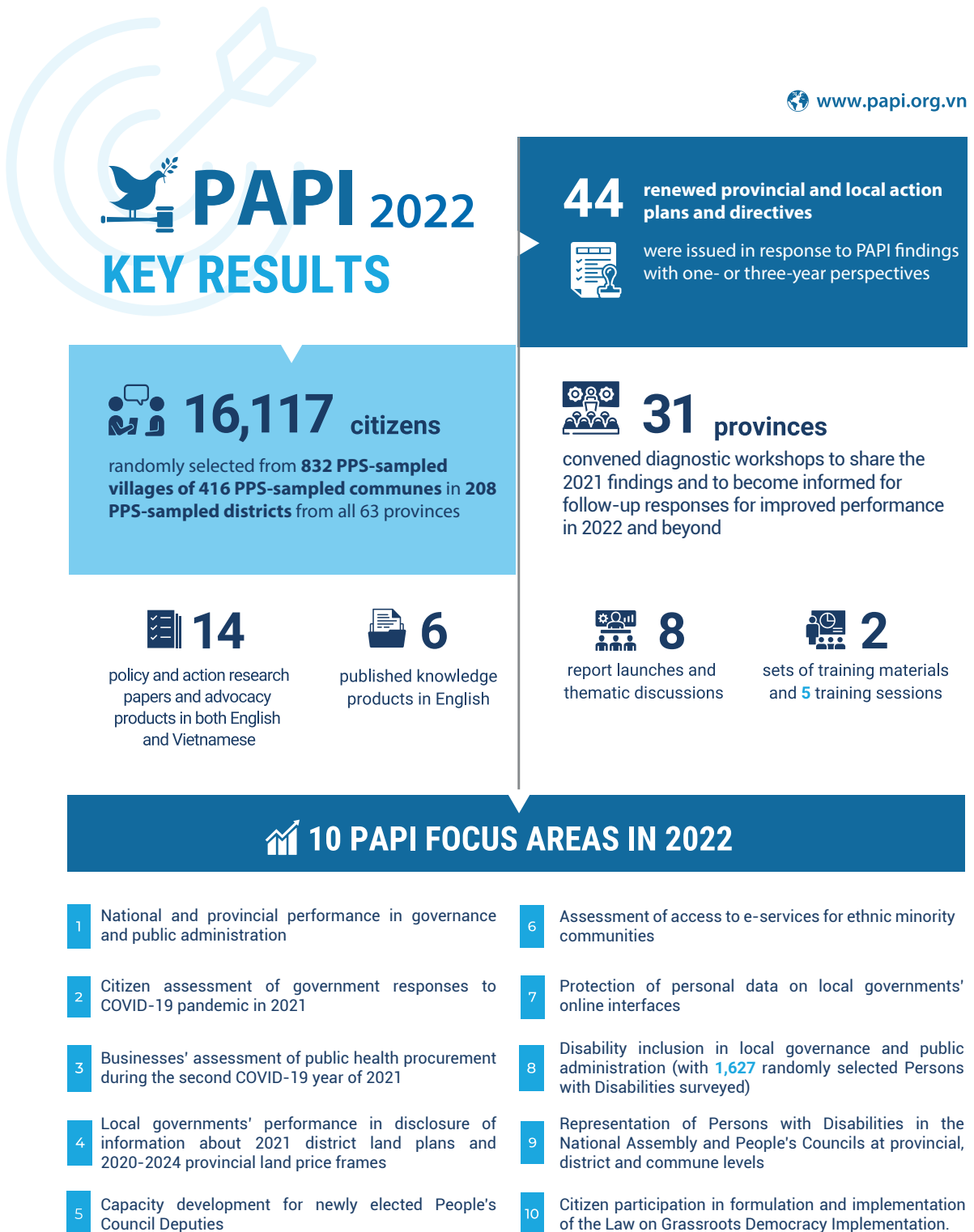
10 See Ho Chi Minh National Academy of Politics and UNDP (2022).

11 See the Citizen Powered Innovation Initiative at: [https://papi.org.vn/eng/sang\\_kien\\_cpqi\\_2/sang-kien-cpii/](https://papi.org.vn/eng/sang_kien_cpqi_2/sang-kien-cpii/).

12 See NIC and UNDP (2022).

13 See the presented papers at: <http://veam.org/announcement/conference-papers-veam-2022/>

Figure 1: 2022 PAPI Remarkable Results



**500 copies** of the 2021 PAPI Reports, **500 copies** of the Land Transparency at Local Levels research paper and **200 copies** of Public Procurement from Business Perspective research paper requested by and sent to the National Assembly Library for distribution to the National Assembly delegates in May and October 2022.

## Viet Nam's 2022 Context

As Viet Nam entered 2022, the COVID-19 pandemic spiked but gradually eased after April, allowing the country to resume socio-economic activities. As a result, Viet Nam's 2022 economic picture consisted of both dark and bright spots. The economic growth rate hit 8.02 percent by the year's end, in sharp contrast to 2021's 2.56 percent.<sup>14</sup> This achievement was tempered by global geopolitical uncertainties due to the Russia-Ukraine war, while high domestic inflation and negative market sentiments at times impacted public confidence. For instance, the country's 2022 inflation rate was at 3.15 percent, yet it spiked to 4.55 percent in the last quarter due to hikes in prices of gasoline, oil and food. In October and November 2022, Viet Nam had one of the world's worst-performing stock markets.<sup>15</sup>

These macro indicators are important for PAPI as the index indicates Vietnamese citizens' satisfaction and confidence in government over the last year. This report, therefore, reveals how confident citizens were with local governments in the second year of the 2021-2026 government term, in which modern and effective national governance, anti-corruption, innovation, and digital transformation are high on Viet Nam's agenda in the 13<sup>th</sup> Party Resolution.<sup>16</sup> In 2022, central and local governments were expected to implement important government policies and master plans, which have informed the indicators and relevance of PAPI as a citizen-centric tool to promote better and inclusive governance and public administration. These strategies and master plans include the 2021-2030 Socio-Economic Development Strategy (SEDS)<sup>17</sup>, 2021-2030 Public Administration Reform Master Plan<sup>18</sup>, 2021-2030 National Strategy on Gender Equity<sup>19</sup> and National Strategy on National Digital Transformation towards 2030<sup>20</sup>, to name a few.<sup>21</sup> All these strategic documents underline Viet Nam's commitments to further institutional reforms and citizen participation

in a more open, transparent, responsive, and strong government system in the next decade. This is in line with Viet Nam's commitments towards achievement of its Sustainable Development Goals, which PAPI also helps to provide a means of verification.<sup>22</sup>

In 2022, as informed by the National Assembly's 2022 Legislative Agenda,<sup>23</sup> PAPI also included key indicators to inform policy discussions and form baselines for tracking implementation over time for two important legal documents: the new Law No. 10/2022/QH15 on Grassroots Democracy Implementation and the 2013 Land Law amendment. The former, which was discussed extensively before the National Assembly approved its issuance in November 2022, is the foundational legal document for PAPI over the past 14 years because it was an upgrade from the Ordinance No. 34/2007/PL-UBTVQH on the Implementation of Grassroots Democracy at the Commune Level (OGDI). PAPI has tracked implementation of important policies under the OGDI since 2009, especially through the first three dimensions: Participation at Local Levels, Transparency in Local Decision-making and Vertical Accountability Towards Citizens. Similarly, PAPI has monitored implementation of the Land Law and its amendments, especially in terms of land transparency and access to land rights since its debut. Since the amendment to the 2013 Land Law in 2022, relevant PAPI indicators have helped inform lawmakers on citizens' views regarding enforcement of the law over the years and suggested important changes.

One important dimension of PAPI is citizens' perception of local governments' performance in the control of corruption in the public sector. As this report later reveals, 2022 also witnessed Viet Nam's concerted anti-corruption efforts, especially in the health sector. In particular, a large number of top sectoral managers at ministerial and provincial levels were charged with and imprisoned for wrongdoing and corruption associated with COVID-19 related

14 See General Statistics Office (2022).

15 See VNExpress (8 October 2022).

16 See Government Newspaper (26 February 2021).

17 See Viet Nam Communist Party's Online Newspaper (22 March 2021).

18 See Government of Viet Nam Portal (15 July 2021).

19 See Government of Viet Nam Portal (3 March 2021).

20 See Government of Viet Nam Portal (3 June 2020).

21 See PAPI's thematic research reports covering different political, social, economic and environmental issues at: <https://papi.org.vn/eng/thematic-research-reports/>.

22 See Ministry of Planning and Investment (2022).

23 See Law Library (2021).

medicines and medical equipment.<sup>24</sup> The health crisis has also had a scarring effect on the public health system, with the number of public medical staff resigning from their posts rising in 2022: approximately 3,760 public health employees resigned in the first half of 2022 and, with 2021 figures included, about 9,400 health employees quit the public healthcare system, of whom 8,620 were under provincial health departments' management.<sup>25</sup>

With such incidences, building and consolidating citizens' trust in the public sector and protecting citizens' rights and livelihoods while strengthening the State apparatus's responsiveness, readiness, and agility to continued uncertainties required tremendous efforts from State actors at all levels and the ability to anticipate governance trends. PAPI, together with other government performance measures, continued to serve as a thermometer to provide central and local governments with time-series data and information to anticipate areas of citizens' concern, expectations and facilitate solutions to improve government functioning and performance in the immediate and medium terms.

## PAPI Findings Relevant to Viet Nam's 2023 Policy Agenda

With the Viet Nam Communist Party's Resolution No. 27-NQ/TW<sup>26</sup> (9 November 2022), the whole-of-the-State apparatus has been requested "to continue building and perfecting the socialist-oriented rule of law State of the people, by the people and for the people under the leadership of the Communist Party of Viet Nam." Key reiterated reform agendas under the resolution relevant to PAPI are: electoral mechanisms; institutions governing human rights and civic duties; control of State power; organization and functions of central and local governments; national governance institutions that promote transparency, accountability and citizen participation; anti-corruption; land governance; public administration; and public service delivery.<sup>27</sup>

Since the 2013 Land Law will be further discussed and passed in 2023, it is important for PAPI to continue providing relevant data to inform policy regarding land governance. Resolution No. 27-NQ/TW also outlines three requirements to strengthen land governance institutions: (i) raising the market's role in land management and use, (ii) heightening the State's representation and management roles over land resources, while preventing bad practices and fighting corruption in land administration and (iii) ensuring the harmony of interests between the people, investors and the State, in which the people are placed at the centre and nobody is left behind.<sup>28</sup> With the relevant time-series PAPI data, the special section on land governance in Chapter 2 of this report provides insights into citizens' perspectives of and experiences with local land governance practices and suggests recommendations for legislators to consider when revising the 2013 Land Law to narrow existing policy-reality gaps.

In addition, the 2022 PAPI data and information will be useful evidence for discussions on how to implement the new Law on Grassroots Democracy Implementation when it comes to development of bylaws for enforcement. Relevant PAPI findings provided in this report can serve as baselines to monitor how the law is implemented from July 2023. Future PAPI surveys will track how the 2022 Law on Grassroots Democracy Implementation and its bylaws are implemented to realize its fundamental citizen-centric mottos of "people know, people discuss, people do, people monitor, people verify, and people benefit" and "all State belongs to the people".

Again, since Viet Nam started rolling out the national e-service portal in late 2019, PAPI has been monitoring how such services are being implemented from citizens' experiences. In addition, PAPI data on e-governance at local level provides baselines for central and local governments to review as they implement e-government and digital government towards 2025 as committed by the government in

24 See VietNamNet (1 April 2022).

25 See Figures and Events Review (26 December 2022).

26 See Law Library (2022).

27 See Government of Viet Nam Portal (5 December 2022).

28 See Viet Nam Law Magazine (5 November 2022).



June 2021.<sup>29</sup> Thus, PAPI's data and thematic research in this arena<sup>30</sup> since 2018 has delivered key insights into challenges that local authorities and citizens encounter on their journey towards more modern, effective, and digitally savvy government-citizen interactions during the internet era.

Last, but not least, PAPI data can be used to identify areas where public sector innovation for citizens' benefits should be initiated. The Citizen Powered Innovation Initiative continues to provide venues for local governments' initiatives towards of technology-based or non-technology-based innovation to serve citizens better. Such PAPI-driven efforts aim to motivate and promote learning and innovation in governance and public administration from local governments to better serve citizens and users across Viet Nam.

## 2022 PAPI Report Structure

The 2022 PAPI Report contains three chapters:

- Chapter 1 spotlights overall national performance in 2022 in the areas of governance and public administration. It takes a closer look at findings from three important dimensions of Transparency in Local Decision-making, Control of Corruption in the Public Sector and E-Governance, which are vital enablers of transparent, clean, and efficient government operations. The chapter also presents the issues of greatest concern to citizens during the turbulent year of 2022 and suggests areas that State agencies should prioritize in the near term.
- Chapter 2 presents the survey findings of citizens' perceptions and experiences with land governance. The data provides valuable evidence for ongoing discussions on revision of the 2013 Land Law. This chapter also provides an analysis of voter choice that reflects inclusive political rights for individuals with diverse backgrounds, aiming

to establish several baselines for monitoring the related regulations of the 2022 Law on Grassroots Democracy Implementation over time. Additionally, it highlights the perspectives and experiences of migrants with local governance in migrant-receiving provinces and the factors driving migration within Viet Nam.

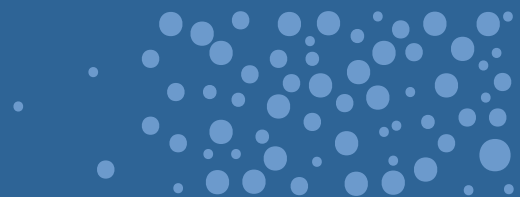
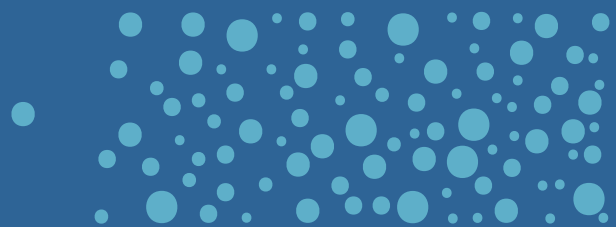
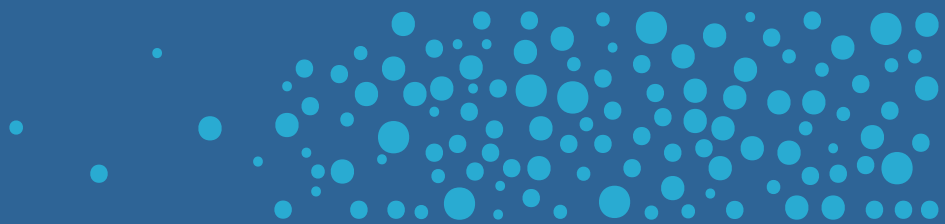
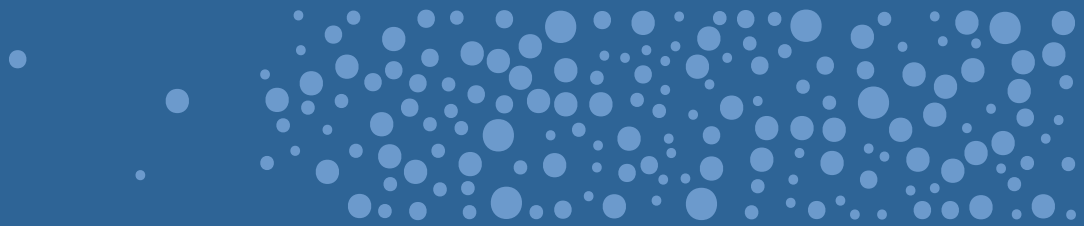
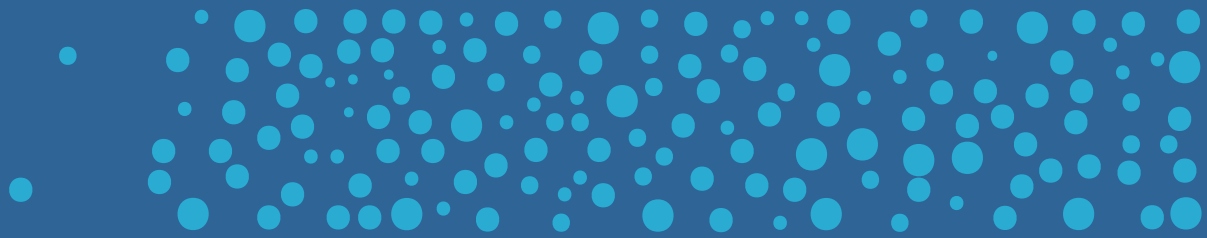
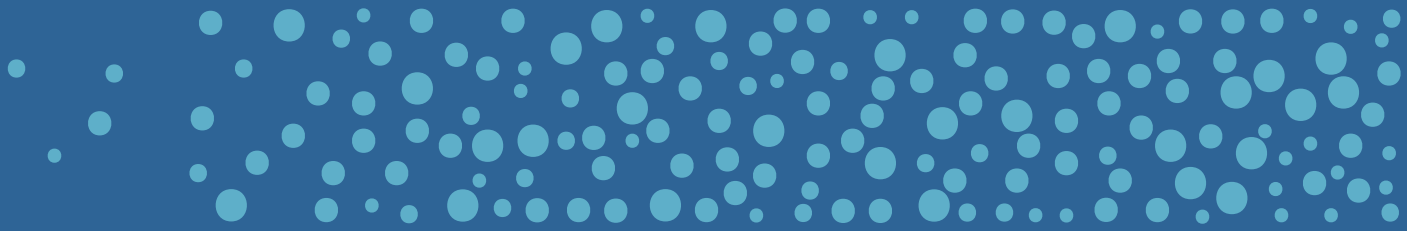
- Chapter 3 provides detailed findings for each province in 2022, including analysis at the dimensional, sub-dimensional and indicator levels. The chapter concludes with a comprehensive dashboard summarizing the performance of each province across all dimensions, giving provincial leaders and practitioners a clear understanding of their past achievements and areas for improvement to better meet the needs and expectations of their citizens in 2023 and beyond.

The report also includes three appendices. First, Appendix A presents findings at dimensional, sub-dimensional and indicator levels for all indicators used to construct the 2022 PAPI. Second, Appendix B provides key demographic information about PAPI respondents in 2022 and over time since 2009. Finally, Appendix C presents key national and international publications in which PAPI data are used to inform the research community, which is made available online at: [www.papi.org.vn/eng/bao-cao/](http://www.papi.org.vn/eng/bao-cao/).

The report is accompanied by the website [www.papi.org.vn](http://www.papi.org.vn), which includes more information about the demographics of the 2022 survey samples, the Basic Asset Index that captures the household living conditions of PAPI respondents from 2011-2022 as well as data showing how Viet Nam has performed in terms of implementing the 2030 Agenda for the Sustainable Development Goals based on indicators that PAPI measured from 2020-2022. The website also provides updates on provincial PAPI profiles, policy responses and PAPI thematic research papers.

<sup>29</sup> See Government of Viet Nam (15 June 2021).

<sup>30</sup> See <https://papi.org.vn/eng/thematic-research-reports/?title=quan-tri-dien-tu>



# CHAPTER 1

## NATIONAL OVERVIEW OF GOVERNANCE AND PUBLIC ADMINISTRATION PERFORMANCE IN 2022 AND OVER TIME

This chapter examines the performance of governance and public administration in Viet Nam during 2022 and compares it to previous years. It starts by zooming in on national trends in PAPI dimensions and then delves into the shifts in indicators that constitute the three dimensions of Transparency in Local Decision-making, Control of Corruption in the Public Sector, and E-Governance, which are vital enablers of transparent, clean and efficient government operations. This analysis aims to provide a more nuanced understanding of what drove the shifts in each governance and public administration aspect in 2022.

In order to contextualize the results, the second section of the chapter examines the national sentiment by exploring citizens' overall satisfaction with the economy and the most concerning issues from their perspective. Furthermore, the 2022 survey incorporates new questions that help citizens identify and frame issues that require central, provincial, or grassroots level government action. This probe provides valuable insights into the expectations that citizens have for each level of government.

The chapter concludes by summarizing the key findings of immediate interest for different stakeholders involved in the areas of governance and public administration in Viet Nam. It also suggests policy implications that are relevant for policy-makers and practitioners in Viet Nam in 2023 and beyond.

### **Governance and Public Administration Performance in 2022**

This section provides a summary of the key findings and implications from the analysis of the 2022 PAPI survey results, with a focus on the performance of governance and public administration at the national level with a comparative perspective. First, it brings forward time-series comparisons of dimensions that have been consistently measured since 2019 – the year preceding the arrival of COVID-19 to 2022, when Viet Nam accelerated its recovery from the pandemic. Second, it examines in greater detail the three dimensions of Transparency in Local Decision-making (Dimension 2), Control of Corruption in the Public Sector (Dimension 4) and E-Governance (Dimension 8) that have witnessed significant shifts in policy discourse between 2021 and 2022 or are critical to overall citizen satisfaction with the performance of government at different levels.

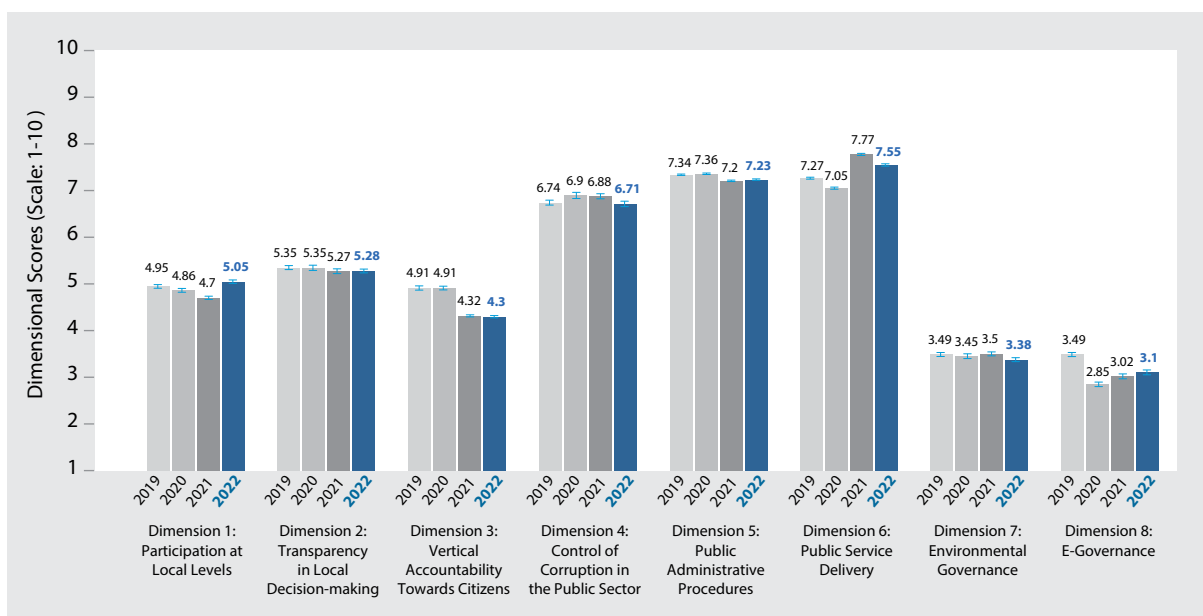
Figure 1.1 provides an overview of the changes in the eight PAPI dimensional scores since 2019. The figure illustrates that 2022 was a year of mixed progress. Notably, the three dimensions of Participation at Local Levels (Dimension 1), Public Administrative Procedures (Dimension 5) and E-Governance (Dimension 8) showed improvements. Dimension 2, which measures Transparency in Local Decision-making, remained largely unchanged. However, the four remaining dimensions showed declines, with Control of Corruption in the Public Sector (Dimension 4) and

Public Service Delivery (Dimension 6) experiencing significant drops in scores.

To assess the roots of these changes, this section drills down further into three dimensions: Dimension 2 ‘Transparency in Local Decision-making’, Dimension 4 ‘Control of Corruption in the Public Sector’ and Dimension 8 ‘E-Governance’. It considers Dimension 2, particularly regarding land governance, given its

relevance to the ongoing discussion on revisions to the 2013 Land Law. It also provides insights into Dimension 4, as this dimension is most strongly linked with overall satisfaction with government performance. Finally, it looks into E-Governance (Dimension 8) to assess the effectiveness of government efforts to provide e-services and expand digital government nationwide.

**Figure 1.1: Overall PAPI Score Changes Over Time, 2019-2022**



## Transparency in Local Decision-making

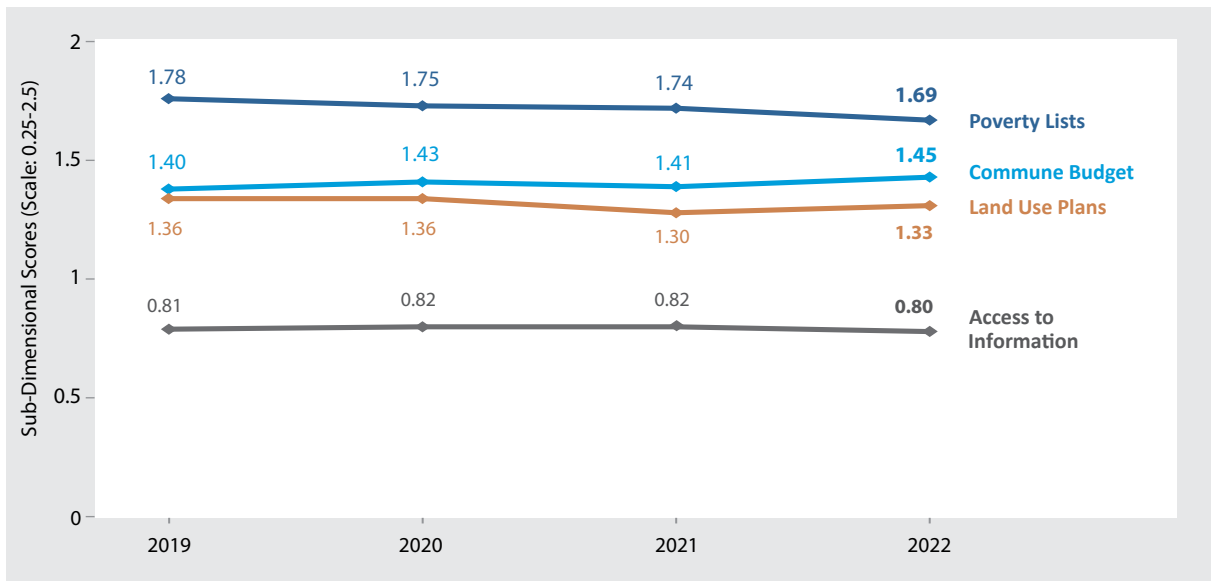
Transparency is critical as it can reduce corruption by exposing potential malfeasance. Citizens can only hold local officials accountable if they have access to accurate information. Additionally, transparency facilitates participatory governance as citizens are better able to offer feedback on budget and land use if they are informed about current government plans and activities in those areas. Therefore, PAPI measures transparency in local decision-making to inform policy-makers and practitioners of local governments’ performance in specific public-facing areas that citizens have a right to know, discuss and verify as provided in the 2016 Law on Access to Information and the 2022 Law on Grassroots Democracy Implementation.

PAPI’s Dimension 2 ‘Transparency in Local Decision-making’ provides insights into how local governments

perform in terms of access to information, budget transparency, transparency of poverty lists and land transparency at provincial, district and commune levels. The key national-level findings from the 2022 PAPI survey examine these specific aspects as follows, while land transparency will be further discussed in Chapter 2.

Figure 1.2 shows the overall trends in Dimension 2. It reveals that the biggest source of stagnation in the overall dimensional score is the reduced transparency in the publicized poverty lists over 2021 and 2022. This downward trend continued since 2019. As Figure 1.3 shows, much of the reason for this is the greater perceived inaccuracy of the poor household lists. A higher number of respondents (5 percent more) thought there were more eligible households missing from the lists in 2022 than in 2021.

**Figure 1.2: Changes in Transparency in Local Decision-making Scores (Dimension 2), 2019-2022**



**Figure 1.3: Eligible Households Missing from Local Poverty Lists, 2012-2022**

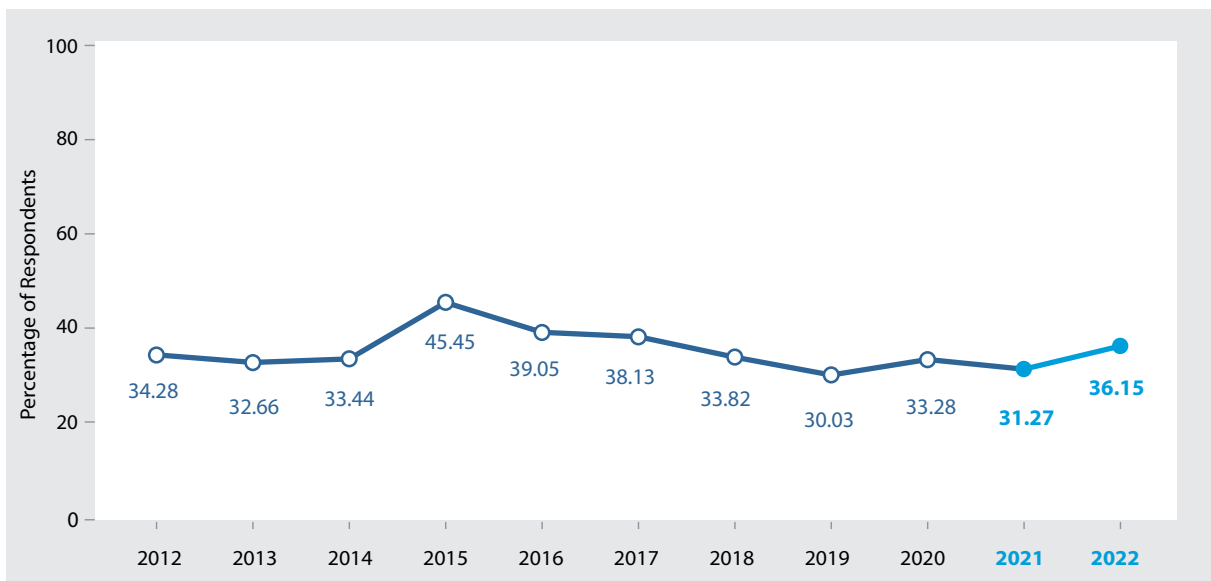
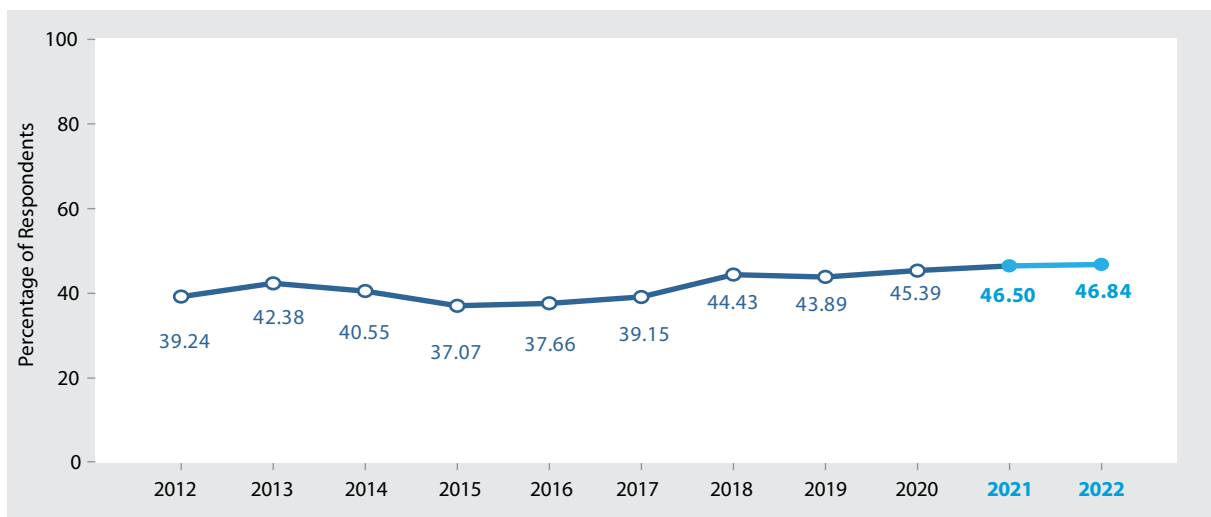


Figure 1.4 looks at the transparency of budget and expenditure at the commune level. Transparency in the form of open budgets is theoretically linked to reduced corruption by increasing the likelihood that disparities in budget and actual expenditures can be identified. By increasing the possibility of punishing the theft of State funds, officials should be less likely to engage in embezzlement. There has

been an improvement on this indicator, with 46.84 percent reporting they were able to access the local budget and expenditure lists – a 0.3 percentage point increase from 2021. There was a similar rise in those saying the budget numbers were accurate from 82 percent in 2021 to 86 percent in 2022. These are positive figures to monitor in 2023.<sup>31</sup>

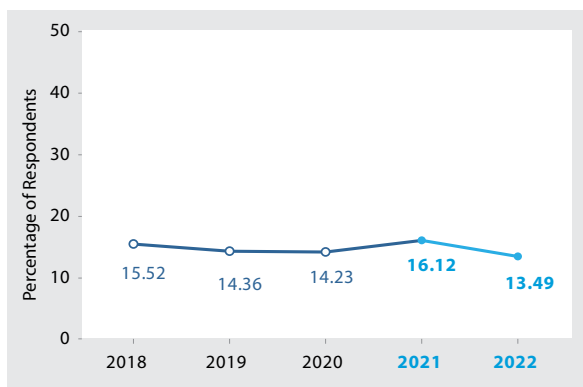
31 One concern with these indicators is that part of the increase could be a result of an experimental way of asking the budget transparency questions designed to reduce the likelihood of cheating on the question. It will be important to assess whether the numbers shift in 2023 when the old question is used.

**Figure 1.4: Disclosure of Commune Budget and Expenditure Lists, 2012-2022**

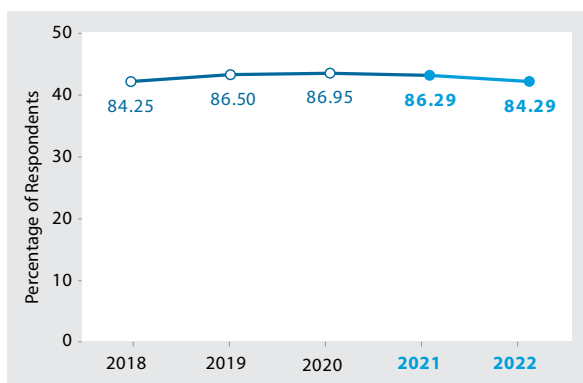


Finally, looking at the ease of accessing information, Figure 1.5a shows a declining number of people who searched for information on government policies in 2022 compared to previous years, especially in 2021 when Viet Nam was most impacted by the COVID-19 pandemic.

**Figure 1.5a: Searched for Information on Government Policy, 2018-2022**



**Figure 1.5b: Obtained Information on Government Policy in Need, 2018-2022**



Furthermore, a declining number said they received the information they were looking for compared to 2021, despite 84 percent reporting successful searches (Figure 1.5b). As Chapter 2 further discusses, this is a worrisome trend given that some of the same concerns have surrounded land policy, with a large number of citizens not cognizant of accurate land prices.

In short, transparency is key to effective governance. However, the indicators in 2022 revealed some areas of concern. As more people entered the poverty lists during the COVID-19 pandemic period, many respondents were concerned about the accuracy of the lists developed by grassroots authorities to allocate State resources. Nonetheless, there were some improvements in transparency of commune budgets and expenditure. The PAPI survey will keep tracking the changes in the 2023 survey round.

### Control of Corruption in the Public Sector

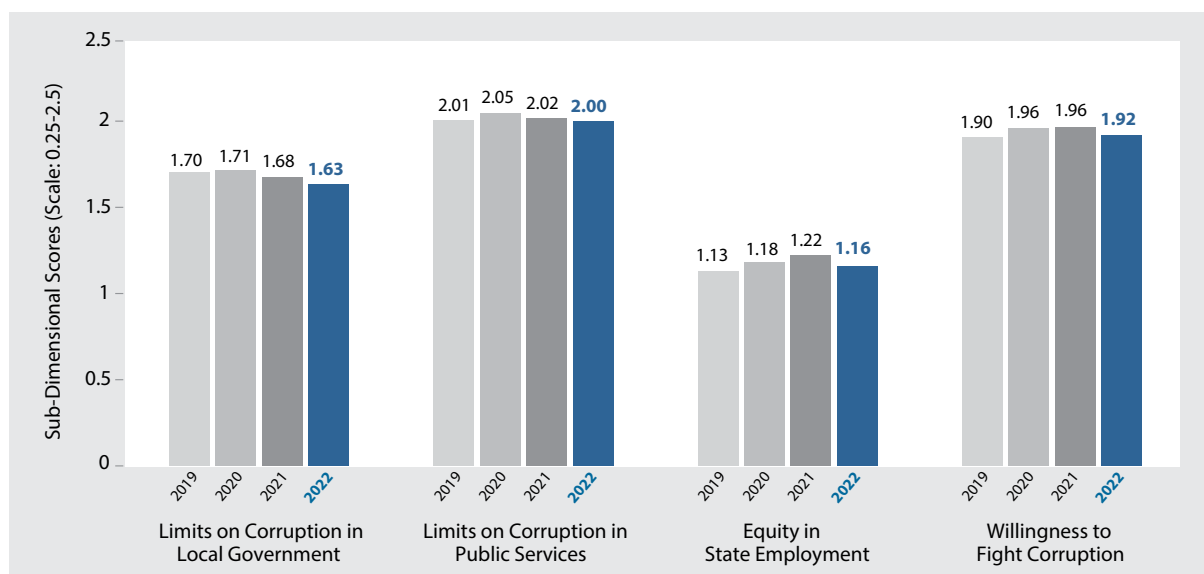
Each year, the PAPI report addresses the corruption indicators in detail. It does so because corruption is possibly the issue of greatest concern from both the Party and citizens' perspectives. Reflecting the Party's stance, the anti-corruption campaign was accelerated and netted scores of officials in 2022. According to the Party Central Steering Committee for Anti-Corruption, 539 party members were disciplined for wrongdoing in 2022, including the removal of five members of the Communist Party Central Committee.<sup>32</sup> In addition, from citizens' perspectives,

<sup>32</sup> See Government E-Portal (13 January 2023).

Control of Corruption in the Public Sector is the dimension most strongly correlated with the Overall Satisfaction with Government indicator in PAPI. The importance of the control of corruption stems from its impact on overall governance effectiveness.

The sub-dimensions that collectively comprise Dimension 4 are Limits on Corruption in Local Government, Limits on Corruption in Public Services, Equity in State Employment, and Willingness to Fight Corruption. Worryingly, Figure 1.6 shows that scores fell in 2022 across all four sub-dimensions to even 2019 levels.

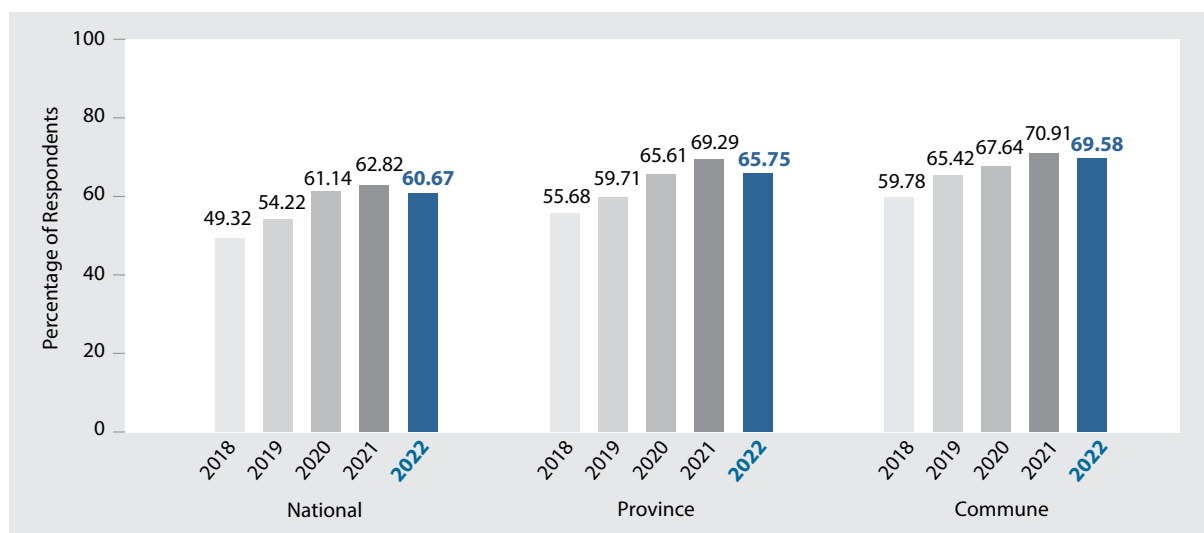
**Figure 1.6: Changes in Control of Corruption in the Public Sector Sub-Dimensions, 2019-2022**



Reflecting this emerging trend, Figure 1.7 also reveals a first-ever drop in the number of citizens reporting that corruption had decreased at the national, provincial and commune levels of government since this question was first asked in 2018. While a total of 62.8 percent

of respondents said that corruption decreased at the national level in 2021, that percentage fell to 60.67 percent in 2022. Similar reversals occurred when respondents were asked about changes in perceived corruption at provincial or commune levels.

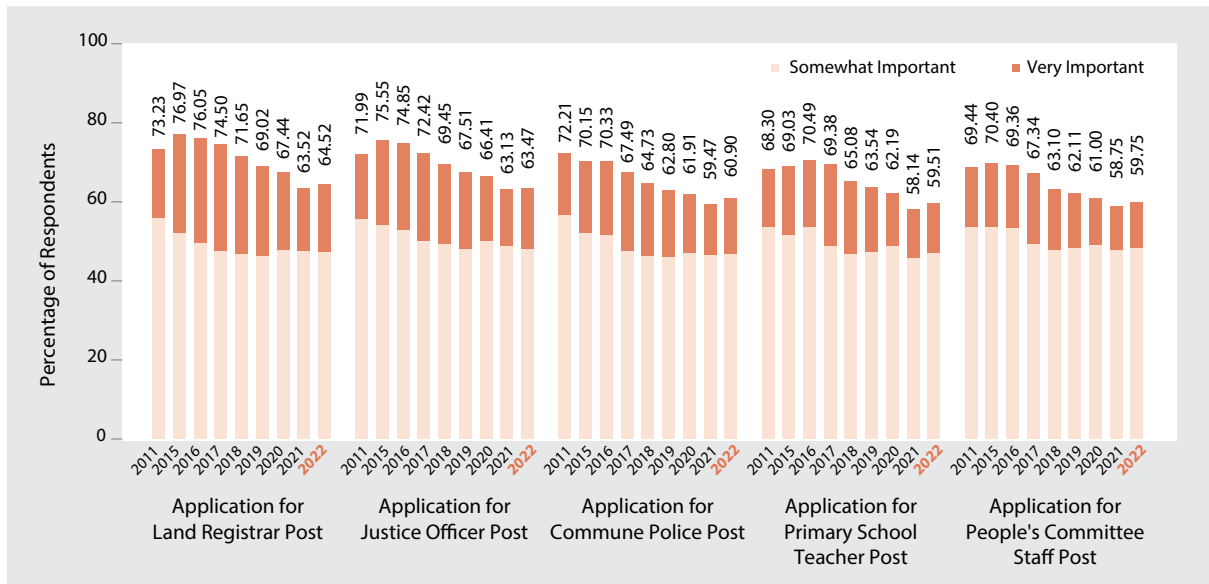
**Figure 1.7: Corruption Decreases Compared to Three Years Ago, 2018-2022**



What has caused the shift in these sub-dimensions? With regards to Equity in State Employment, Figure 1.8a shows that across a range of positions, citizens thought connections were more important to get hired in each of these positions in 2022 compared to

2021. This figure shows some interesting variations in the degree to which connections are required across different positions. In particular, some of the highest levels of concern about nepotism are focussed on land registrar officers.

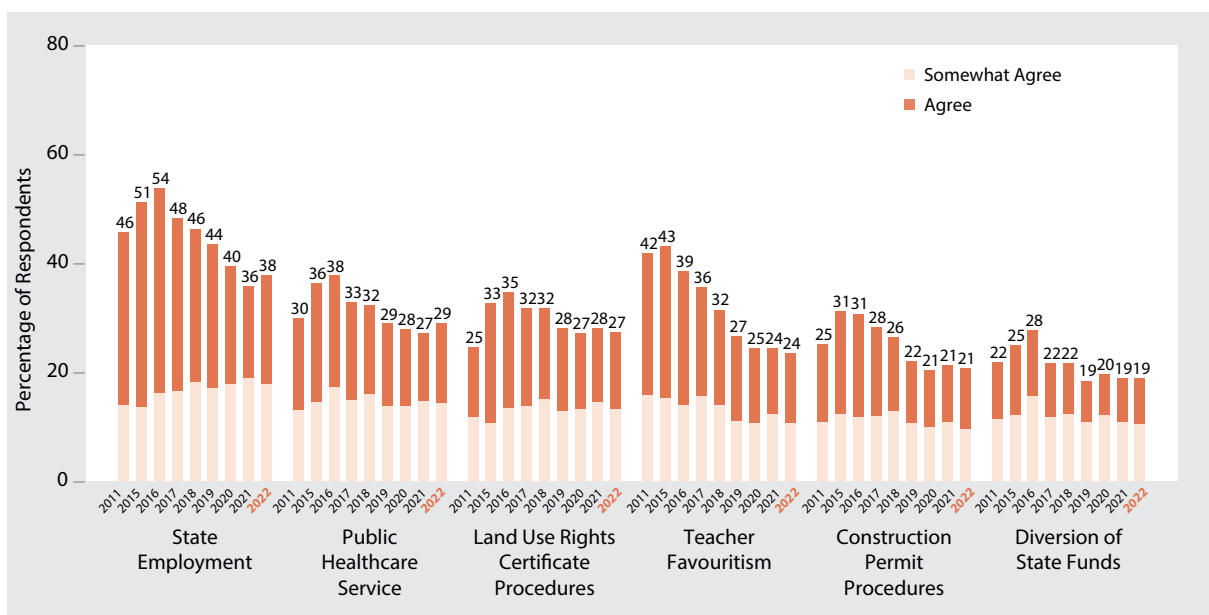
**Figure 1.8a: Importance of Connections for Different Civil Service Positions, 2011-2022**



Similarly, more respondents perceived that informal payments were needed to secure a job in the public sector in 2022 than in 2021, while the percentage of respondents (27 percent) who anticipated that payment of a bribe was necessary to get a land use rights certificate remained stable across 2019-

2021 (Figure 1.8b). Another worrisome trend is that informal payments in public district hospitals were reported to have returned to pre-pandemic levels. In general, land registration seems to be an area where citizens have identified higher levels of opacity and corruption.

**Figure 1.8b: Corruption as Perceived by Citizens, 2011-2022**

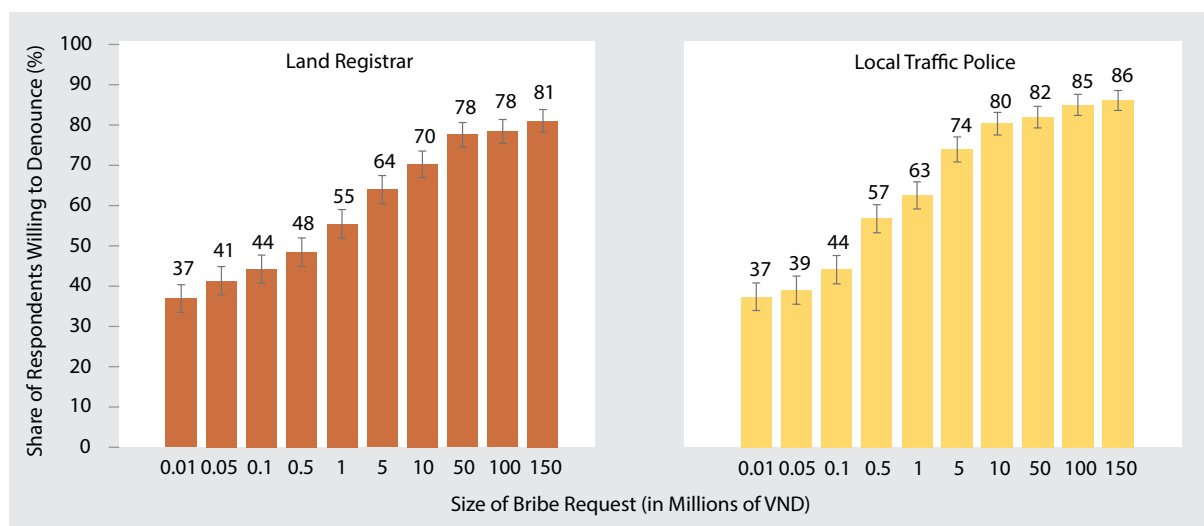




To assess variations in sectors where citizens are more willing to tolerate corruption, PAPI in 2022 reported the size of a bribe necessary for respondents to file a formal complaint. Importantly, the survey varied whether the bribe was requested by a traffic police officer or a land registrar working under the provincial management. As Figure 1.9 shows, in 2022, at low levels, citizens were equally unlikely to denounce officials. However, as the size of the bribe increases, citizens are consistently more willing to

denounce a traffic police officer compared to a land registrar. This suggests that citizens are more tolerant of corruption in the land sector than in interactions with the traffic police officer. Perhaps for this reason, corruption persists in that sector. It also may mean that bribes in land are more lucrative for bribe-givers. Alternatively, the persistence of corruption in the sector makes citizens more resigned to it continuing. Either way, corruption appears more prevalent in the land sector and citizens appear more tolerant of it.

**Figure 1.9: Size of a Bribe Amount Leading to Denunciation of a Bribe-Taking Official, 2022**



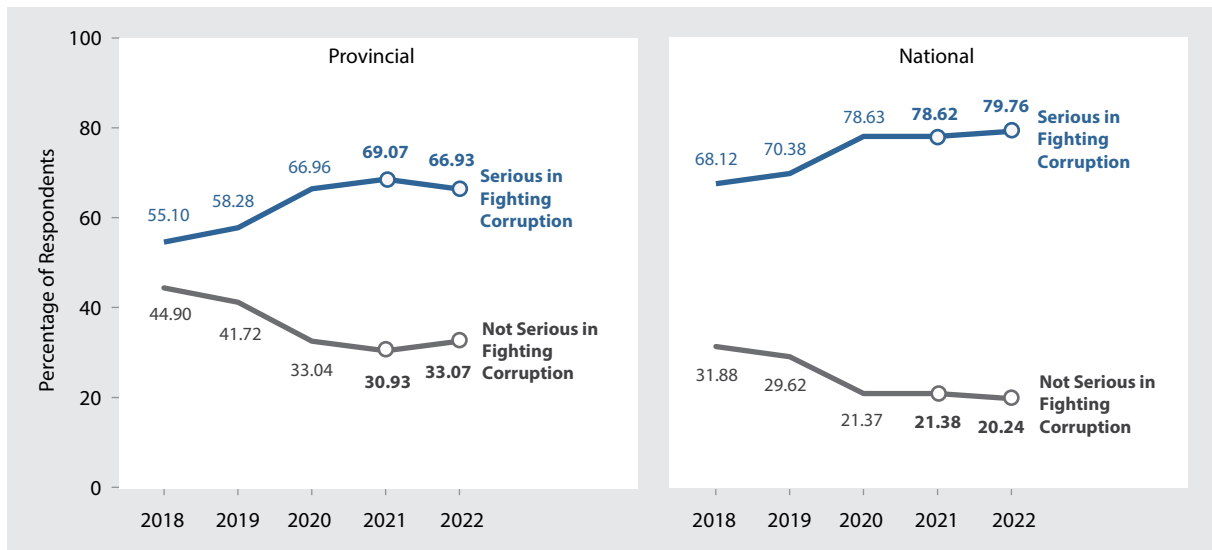
In terms of how serious citizens think their government is in addressing corruption, Figure 1.10 shows the survey results of citizens' perceptions of whether provincial or national governments are committed to dealing with corruption. The left panel shows a decline from 69 percent of respondents who believed the provincial government was committed in 2021 to nearly 67 percent in 2022. More reassuringly, as shown in the right panel, citizens still retained faith that the national government remained serious about combatting corruption. In 2022, 80 percent said the national government was serious about rooting out corruption, higher than any previous year. This suggests that while citizens felt corruption was increasing, particularly at lower levels, they saw the continuation of the anti-corruption campaign which sent a number of high-ranking and senior public officials – especially those in the health and foreign affairs sectors – to jail as covered widely by official media channels in 2022,<sup>33</sup> as an indication that Viet Nam's Central Steering Committee on Anti-Corruption is seriously tackling corruption.

In short, each year since the national anti-corruption campaign began in 2016, PAPI survey results from Dimension 4 on 'Control of Corruption in the Public Sector' have shown progress in tackling this pervasive challenge. However, the 2022 survey results in this dimension reveal a downward trend for the first time in six years.

This suggests that continued pressure should remain on lower-level officials to eradicate nepotism in employment and the need for bribes to access public services and administrative procedures. Citizens themselves could also heighten their vigilance in overseeing and reporting acts of corruption at the local level. As these findings show, while citizens do not feel that provincial governments are as vigilant as before, the public is paying attention to national level anti-corruption efforts. Aligning and reinforcing the commitment of central and local government levels, as well as of citizens, is crucial for effectively controlling corruption in the public sector.

33 See Viet Nam News (12 January 2023) and VietNamNet (1 April 2022).

Figure 1.10: Perceived Government Seriousness in Addressing Corruption, 2018-2022



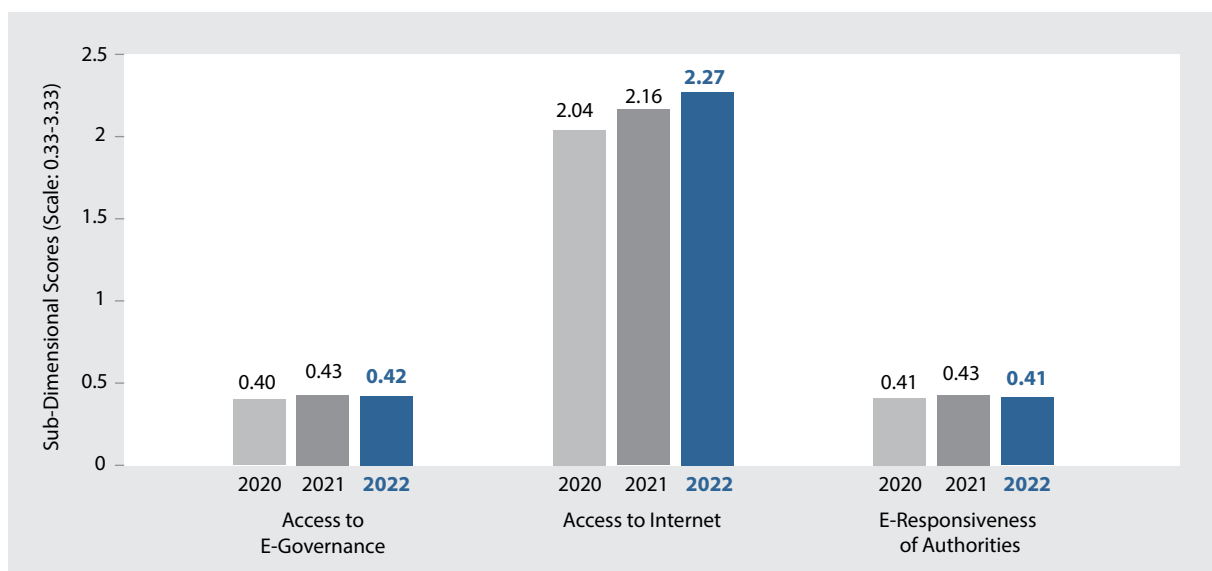
E-Governance

This section reviews progress in E-Governance since 2020, considering its importance given the government’s recent push to expand digital government and digital citizenship. This was underlined by the Prime Minister of Viet Nam, in 2022, setting October 10 as the “National Digital Transformation Day,” emphasizing the need to provide more online services and urge more citizens to use such services.<sup>34</sup> As part of this effort, the central government has pushed local governments to digitalize different public

administrative procedures and requested citizens to use more central or provincial e-service portals, even introducing a monitoring system on the National E-Service Portal to track local governance performance in delivering e-services.<sup>35</sup> This section assesses progress in those areas in 2022 in comparison with the previous two years.

As Figure 1.11 shows, E-Governance scores have remained flat in two of the sub-dimensions: Access to E-Governance and E-Responsiveness of Authorities. Access to the Internet, however, continued its surge in 2022.

Figure 1.11: Changes in E-Governance Scores (Dimension 8), 2020-2022



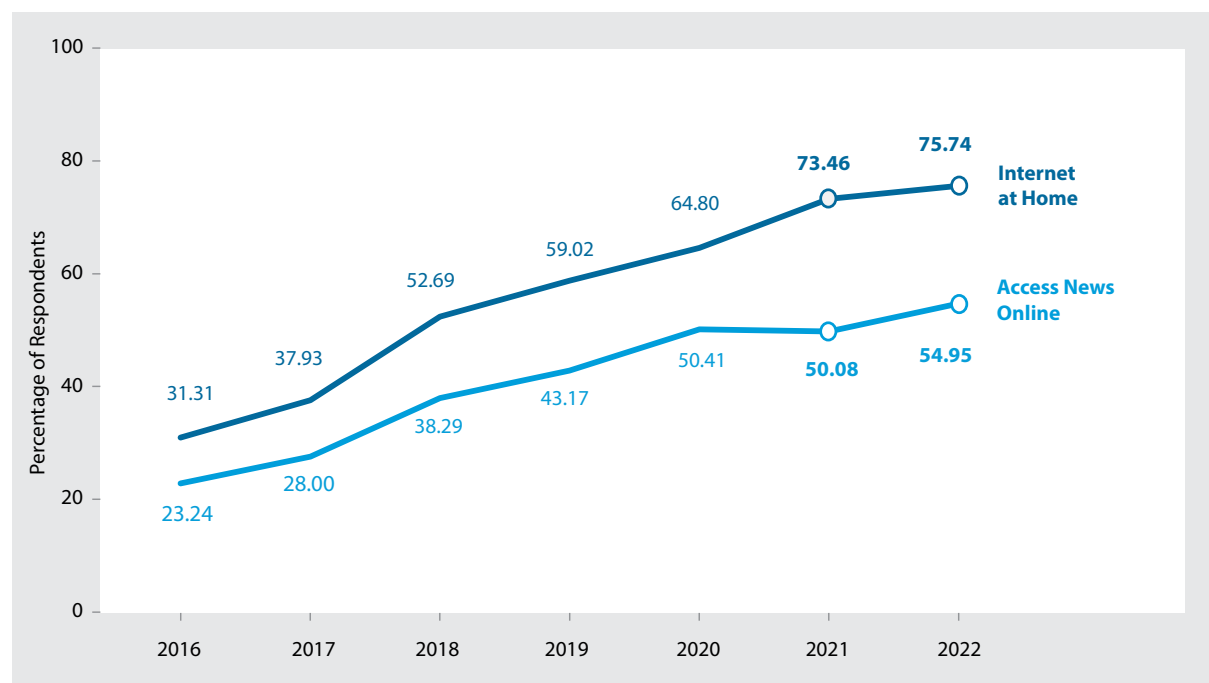
34 See Government Newspaper (10 October 2022).

35 See the Government’s Index on Provincial Performance in Handling Administrative Procedures and Services for Citizens and Businesses at: <https://dichvucong.gov.vn/p/home/dvc-index-tinhthanhpho-tonghop.html>

Findings from 2022 show that citizens' access to the internet kept rising. Figure 1.12 illustrates that more citizens than ever have internet access, either through a computer or smartphone. In 2022, nearly 76 percent of respondents said they had access to the internet, a 2-percentage point rise from 2021. While access increased, the rate has slowed from previous years. From 2016 to 2020, the number

jumped by more than 5 percentage points annually. It is possible that future expansion of internet access will be slower as those without access will be more difficult to reach. Not surprisingly, this corresponds with rises in those reporting accessing news primarily through the internet. In 2022, an all-time high of 55 percent of respondents said they primarily accessed news through the internet.

**Figure 1.12: Access to News Online and Access to Internet at Home, 2016-2022**



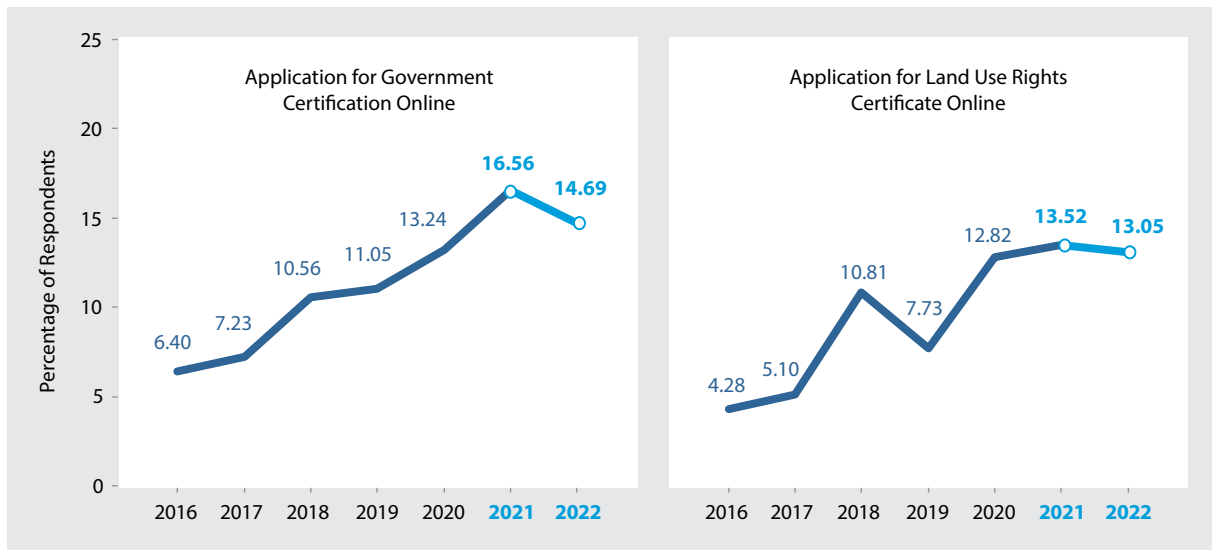
The expansion of internet access is not sufficient for e-governance to be inclusive of users from different segments of society. In particular, the ability to complete government procedures online, such as certifications and land use rights certificates (LURCs), is only available in some areas. Expanding these online administrative services remains an important goal as e-governance processes can increase convenience, reduce red tape and the need to rely on informal payments to complete procedures. How has the government fared in this area so far?

Figure 1.13 shows that the availability of these procedures online has stalled. In 2022, fewer respondents who completed certification or LURC procedures said they did so online. This number

reflects the percentage of those who went online to process such a procedure, not those who could complete all procedures online in 2022. Therefore, the availability or popularity of such options remains low, suggesting important areas for improvement. A recent series of studies conducted in 2021 and 2022 suggested some possible areas for improvement, including the user friendliness and accessibility of such portals, as well as the availability of information about them at grassroots level for citizens from diverse demographic backgrounds.<sup>36</sup> These studies also highlighted that, to date, e-services have largely been processed by civil servants on behalf of citizens, leading to a significant workload for local government personnel.

<sup>36</sup> See HCMA and UNDP (2021, 2022).

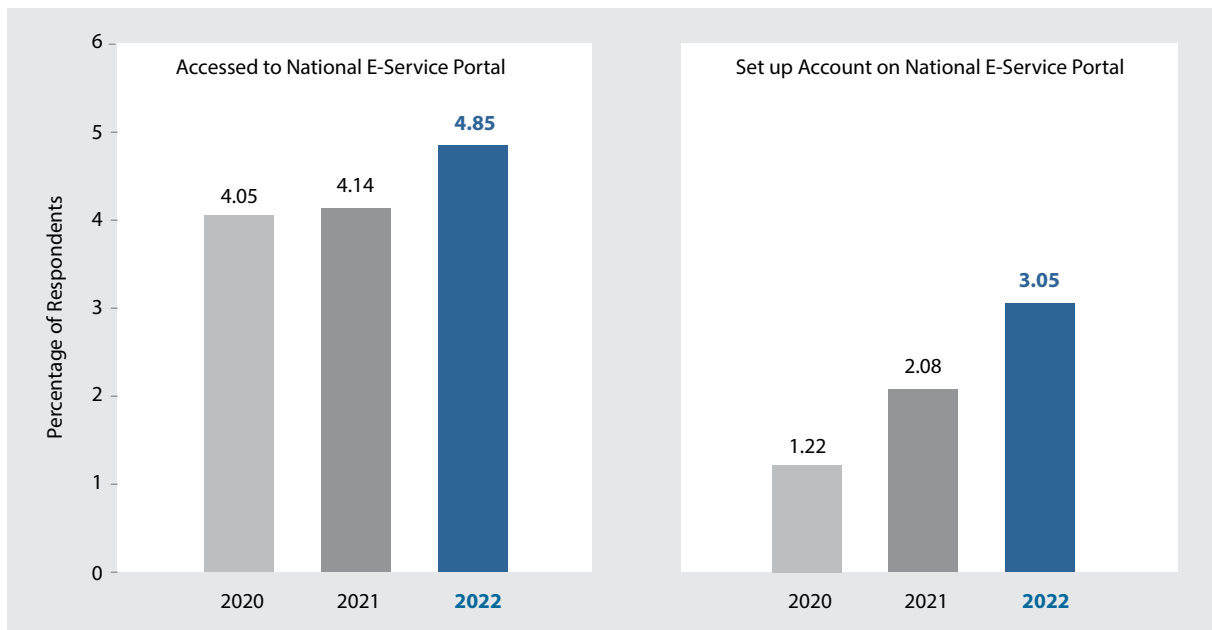
**Figure 1.13: Change in Access to Online Administrative Procedures, 2016-2022**



In terms of the National E-Service Portal,<sup>37</sup> still only a tiny portion of the population has accessed the national portal or set up an account. As Figure 1.14a shows, less than 5 percent have ever visited the portal and only 3 percent have set up an account. The good news is there

was a significant rise in the number of those who used the portal for handling procedures for themselves or families, from 27 percent in 2021 to 38 percent in 2022 (Figure 1.14b). Chapter 3 gives greater detail on citizens' access to the National E-Service Portal by province.

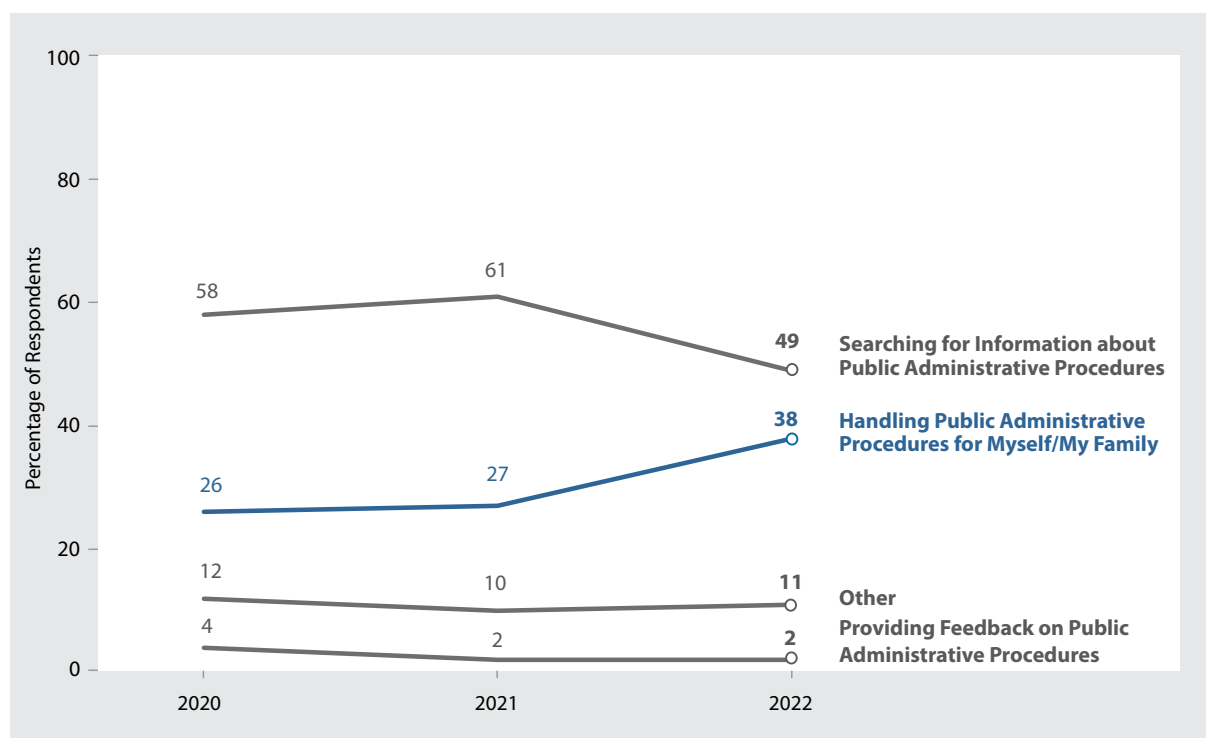
**Figure 1.14a: Access to National E-Service Portal, 2020-2022**



In short, despite efforts to expand e-governance, the survey results suggest that the pace of increased internet access has yet to translate into broad use of e-governance by citizens at large. While internet access continues to expand to lay the groundwork for greater application of e-governance, in 2022

e-services remained out of reach for the majority of citizens in Viet Nam. In response, there needs to be more investment in making e-service portals more user-friendly and accessible, as well as in simplifying public administrative procedures, in order for citizens to take advantage of online services.

37 See the National E-Service Portal at <https://dichvucong.gov.vn/p/home/dvc-trang-chu.html>.

**Figure 1.14b: National Mean Percentage of Users of National E-Service Portal by Purpose, 2020-2022**

### Issues of Greatest Concern in 2022

This section explores the overall shifts in citizens' assessment of the national and household economy as well as issues of greatest public concern in 2022. The findings are important as they provide context to analyze the shifts in important PAPI scores. They also provide a snapshot of which key policy priorities the central and local governments should address in the following year from citizens' perspectives.

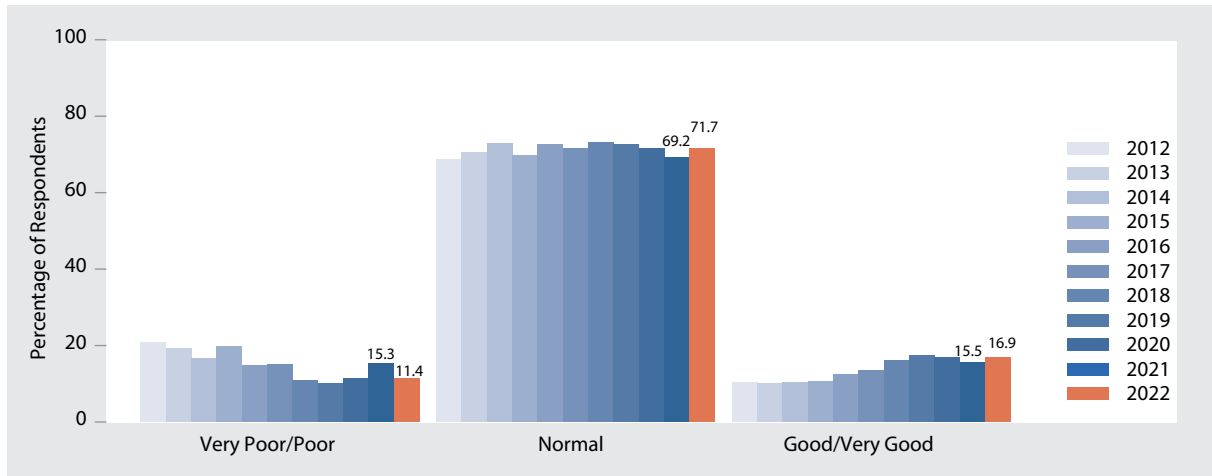
### Citizens' Assessment of Household and National Economic Situations in 2022

The year 2022 saw a return to healthy economic growth after a historically bad third quarter in 2021 when COVID-19-related lockdowns caused a dramatic decline in economic output. In this context, economic satisfaction should have improved in 2022. The 2022 PAPI survey results reflect that. Figure 1.15 shows that 11.4 percent of respondents in 2022 saw their household economic situation as "very poor or poor", down from 15.3 percent in 2021. Figure 1.16 tells a similar story. This figure presents results from a question to elicit citizens' perceptions of the national economy. Amid the health crisis,

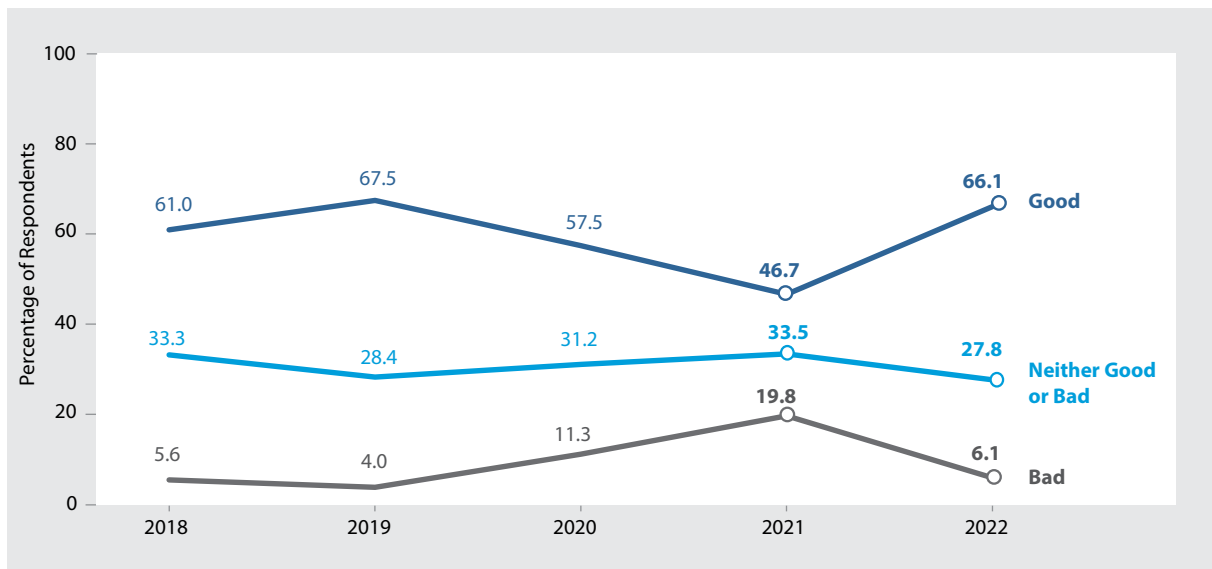
19.8 percent of respondents in 2021 said national economic conditions were bad, an all-time high since the question was first asked in 2018. This percentage dropped to 6.1 percent in 2022. In short, confidence in the economy rebounded from a record poor showing in 2021.

With that said, pandemic-driven scarring is still visible. Other indicators showing the lingering residue of the health emergency suggest that economic conditions have not completely returned to normal. Figure 1.17 shows results from a question examining household economic conditions during the height of the pandemic in Viet Nam and in 2022. Respondents were more likely to say their household economic conditions were better in 2022 (56 percent) than in 2021 (52 percent). However, aside from 2021, the results in 2022 were still the lowest since 2012. Similarly, those suggesting that their economic conditions were worse rose to their highest levels since 2012, except from 2021. These results show that, although economic conditions have improved since 2021, many respondents continue to feel the lingering pain of the economic damage unleashed by the pandemic.

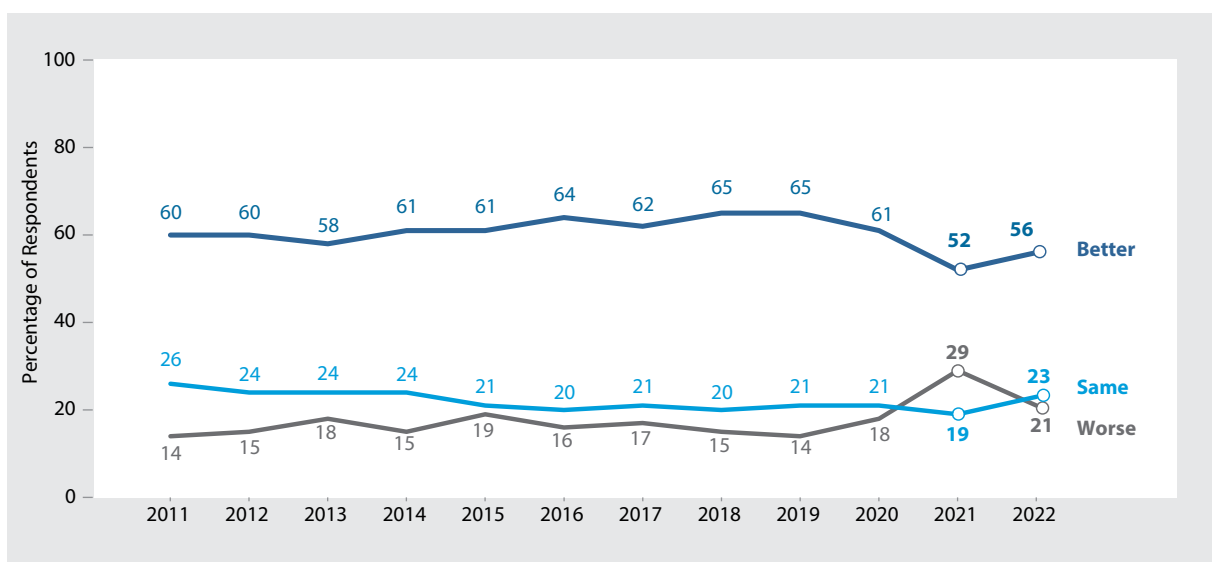
**Figure 1.15: Changes in Household Economic Satisfaction Over Time, 2012-2022**



**Figure 1.16: Citizens' Assessment of Viet Nam's Overall Economy, 2018-2022**



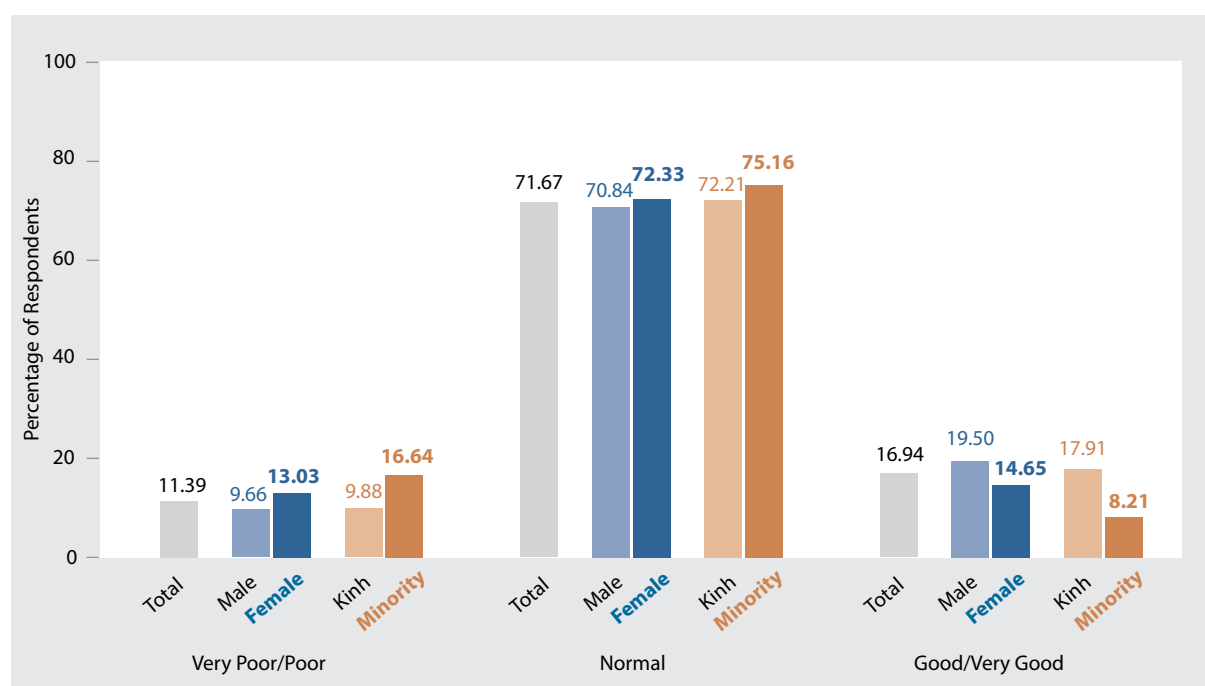
**Figure 1.17: Change in Household Economic Conditions in Past Three Years, 2011-2022**



Also important to gauge the current national economic mood are differences in views between ethnic minorities and women. Typically, minorities and women can perceive the economy in more negative terms given the higher prevalence of poverty for the former and vulnerable employment for the latter.<sup>38</sup> Figure 1.18 shows the disparities. Women are about 5 percentage points less likely to say their current economic conditions are good compared to men. Minorities are about 9 percentage points less likely than those of the dominate Kinh ethnicity to say their economic situations are good.

This pessimism is likely driven by different income levels. More sophisticated analysis<sup>39</sup> not shown here suggests that about 50 percent of the negative economic sentiment from women can be attributed to their lower income levels. That is, women in the PAPI sample are poorer on average than men, and the lower income drives an estimated half of the increased pessimism. The effect is even more pronounced for typically poorer minorities, with the differential income levels explaining about 70 percent of the increased pessimism about the economy. In short, women and minorities are poorer or more vulnerable in terms of income, and consequently, more pessimistic about the economy than men and the Kinh majority.

**Figure 1.18: Household Economic Assessments by Ethnicity and Gender, 2022**



### Issue of Greatest Concern for Citizens in 2022

Each year, the PAPI survey asks citizens to assess the issue of greatest concern they think the national government should prioritize in the coming year. This open-ended question allows respondents to assess their priorities, which could help policymakers identify issues for remedial action. Figure 1.19 shows that, as with most years preceding pandemic-stricken 2021, the greatest concern remained

poverty reduction. More than 22 percent said poverty reduction was their top concern, followed by economic growth, then jobs and employment. Road infrastructure emerged as the fourth issue of greatest concern in 2022, followed by corruption.

At the same time, there were profound differences in 2022 compared to 2021. Not surprisingly, reflecting the move to living with COVID-19, Figure 1.20 shows a dramatic decrease in concerns with health care,

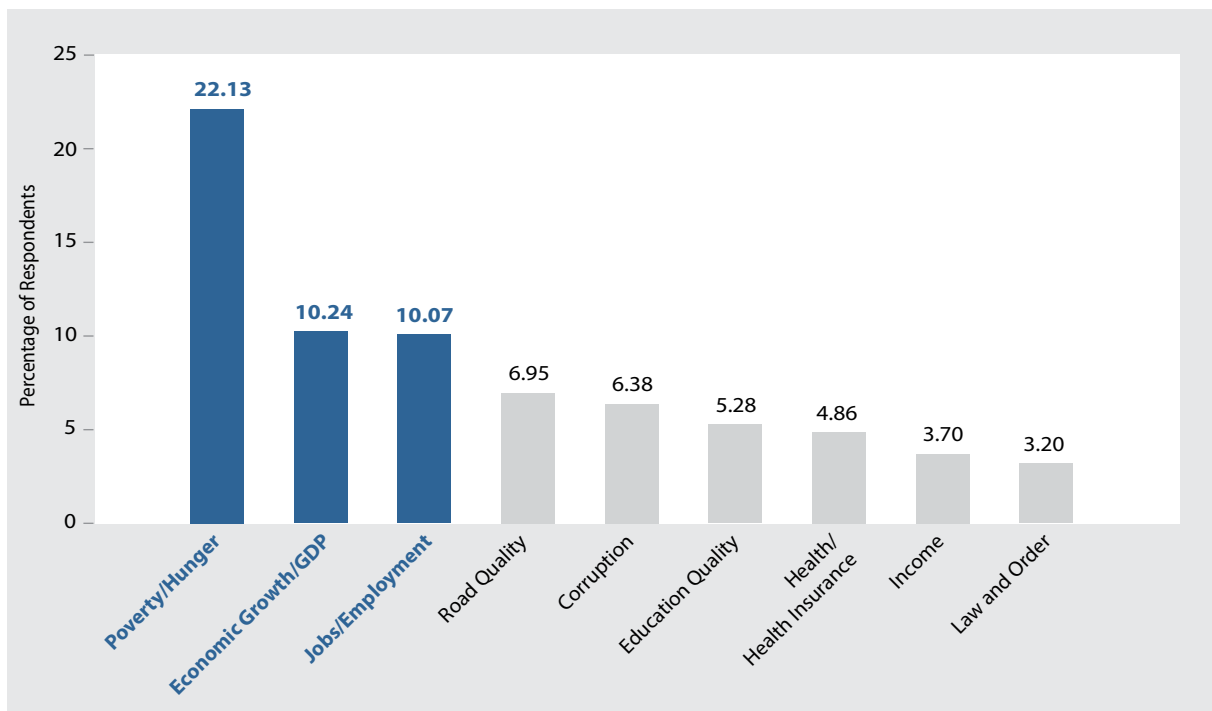
<sup>38</sup> See Viet Nam Briefing (14 September 2022).

<sup>39</sup> The statistics were arrived at through a mediation analysis of the question about monthly household income from all sources for all respondents in the PAPI survey.

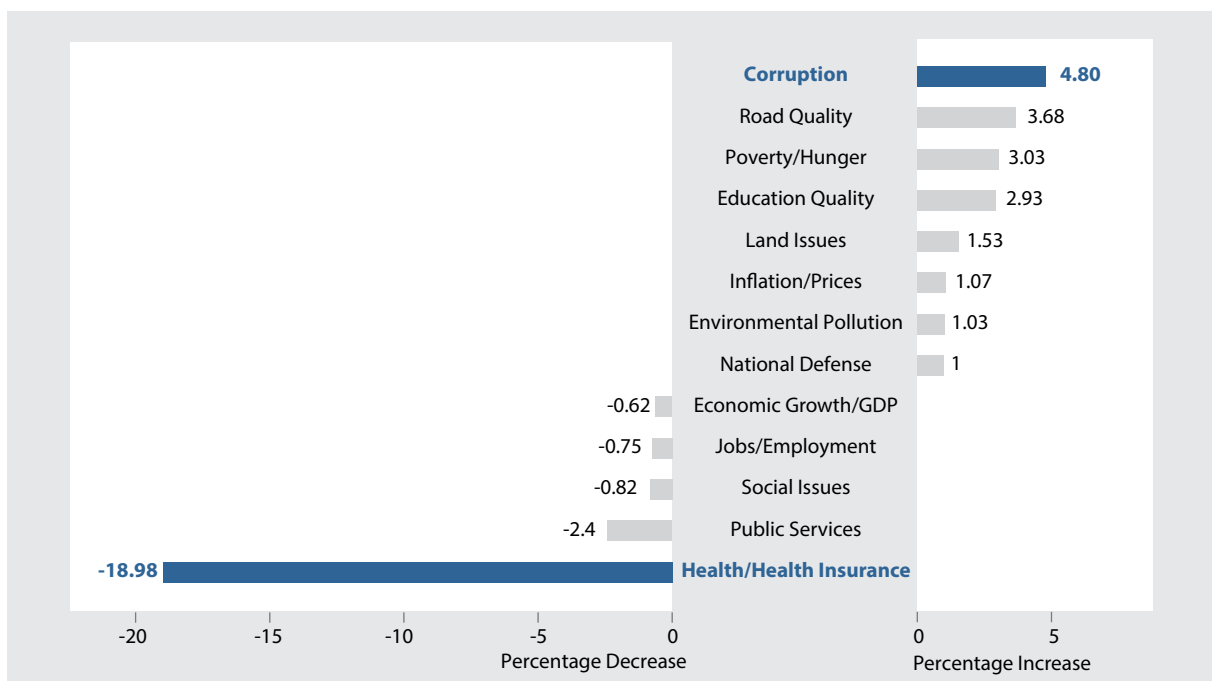
with 18 percentage points fewer respondents in 2022 than in 2021 saying it was a top concern. Some of those shifted their focus to poverty reduction. Interestingly, consistent with PAPI findings regarding Dimension 4 'Control of Corruption in the Public Sector', there was also greater concern

with corruption. Figure 1.21 also shows this change over time on selected issues. Again, concern about corruption returned to previous high levels, while health and health insurance dropped dramatically in 2022 to pre-pandemic levels.

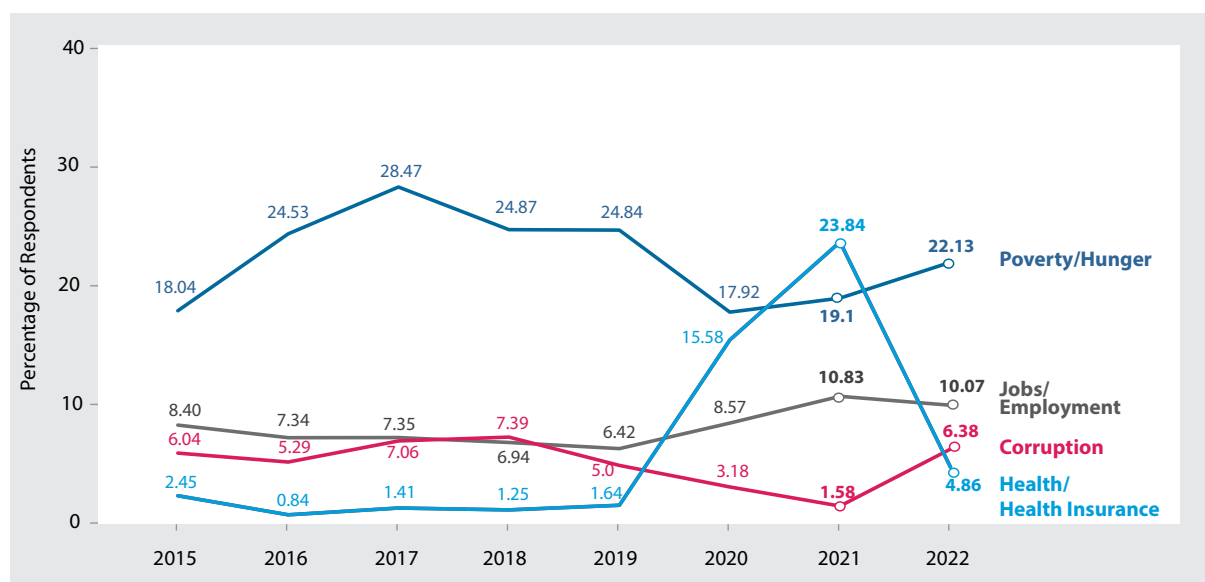
**Figure 1.19: Most Important Issues from Citizens' Perspectives in 2022**



**Figure 1.20: Changes in Issues of Greatest Concern, 2021-2022**





**Figure 1.21: Changes in Selected Issues of Greatest Concern, 2015-2022**

While these findings are pertinent, they are not necessarily actionable by all levels of government collectively. While citizens want the national government to address economic issues, they largely look to lower levels of government for infrastructure and public service delivery. Roads and land, in particular, are key issues respondents associate with the provincial level. This suggests that citizens' concerns and expectations require relevant levels of government to respond in a timely fashion. Similarly, at the village level, citizens may have more practical demands, such as law and order, which village leaders are partly responsible for organizing in some areas.

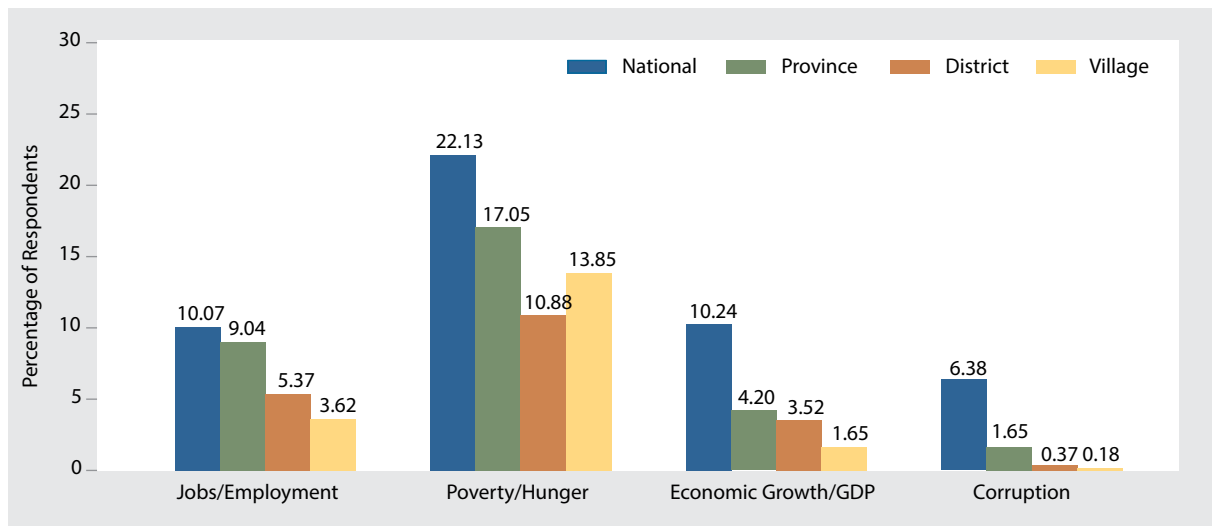
Figures 1.22-1.24 show the various issues that citizens think different levels of government should address. Across such issues, citizens thought the national government was most responsible for economic performance. For three economic-related categories of jobs and employment, poverty and hunger reduction, and economic growth, more citizens said the national government is responsible for action rather than other levels of government (Figure 1.22).

In contrast, land issues and road quality were primarily seen as district and provincial-level issues. As Figure 1.23 shows, while only 2.4 percent thought that land was an important issue for the national government to address, 8-9 percent of respondents said it should be a top priority for provincial or district governments. Similarly, while 7 percent viewed road quality as a national government responsibility, 17-19 percent of respondents said these issues fell into the domain of provincial or district governments.

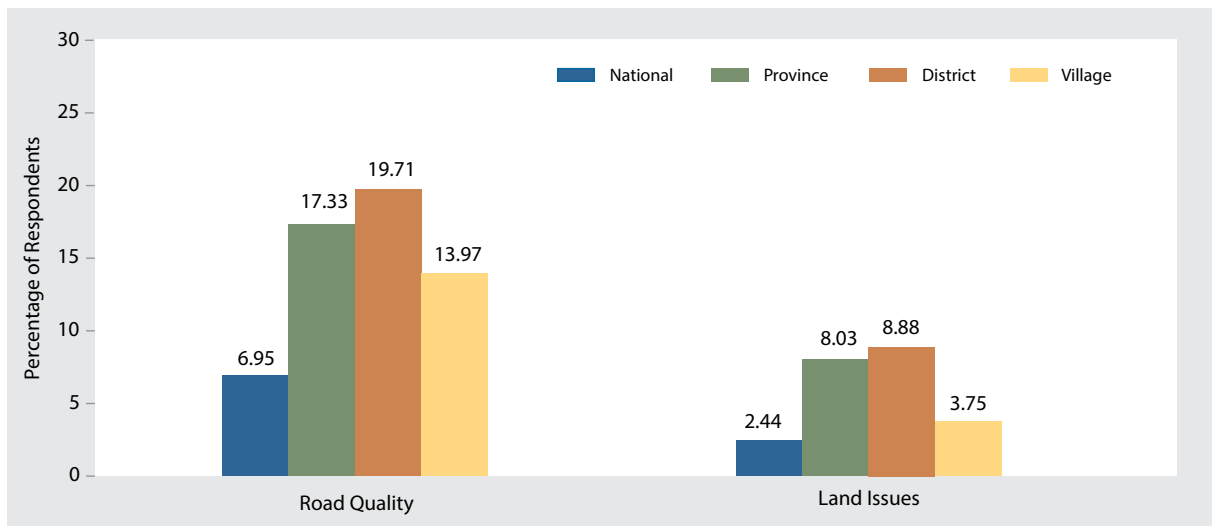
Finally, turning to the village level (Figure 1.24), while only 3 percent said public safety and security was an important issue for the national government, that number dramatically increased to 15 percent when considering the village level. Also, environmental pollution was also heavily linked to village leaders. While only 2.5 percent of respondents thought it was a national government responsibility, 10.9 percent said it should be addressed at village level. This likely reflects localized environmental issues associated with trash and litter collection mandates at grassroots level. In fact, in many communities, village leaders and even Women's Unions organize groups to clean neighbourhoods.<sup>40</sup>

<sup>40</sup> Through Women's Unions campaigns, such as the "Five Nos and Three Cleans" (Army Newspaper, 3 October 2021) or those highlighted in ECUE and UNDP (2023).

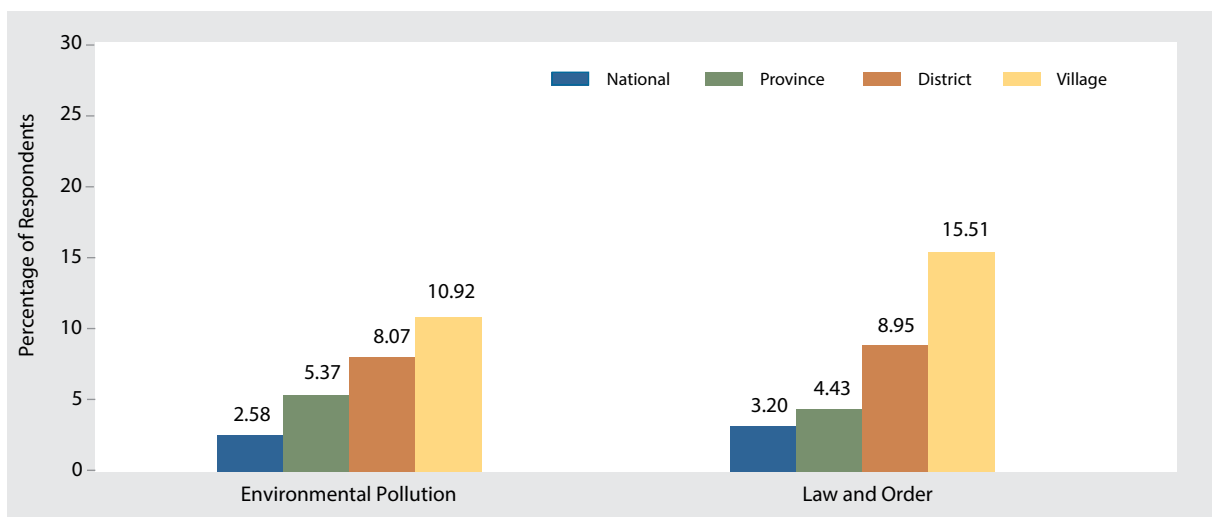
**Figure 1.22: Issues of Greatest Concern for the National Government, 2022**



**Figure 1.23: Issues of Greatest Concern for Provincial and District Governments, 2022**



**Figure 1.24: Issues of Greatest Concern at the Village Level, 2022**



In summary, at the national level, poverty reduction and the economy are pressing problems in the minds of citizens. Additionally, corruption has moved to the fore as another issue of greatest concern. At the local level, citizens highlighted land, infrastructure and public order as key issues. This does not mean that corruption does not matter at those levels. It indicates that, in terms of rooting out corruption, Vietnamese respondents consider the national government as the most appropriate institution to deal with it.

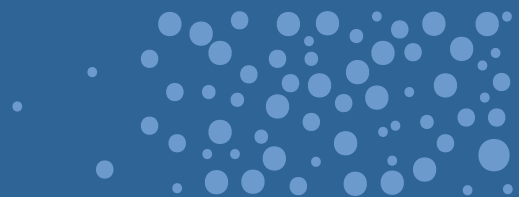
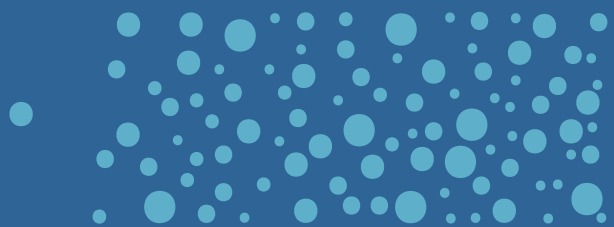
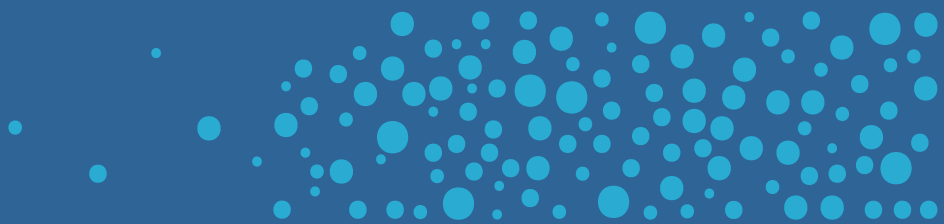
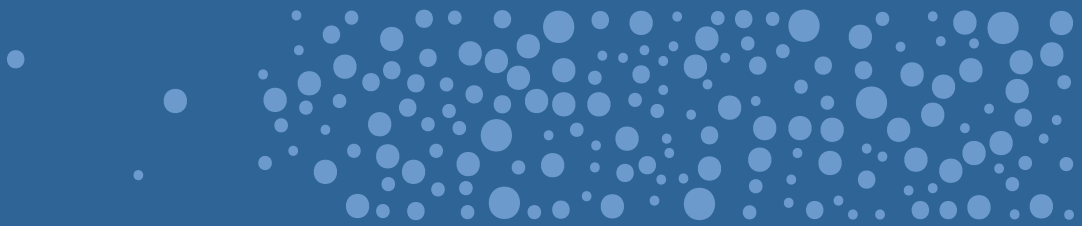
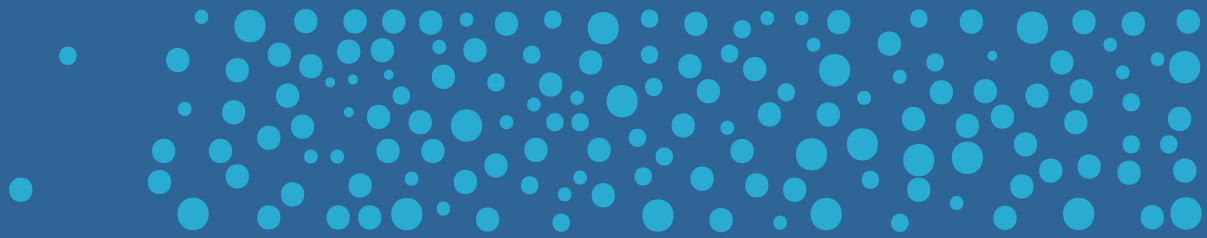
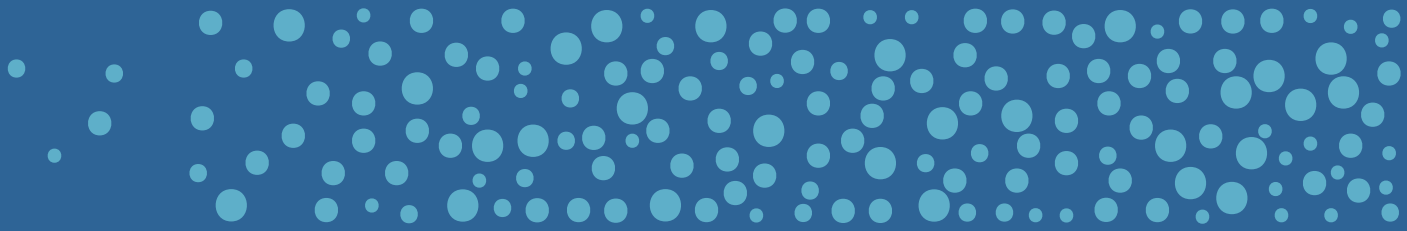
## Conclusions and Recommendations

Overall, this chapter has revealed some worrying trends in 2022 based on citizens' perspectives. The headline message is the downward trend in government performance in Control of Corruption in the Public Sector for the first time since 2016. In terms of government effectiveness in Transparency in Local Decision-making, the chapter shows some concerning changes in the accuracy of poverty lists and access to information about official laws and regulations. Finally, on one of the measures aimed to increase transparency and reduce corruption – expanding e-governance – this chapter spotlighted the low uptake of e-governance platforms. Despite government attention, work remains to be

done to expand the reach of e-governance to wider segments of the population.

Turning to the issues of greatest concern based on citizens' perspectives, this chapter revealed worrying trends within the dimension of Control of Corruption in the Public Sector, with citizens in open-ended questions more likely to cite corruption as an overarching issue that requires intensive State action. In contrast, concerns about health care and health insurance – the top issue in 2021, eased in 2022 to reflect the decreasing profile of COVID-19 as a defining governance issue.

Importantly for governance, this chapter also underlined that citizens have strikingly different expectations for the national government compared to provincial, district and grassroots levels. While citizens want the national government to address economic issues, they largely look to the lower levels of government for infrastructure and public service delivery. Road quality and land, in particular, are key issues that respondents associate with the provincial level. This suggests that citizens' concerns and expectations require relevant levels of government to respond in a timely fashion.





# CHAPTER 2

## OVERVIEW OF PERFORMANCE IN LAND GOVERNANCE, GRASSROOTS DEMOCRACY IMPLEMENTATION AND INCLUSIVE GOVERNANCE IN 2022

This chapter provides in-depth analysis of four important issues based on the 2022 PAPI data. First, it delves into the transparency of land plans and land price frames introduced by local governments and how citizens perceived compensation for seized land in 2022, when revisions to the 2013 Land Law were under debate. Second, with the implementation of the new 2022 Law on Grassroots Democracy Implementation from July 2023, the chapter examines the evolving roles of village heads, who are the cornerstones of grassroots democracy implementation. Third, the chapter evaluates the willingness of Vietnamese citizens to accept LGBTIQ+ and persons with disabilities as their elected representatives to promote inclusivity in the legislature arena. Finally, the chapter presents key insights into internal migration, and how local governance can be made more inclusive for migrants, along with identifying the driving forces behind internal migration for policy consideration.

### **Land Governance from Citizens' Perspective**

This section focuses on land governance aspects from citizens' perceptions and experiences. Given the debate over the 2013 Land Law revisions and the importance of land, basic data on how citizens have

acquired land, land seizure rates, and the differences between official land prices and market prices paid for land seizures will be helpful in informing the policy discussion.

One crucial question regarding the 2013 Land Law implementation is how citizens have attained their land use rights. As land use rights are fundamental for residents, yet there is little systematic data on how citizens have acquired land, the 2022 PAPI survey asked how citizens acquired the land they reside on. Under Viet Nam's Constitution and the 2013 Land Law, land is not "owned" but rather leased from the State in the form of land use rights certificates (LURCs). However, these LURCs can be transferred, traded, bought and sold. Figure 2.1 shows how citizens came to acquire their land use rights as of 2022. Figure 2.2 then breaks this down by urban and rural areas. As Figure 2.1 illustrates, most Vietnamese live on land with LURCs from different sources. Notably, more than one-third (37.19 percent) of land users inherited the rights from previous generations, with land inheritance the most popular source in urban and rural areas (see Figure 2.2). Overall, only a small number (5.18 percent) rented land or resided in a dwelling owned by a landlord. This is more prominent in urban areas (6 percent) than rural ones (2 percent).

Figure 2.1: Source of Land Use Rights Certificates, 2022

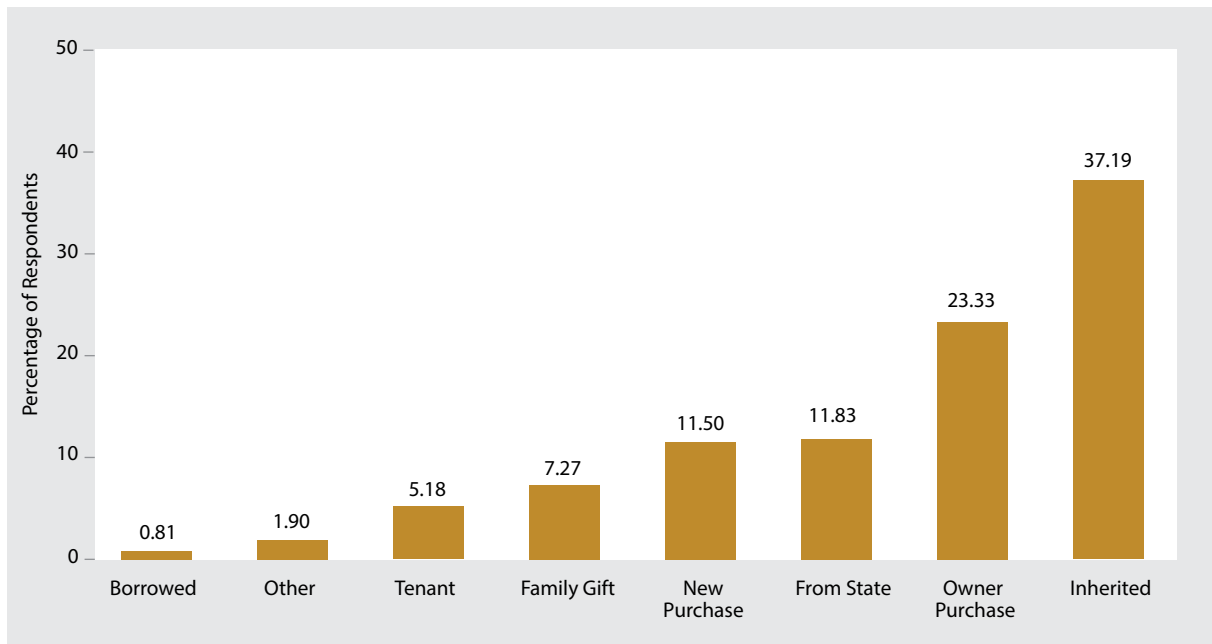
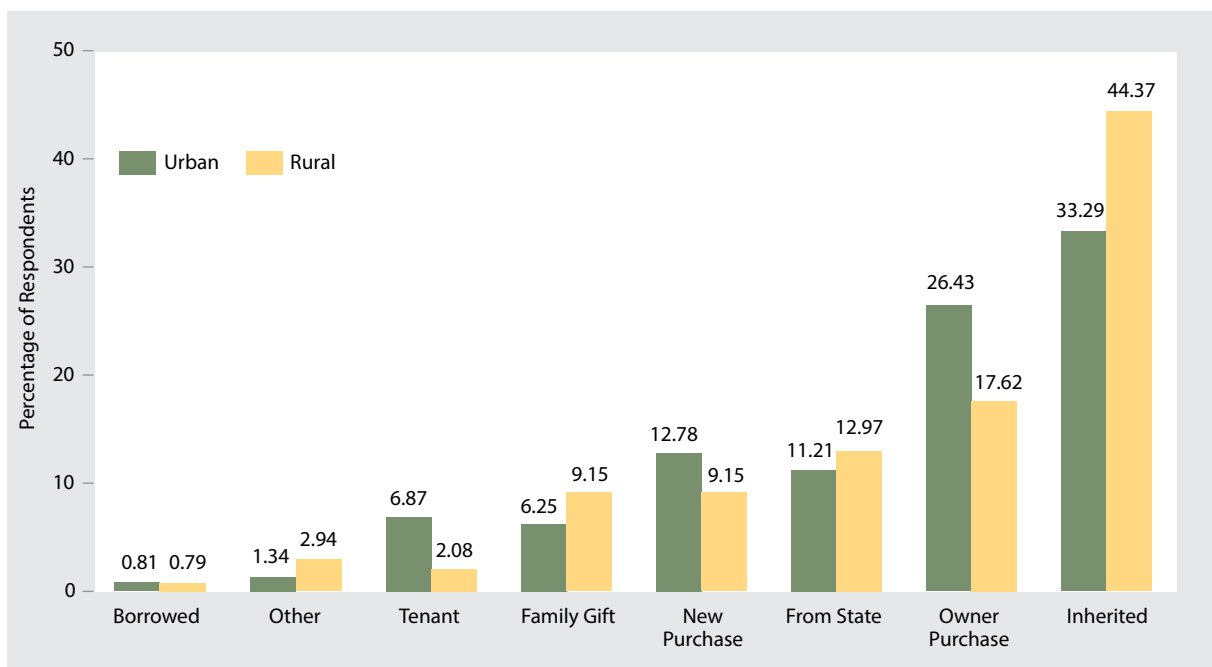


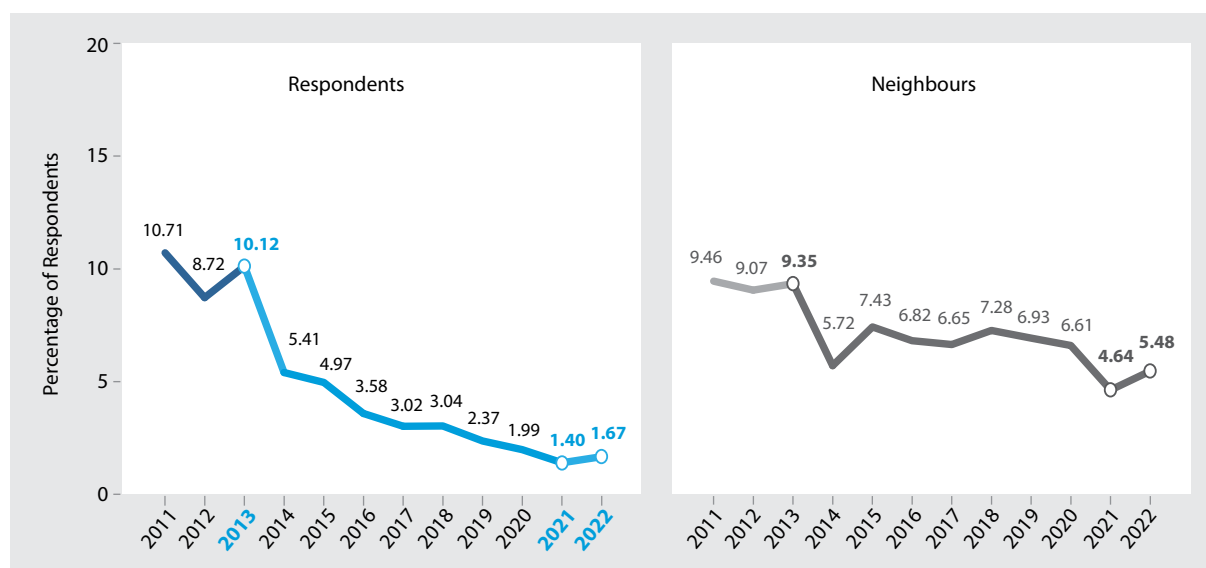
Figure 2.2: Source of Land Use Rights Certificates by Urban vs. Rural Areas



How secure are these dwellings from seizure requests by local governments for other use purposes? Since the most recent revision of the Land Law in 2013, land seizure rates declined dramatically. Figure 2.3 shows that from an average of 9 percent between 2011 and 2013, the level of land seizures faced by residents and their neighbours dropped to below 5.5 percent in 2014 and fell every year since. This continual decline

ended in 2022, the reason for which can be further studied. While in 2021, 1.4 percent of respondents and 4.6 percent of respondents’ neighbours reported having residential land seized, these numbers rose to nearly 1.7 and 5.5 percent in 2022, respectively. Even with these increases, the level of residential land seizures remains low compared to the pre-2014 period before the 2013 Land Law took effect.

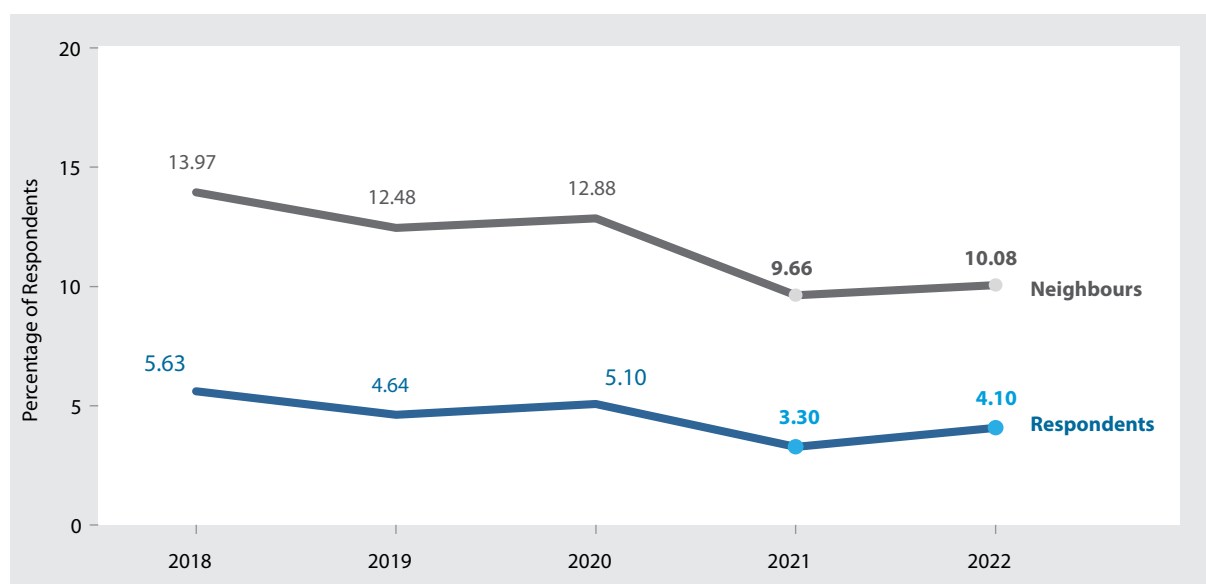
**Figure 2.3: Percentage of Respondents Having Residential Land Seized, 2011-2022**



Farmland seizures, however, were more common. Figure 2.4 shows that 4.1 percent of the population in 2022 reported having farmland seized. This is close to the average of about 4.5 percent reported during 2018-2021. While perhaps small, this percentage is far more significant when considering rural populations, where it is a relevant issue. In localities where at

least 30 percent of residents work in agriculture, 6.5 and 5.4 percent reported having farmland seized in 2022 and 2021, respectively. In short, the seizure of farmland in rural areas remains a salient issue, which should be addressed by stronger regulations on transparency of and equal access to land information in the Land Law.

**Figure 2.4: Percentage of Respondents Having Their Farmland Seized, 2018-2022**



How informed are citizens about land plans that may result in land seizures and are citizens invited to provide comments on draft annual land use plans before local governments endorse them? Figure 2.5 provides details on how many citizens were informed and allowed to comment on their local government's plans. Interestingly, while land seizures declined after

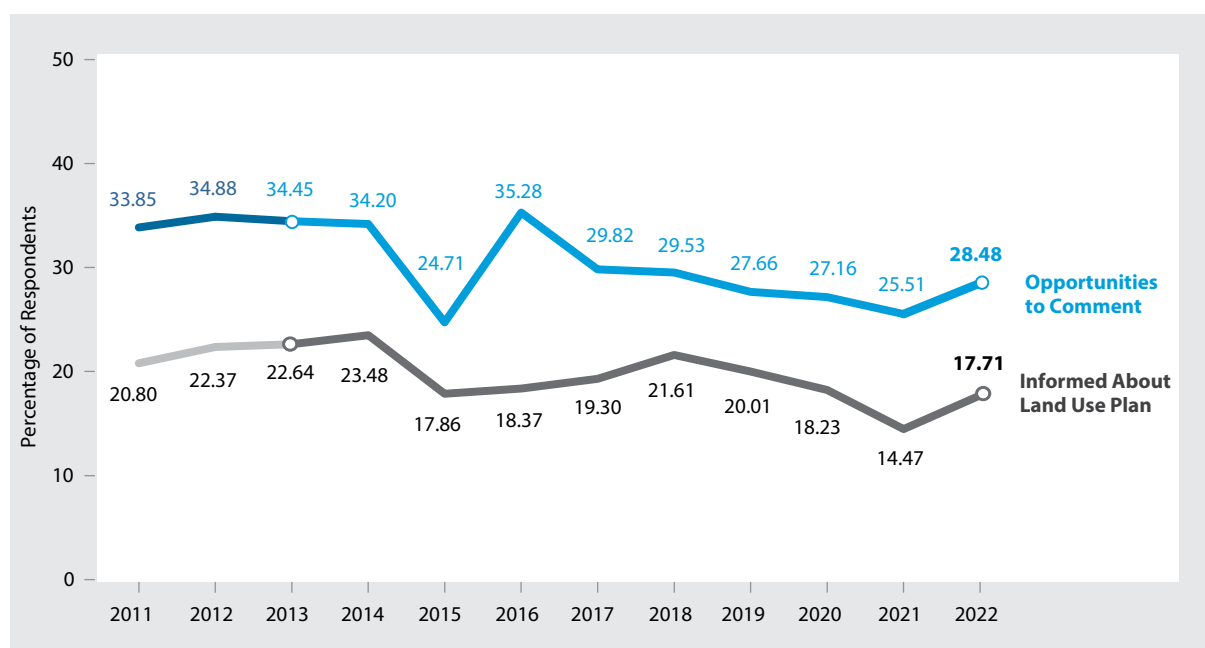
the 2013 Land Law, the percentage of respondents who reported having been invited to provide comments on and being informed about local annual land use plans was on a decline during the 2018-2021 period compared with the previous period from 2013 to 2017. The 2022 findings show that the number of citizens invited to provide comments and were

informed about the new district land plans remains low at 28.5 percent and 17.7 percent, respectively, although each proportion increased by 3 percent from the 2021 numbers. One explanation is that citizens were less likely to demand information about land plans if they perceived less of a risk of having land seized. Another possibility is that many local governments did not update and disclose annual local land plans.

By the letter of the law, local governments are mandated to publicly release annual land plans by 31 January each year, with the responsibility for dissemination resting on all local governments. However, as evidenced by the action research series conducted by CEPEW and UNDP in 2022 and 2023,<sup>41</sup>

only 37 percent of 704 districts in Viet Nam disclosed annual land plans in 2021 and 55.2 percent in 2022, making the information exclusively available to the public through e-government portals. However, the ways local land plans are disclosed through local government portals failed to meet requirements for land information disclosure by 31 January every year as they contained abstract legal terms and failed to provide clarity, detailed justifications for changes and maps for ordinary citizens to follow and comprehend.<sup>42</sup> Although the research has yet to assess offline dissemination at commune level, it is clear that local governments have not fulfilled their obligation to disseminate annual land plans to the public, let alone online.

**Figure 2.5: Percentage of Respondents Having Had an Opportunity to Provide Comments on Draft Annual District Land Plans and Percentages of Respondents Informed about the Plans, 2011-2022**



However, despite the lower number of reported land seizures, low compensation remains a contentious issue. This raises the question of whether local governments are paying fair prices for residential land at the time it is seized for other purposes. The 2022 PAPI survey attempted to assess this through a unique experiment. Half of the respondents were asked about the official rate for a square metre of land in their

locality as publicised by the local governments, while the other half were asked about the market rate for a square metre of land in their locality. By comparing the values reported by the two sets of respondents, the differences between official and market land prices could be estimated, and they reveal whether local governments take into account market rates when setting land seizure compensation.

41 See CEPEW and UNDP (2022 and 2023) and the Land Transparency Initiative at: <https://congkhaithongtindatdai.info/>.

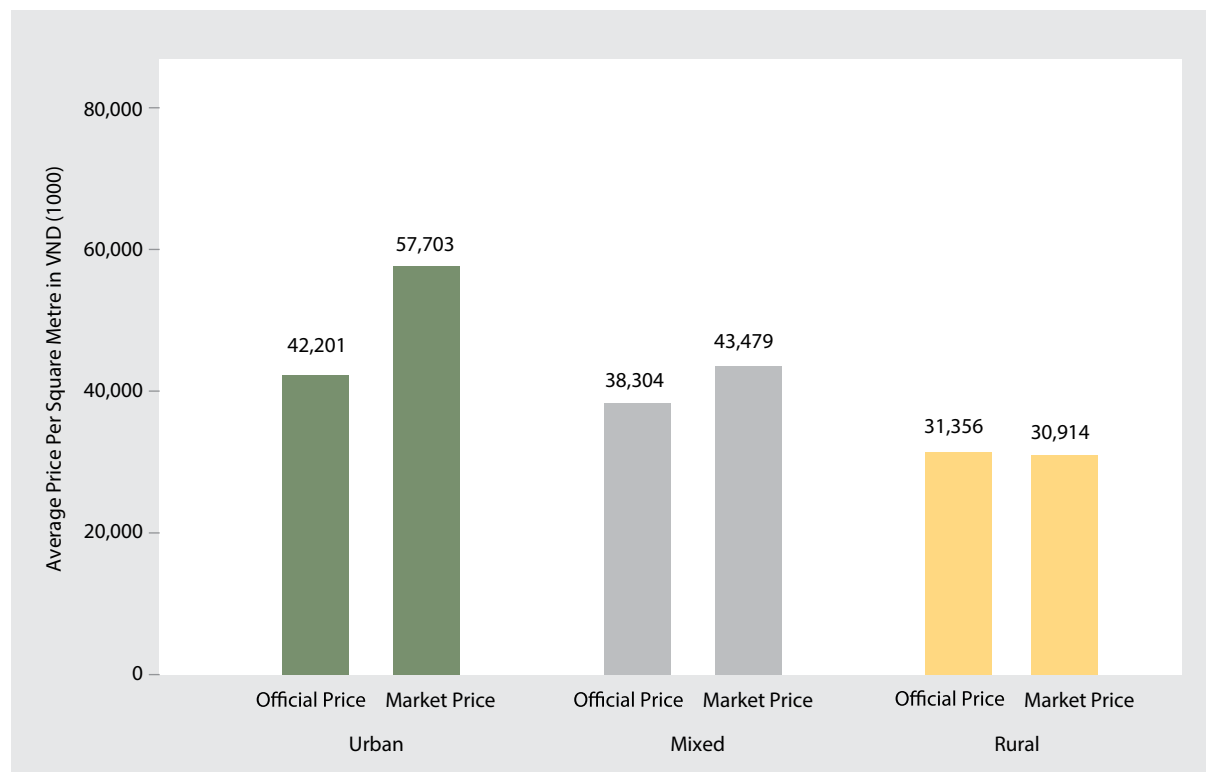
42 This is also reflected in the Institute of Public Policy and Media Development (IPS) and UNDP (2023)'s initial findings from the review of utility and accessibility of current central and local government portals.



Figure 2.6 shows the results. In more rural areas, there was little difference in the market and official rates. However, in urban areas, where land prices are higher, there were substantial differences: the

average estimated market price for a square metre of land was VND 57.7 million compared to an average estimated official price of VND 42.2 million – a difference of VND 15.5 million.

**Figure 2.6: Difference Between Official and Market Land Price, 2022**

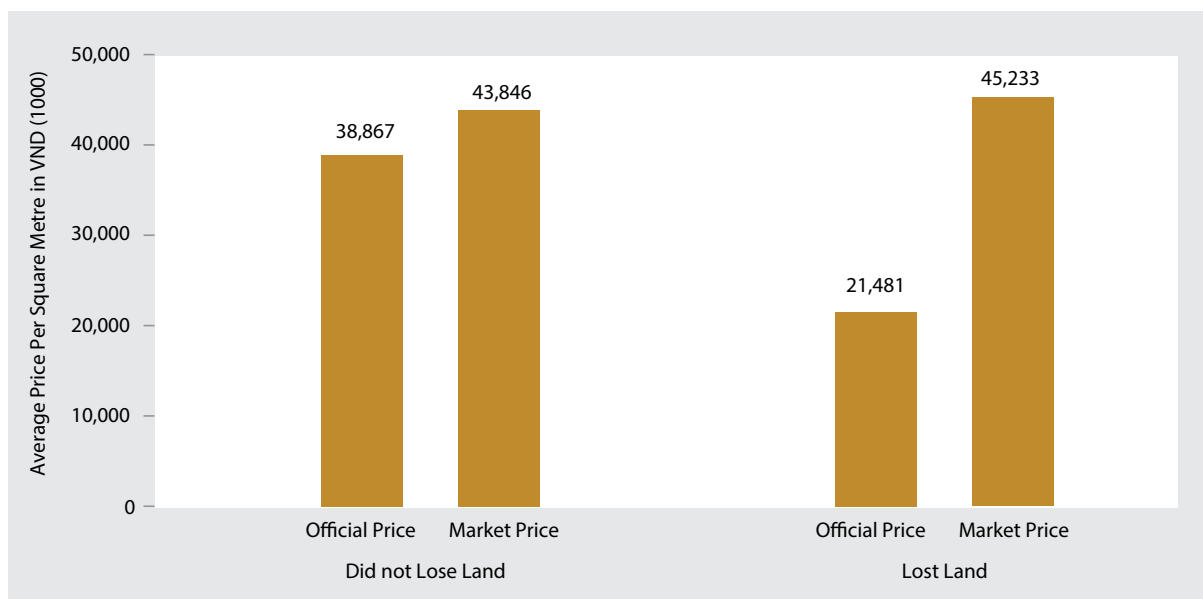


Drilling deeper, the survey suggests that more people are unaware of the official rate compared to the market rate. Only 24 percent of those asked about the official price could supply an answer, in contrast to 30 percent who provided a market price. Perhaps more importantly, many people were only aware of the official land price when personally impacted by a land seizure. For those who did not have land seized, only 26 percent provided an answer on the market or official rate compared to 43 percent who had land seized.

This is important because people who have lost land may have different expectations about official and market prices for land than those who have not. Citizens, for example, may assume that the official price for land matches the market price until they have their land taken. This could be the case if land

prices are not transparent or if citizens are simply unmotivated to find the official price. Both appear to be the case. According to Figure 2.7, respondents seemed to assume that the market rate *is* the official rate until land is seized. For those who did not lose land, their estimate of the official price matched the one for the market price. Those who lost land cited higher market prices and much lower official prices compared to those who did not lose land. It seems that losing land made respondents cognizant that the actual official price was lower than the market price. In other words, until citizens lose land, they do not realize how much lower the official rate was. On the disclosure of official land prices, as the reviews by CEPEW and UNDP (2022 and 2023) revealed, only 27 and 39 out of 63 provinces publicized provincial land pricing frameworks on their e-portals/websites in 2021 and 2022, respectively.

**Figure 2.7: Difference between Official and Market Land Price for those Who Lost Land Compared to Those Who Did Not, 2022**



These findings generate two important policy implications. The first, and most obvious implication, is that changes in official prices should be more frequent, rather than every four years, to keep up with rapidly changing market prices, particularly in urban areas. Second, more transparency in land values and policies is needed to inform citizens of actual land prices to prepare them if their land is acquired. This will allow citizens the opportunity to comment on land prices before their land is seized. Furthermore, once expectations for compensation for land seizures come closer to everyday land transaction prices, dissatisfaction and petitions in instances where local governments need to acquire land will reduce.

### Grassroots Democracy Implementation through Village Elections

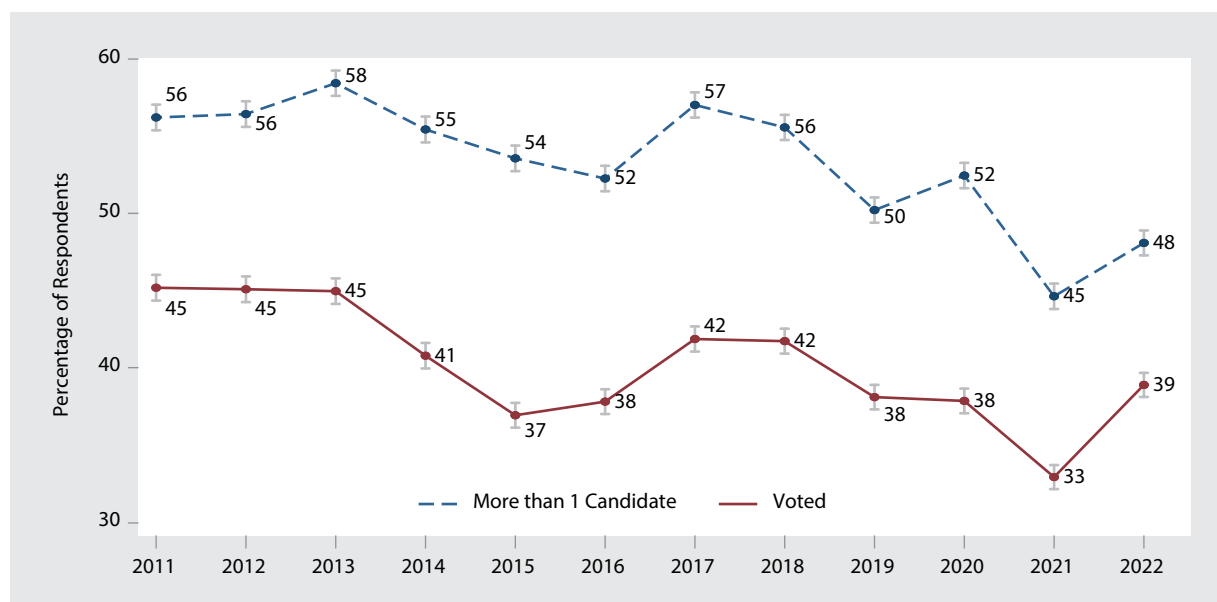
This section focuses on the implementation of village elections and changing patterns of governance at the village level. Several factors drive the focus on village head elections. First, the recent passage of the 2022 Law on Grassroots Democracy Implementation, which formalizes a number of procedures related to management of participation in villages, makes this a timely question. Although the law does not

change the process for selecting heads of residential areas in urban areas and village heads in rural areas (hereinafter called village heads), village elections are a critical component of how laws governing political participation are implemented. Village heads, for example, are required to set up informational meetings that the grassroots law requires to collect citizen feedback. As the law will come into effect on 1 July 2023, this section provides a baseline on how village head selection processes impact citizen participation at grassroots level.

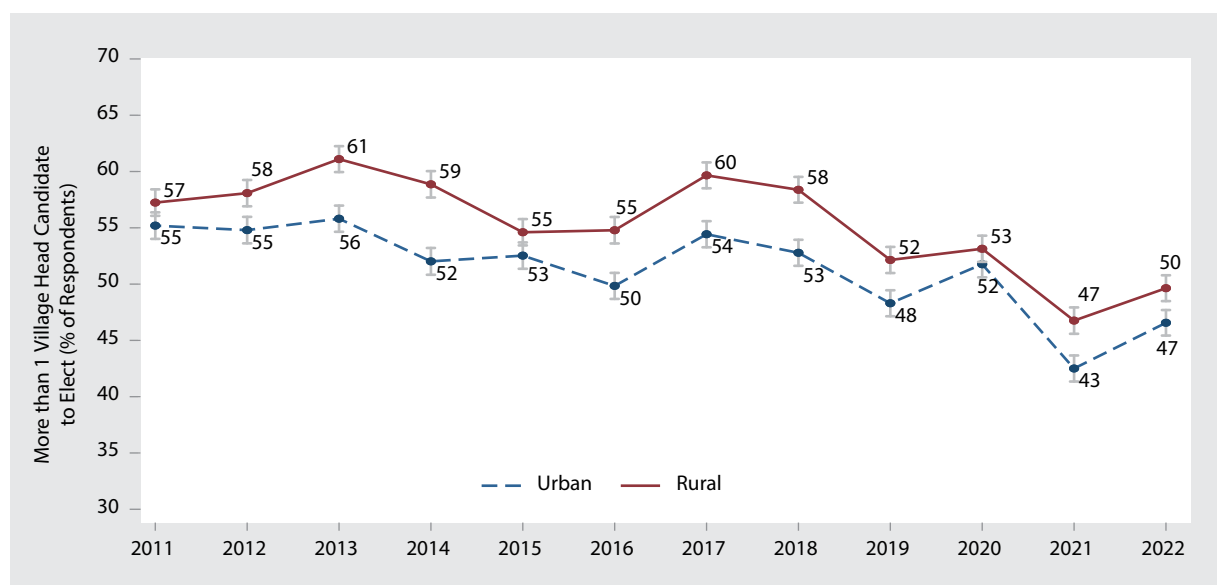
Village elections were introduced in Viet Nam since 2002 upon the passage of the 2001 Law on Government Organization.<sup>43</sup> However, the competitiveness of elections appears to be waning if the findings from PAPI surveys over time are taken into account. In terms of the candidates running in village elections, the total number has consistently dropped over time. As Figure 2.8a shows, in 2011 about 56 percent of respondents reported their village elections had more than one candidate, in contrast to their lowest levels of 45 percent in 2021 and 48 percent in 2022. Figure 2.8b reveals the drop has occurred across rural and urban areas, though the latter on average had fewer candidates.

<sup>43</sup> See Decision No. 85/2002/QĐ-TTg to realize the Viet Nam Communist Party's Resolution No. 17-NQ/TU on renovating and raising the quality of political systems in communes, wards and townships, available at: <https://vbpl.vn/bonoivu/Pages/vbpqen-toanvan.aspx?ItemID=10177>

**Figure 2.8a: Percentage Voting in Village Head Elections and Election Competitiveness, 2011-2022**



**Figure 2.8b: Competitiveness of Village Head Elections by Urban vs. Rural Areas, 2011-2022**



Why is the competition for the post of village head declining? It is possible this trend reflects a changing role for village heads. Importantly, two roles are to mobilize resources for community infrastructure projects (such as building or upgrading roads, cultural houses or health clinics) and to interact directly with citizens on behalf of local governments. The role of the village head in mobilizing additional resources for public works is more critical in rural areas. However, with economic growth and overall modernization, it may be the case that citizens are less responsible or willing to co-fund infrastructure

as the local or central government has increasingly assumed this role. If this is the case, the position may have declined in importance resulting in fewer candidates wanting to compete for the job.

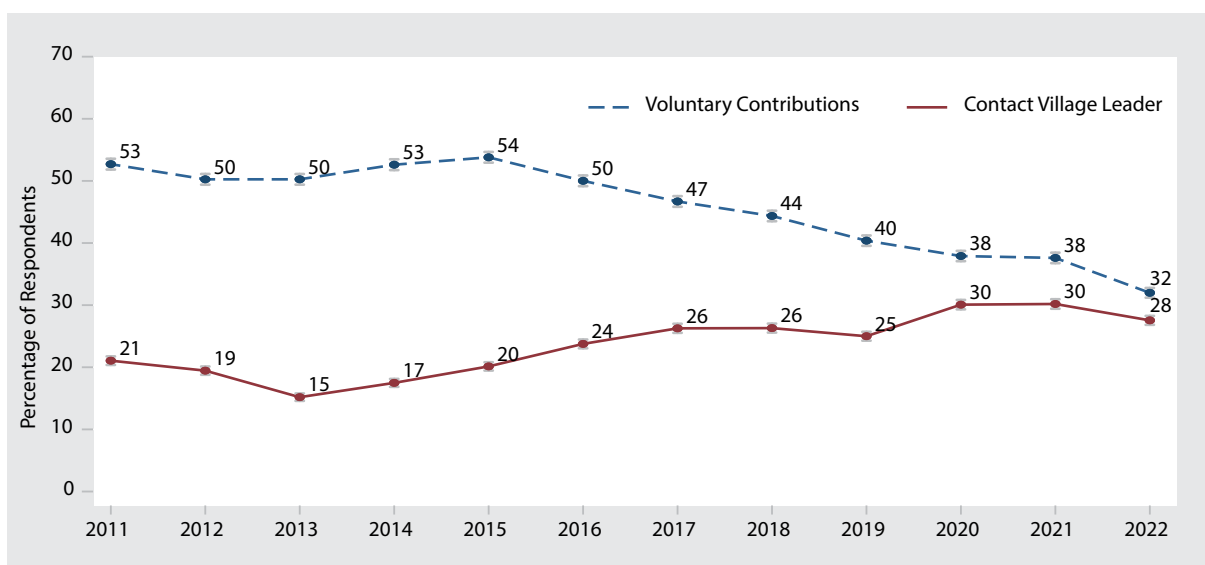
Figure 2.9 illustrates how the role has changed. Plotting the average number of respondents who paid voluntary contributions for a local project over the past 12 months, since 2015 the number has dropped precipitously. After reaching a peak of 54 percent asked to contribute to a local project, the number has fallen each year to 32 percent in 2022. In just 2021 to

2022, it dropped 6 percentage points. This fall could be due to COVID-19 impacts on household economic conditions and personal income. But, it could also be due to efforts to use central and local governments' resources to build and upgrade basic infrastructure through the New Countryside programme.<sup>44</sup> Although New Countryside is supposed to mobilize citizen contributions, it could suggest a decreased role for village leaders in mobilizing resources from citizens for these projects.

At the same time, other burdens on village leaders remain. They are tasked with duties required by the 2022 Law on Grassroots Democracy Implementation,

such as informing citizens about changes to new laws. Additionally, they are on the frontline for hearing citizens' concerns and passing them on to higher authorities. In measuring interactions with village leaders, Figure 2.9 shows that interactions have remained steady or even increased. Indeed, during COVID-19 in 2020 and 2021, contacts with village leaders became more frequent due to requests for localized pandemic restriction measures. However, even with the lifting of restrictions in 2022, interactions remained at the highest level. This suggests that the burdens on village leaders remained the same or have even increased, while their role in mobilizing contributions has declined.

**Figure 2.9: Change in Voluntary Contributions and Interactions with Village Leaders, 2011-2022**



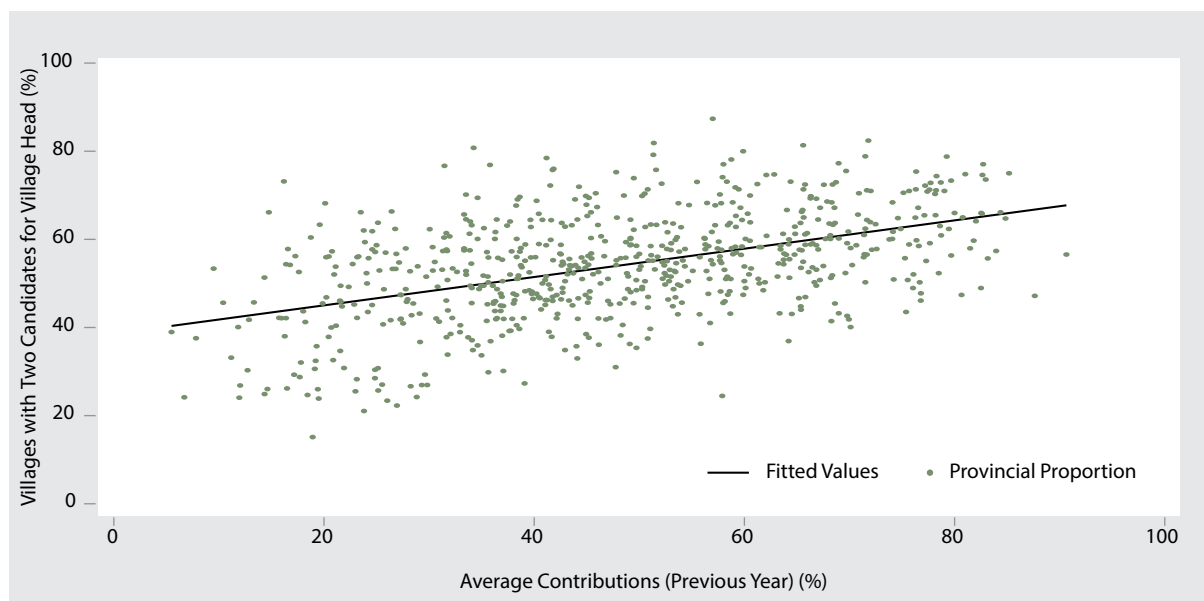
Are these trends connected? Is a decline in the role of the village leader in mobilizing contributions connected to a softening of competition at the village level? Figure 2.10 shows this is possible. It outlines the correlation between the proportion of respondents paying voluntary contributions to local public works and the proportion of those saying they had more than one candidate to elect as village head. Figure 2.10 shows that there is a positive correlation (0.48) between the two variables. This suggests that a 10-percentage point increase in the proportion of respondents paying voluntary contributions to local infrastructure projects equates to a nearly 5 percentage point increase in the proportion of respondents saying they have more than one village head election candidate. It can imply that

where village heads are more involved in mobilizing citizens' contributions for local public works, there would likely be more candidates for residents to elect their village heads.

To summarize the findings, there has been a decrease in electoral competition at the village level, and the role of village heads has undergone changes. The analysis indicates that while the significance of village heads in mobilizing resources for local infrastructure projects is decreasing, their importance as interlocutors between the government and citizens in addressing citizens' everyday concerns stay the same, especially during challenging times like the COVID-19 pandemic and its lingering impacts in 2022 and beyond.

<sup>44</sup> See Government of Viet Nam Newspaper (5 August 2022).

**Figure 2.10: Correlation between Citizens' Contribution to Local Infrastructure Projects and Village Head Election Competition, 2011-2022**



### Inclusive Elections of Citizen Representatives

In this section, the focus is on how receptive Vietnamese citizens are towards elected officials who come from diverse backgrounds that reflect the composition of society. The reason for exploring this topic is because the Vietnamese Government has shown interest in developing the legal framework for LGBTIQ+ rights in the country.<sup>45</sup> Despite the fact that gay/lesbian marriage is not yet permitted by law, there has been some advancement recently. One such example is that the Ministry of Health has proclaimed homosexuality as “not a disease”<sup>46</sup> and has drafted a law regulating gender reassignment.<sup>47</sup>

In this context, the 2022 PAPI survey asks about broader tolerance for LGBTIQ+ rights to participate in elected bodies amongst the Vietnamese population. Given its focus on governance, the survey probed public willingness to elect a openly gay or lesbian representative in an experimental question on factors driving voter choice. International research shows that increasing representation of historically marginalized groups is important for legitimizing them in the eyes of the broader public and the legitimacy of the political system in the view of the marginalized group.<sup>48</sup>

Additionally, greater LGBTIQ+ legislative membership can lead to legislation that improves the rights of all people with diverse backgrounds that reflect the composition of society.<sup>49</sup>

With this in mind, the PAPI survey assessed Vietnamese citizens’ willingness to vote for LGBTIQ+ candidates. To do so, LGBTIQ+ status was included as one of several attributes of two hypothetical candidates for a National Assembly delegate or village head. This experimental design included a range of candidate characteristics, such as age, party membership, and family background, which were randomized across candidates. Of these characteristics, the survey included a four-category attribute, which varied whether the candidate was a man, woman, gay man, or lesbian woman.

The survey then asked which of the candidates the respondent would vote for. Importantly, the question did not ask whether respondents would support an LGBTIQ+ candidate or not. Rather, it simply asked whether the respondent would support the hypothetical candidate 1 or 2, who were randomly assigned different LGBTIQ+ statuses amongst a larger set of traits. This reduced the likelihood that the respondent was impacted by any social desirability bias.

45 See VietnamPlus (27 May 2022).

46 See Al Jazeera (22 August 2022).

47 See Viet Nam’s draft Law on Gender Affirmation at <https://thuvienphapluat.vn/van-ban/The-thao-Y-te/Luat-Chuyen-doi-gioi-tinh-500252.aspx>.

48 See Mansbridge, Jane (1999).

49 See Haider-Markel, Donald P (2010).

Figure 2.11 presents the results for the hypothetical selection of a person to become a National Assembly delegate. As it shows, for their elected representative at the National Assembly, respondents were equally likely to support male and female candidates. For statistical purposes, male candidates are the omitted group, with the other gender and sexual orientation

categories compared against it. In contrast, they were less likely to support gay male candidates at about 8 percentage points less than straight candidates. Lesbian women candidates were most penalized, with an estimated 12 percentage points lower likelihood of selection compared to straight candidates.

**Figure 2.11: Voting Probability for National Assembly Delegate by Candidate Trait (2022 Experiment)**

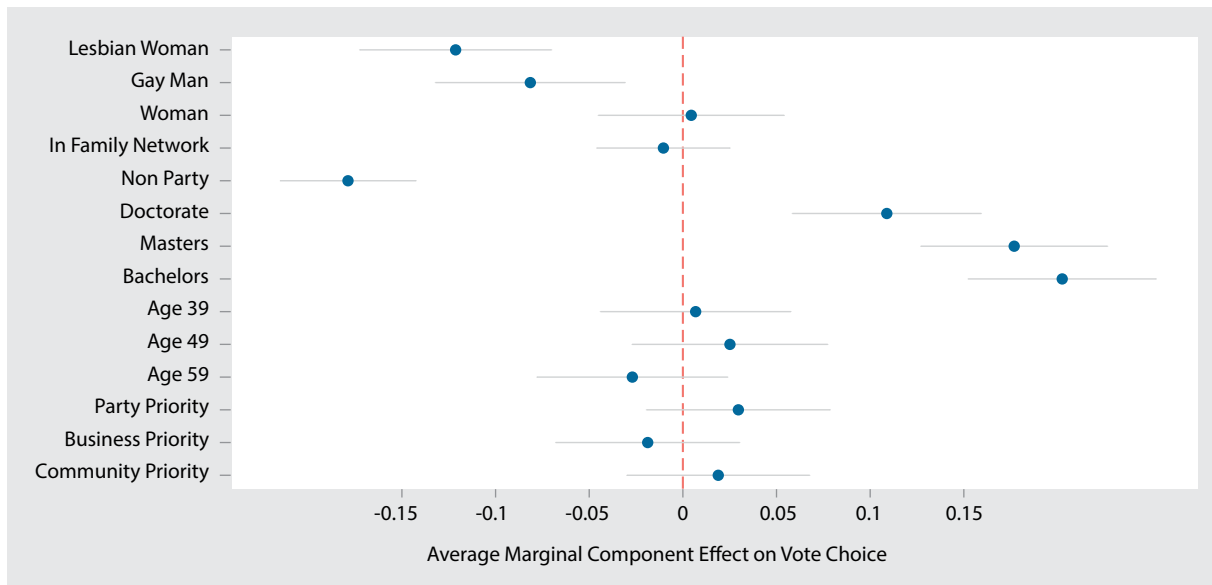
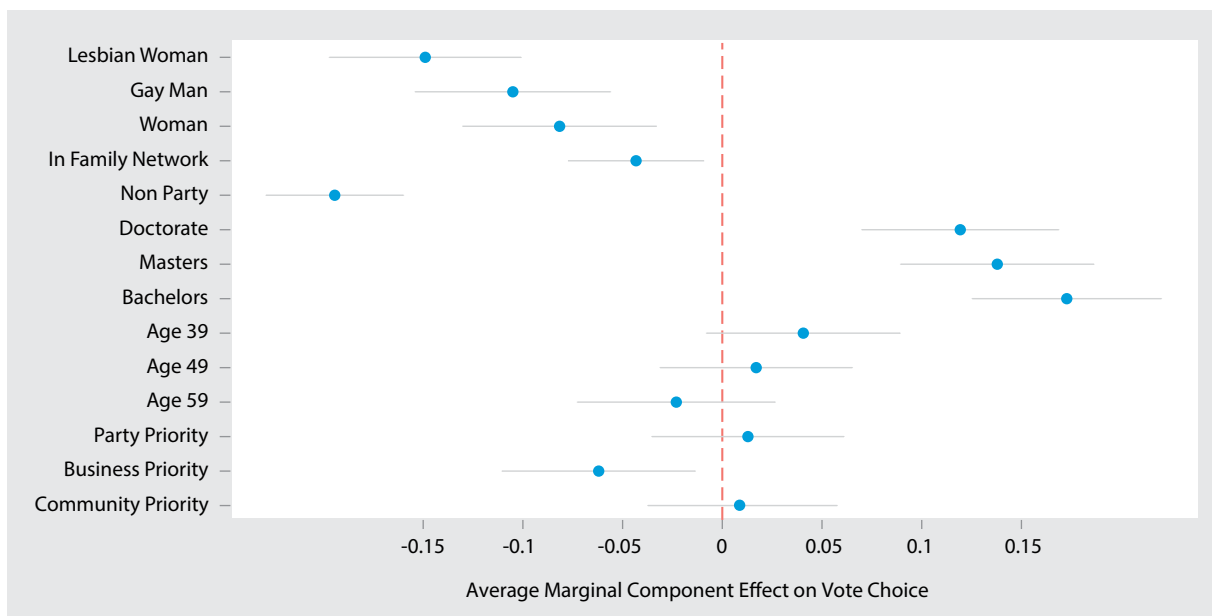


Figure 2.12 shows the results for hypothetical village leadership elections, with slightly different results. Gay male and lesbian female candidates are still penalized relative to heterosexual men to roughly the same degree. However, consistent with

previous years of the survey, women candidates are particularly penalized relative to heterosexual men for the village leadership position. Respondents are about 7 percentage points less likely to select a woman candidate than a male alternative.

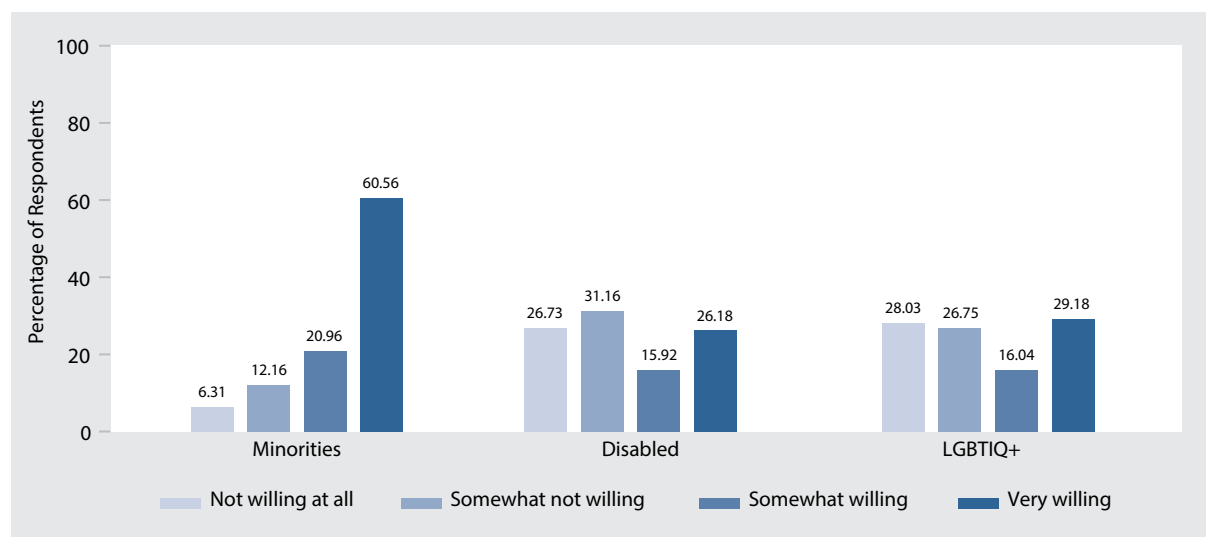
**Figure 2.12: Voting Probability for Village Leader by Candidate Trait (2022 Experiment)**



Finally, Figure 2.13 shows results from the 2022 PAPI question on how willing respondents were to vote for a government leader or an elected representative who is either a person from an ethnic minority group, with a disability or is gay, lesbian, bisexual,

transgender or non-binary. It reveals that voters were more supportive of minority candidates, but less so of persons with disabilities<sup>50</sup> or LGBTIQ+ persons across all positions from central to grassroots levels.

**Figure 2.13: Respondents' Willingness to Vote for Candidates with Diverse Backgrounds**



In short, a lot more work needs to be done to determine the source of bias against LGBTIQ+ candidates. Furthermore, these findings cannot assess whether the bias drives the low level of representation of LGBTIQ+ candidates or vice versa. However, it does suggest that LGBTIQ+ candidates face strong headwinds in winning elections in the Vietnamese context, both at national and grassroots levels. Research from other countries suggests these norms can change, but slowly.<sup>51</sup> Any policies to increase LGBTIQ+ representation in the legislature, such as candidate quotas or increased outreach to LGBTIQ+ communities by the Party or mass organizations, could potentially soften these biases.

### Migrant-Inclusive Governance and Drivers of Internal Migration

This final section of Chapter 2 presents findings on migrants' perceptions and experiences with local governance and public services as well as drivers

of inter-provincial migration. The 2022 PAPI survey repeated 2020 and 2021's modules, which asked long-term and short-term temporary residents about their experiences in receiving provinces. In the 2022 PAPI sample of 16,117 respondents, 1,186 have long-term or short-term temporary residency statuses from provinces with the highest net ratios of internal migrants as reported in Viet Nam's 2019 Census data.<sup>52</sup>

As the 2022 findings show (Figure 2.14), differences between the demographics of migrants and permanent residents are clear, similar to findings in 2020 and 2021. Migrants tend to be poorer with fewer household assets and marginally less income than residents. They are younger on average, less educated and more likely to be women. Most dramatically, they are significantly less connected to people of political influence as only 2.4 percent are likely to be Party members, compared to 10.7 percent in the permanent resident sample.

<sup>50</sup> See UNDP and MDRI (2022) for initial findings about how persons with disabilities have been included in local governance matters.

<sup>51</sup> See Abou-Chadi, Tarik and Ryan Finnigan (2018).

<sup>52</sup> See Appendix B in the 2021 PAPI Report, CECODES, VFF-CRT, RTA and UNDP (2022), pp. 100-102 for details about how PAPI approached permanent and temporary residents in all 63 provinces.

**Figure 2.14: Differences in Demographic Characteristics of Migrants vs. Permanent Residents, 2022**

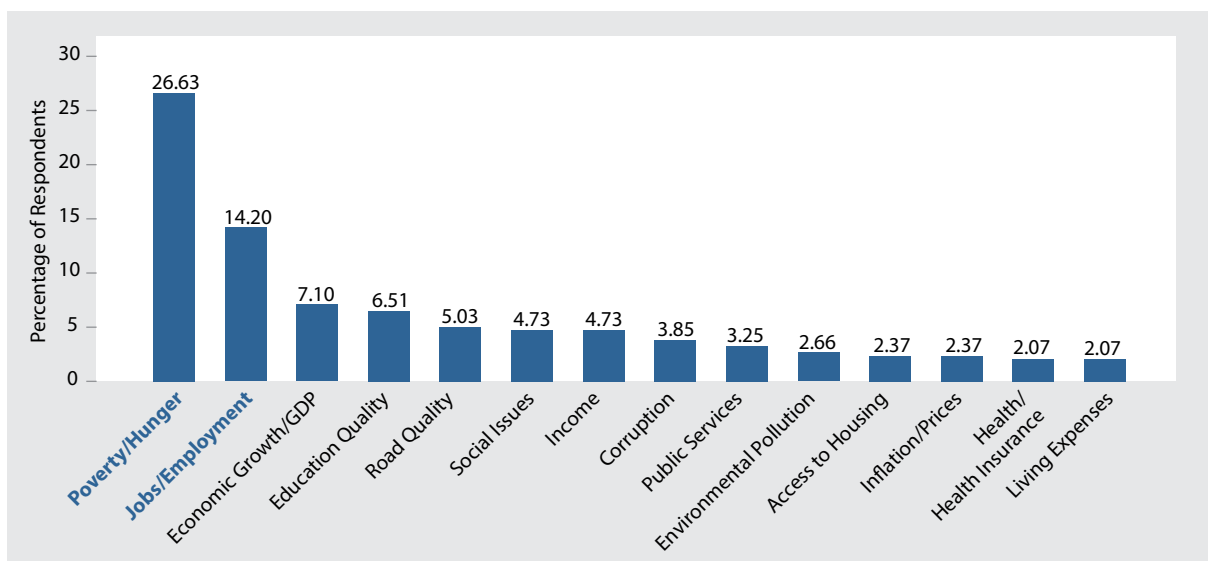


With such differences, it is important to look into how a migrant status impacts their attitude towards priorities and economic situations. On one hand, migrants could be most vulnerable, working in jobs that separate them from families and facing challenges to access public services, such as schools for their children and hospitals. On the other hand, migrants may be more likely to have jobs in relatively high paying, industrial sectors.

most important issues for migrants in 2022 centred on their livelihoods: poverty and hunger first, jobs and employment second. Figure 2.14b reveals these personal concerns were more pronounced, as the comparison of temporary and permanent residents in migrant-receiving provinces shows the former were substantially more concerned with poverty and employment. Also reflecting an interest in their economic well-being, migrants were more focussed on living expenses and education quality for their children.

Figure 2.14a shows migrants' issues of greatest concern. As with other 2022 PAPI respondents, the

**Figure 2.14a: Issues of Greatest Concern for Migrants, 2022**





**Figure 2.14b: Differences in Issues of Greatest Concern by Residency Statuses for Temporary versus Permanent Residents, 2022**

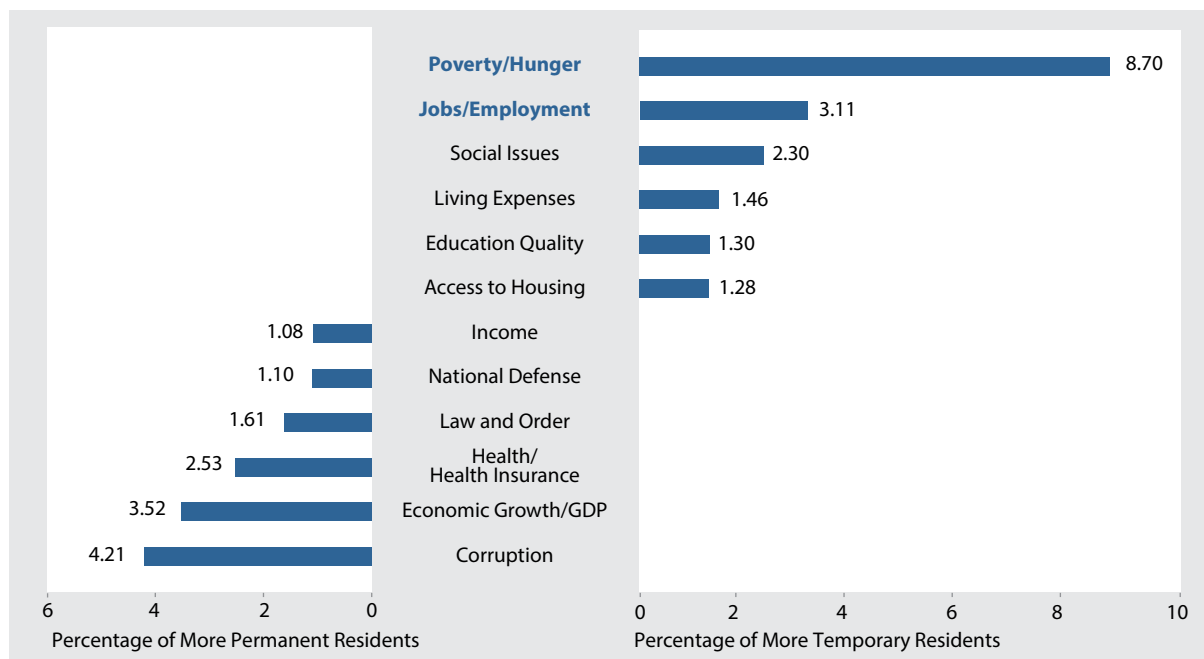
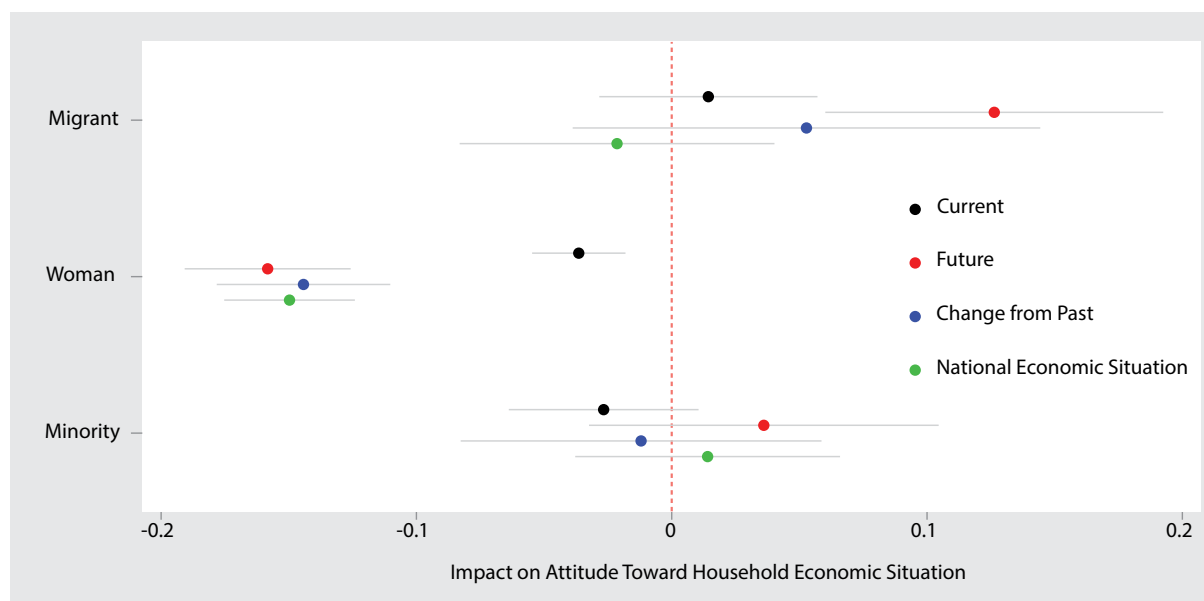


Figure 2.14c presents the estimated impact of migrant status, gender and ethnicity on respondents' evaluations of their current and future economic situations, perceptions of changes in household economic conditions, and the national economic situation. As depicted in the figure, temporary residents have comparable views to permanent residents in their provinces, with one exception. Migrants were more positive about their future

household economic prospects, with a score 0.12 higher on a 5-point Likert Scale question asking whether their future conditions would be: much worse (1), worse (2), no change (3), better (4), or much better (5). Thus, despite their personal economic concerns, migrants had a relatively optimistic outlook on their economic future. However, when it came to the national economic situation, migrants appeared less upbeat than residents.

**Figure 2.14c: Impact of Migrant Status, Gender, and Ethnicity on Economic Attitudes, 2022**

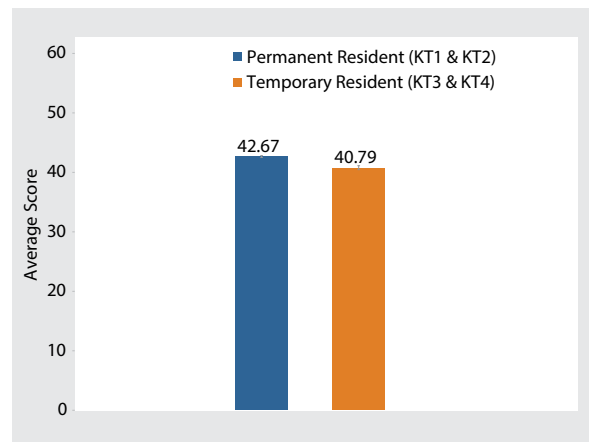


Regarding migrants' evaluation of governance and public administration performance, their assessments in 2020 and 2021 indicated they encountered sub-par local governance conditions and inferior public services compared to local residents. This trend continued in 2022, as shown in Figure 2.15. Migrants gave their destination provinces an aggregate PAPI score of 40.79, which is at the average level on the scale from 10 to 80 points, while permanent residents scored the same provinces at 42.67. The difference of nearly two points is both statistically significant and meaningful since the 95 percent confidence intervals do not overlap.

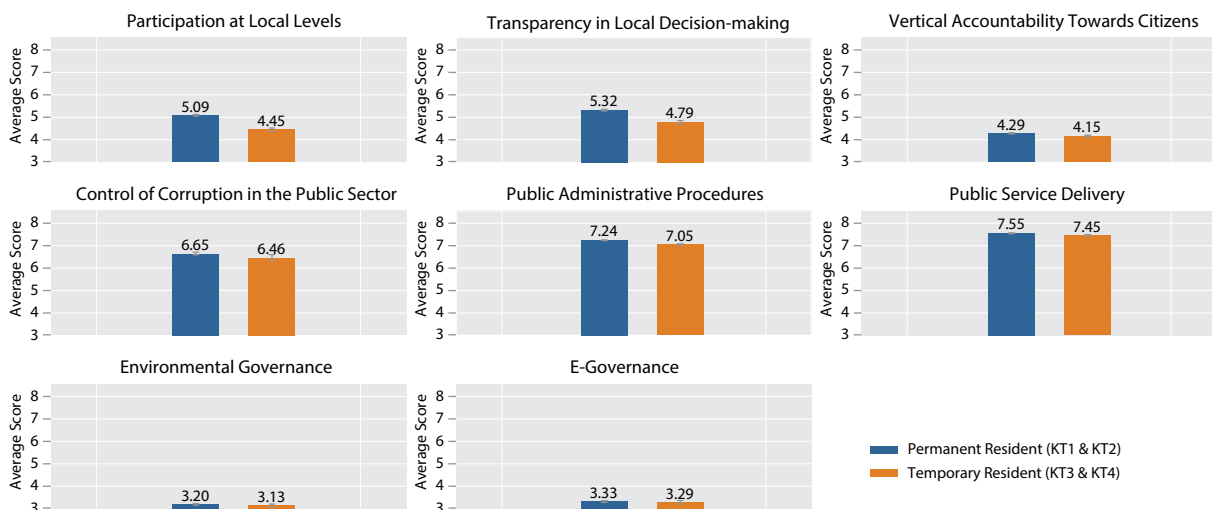
A deeper look into all governance and public administration dimensions, as experienced by the two groups in migrant-receiving provinces in 2022, reveals differences in all eight PAPI dimensions as seen in (Figure 2.16). These resident-migrant contrasts were largest in the two dimensions of Participation at Local Levels and Transparency in

Local Decision-making, similar to 2021's findings.<sup>53</sup> Figure 3.9c in Chapter 3 shows the differences by migrant-receiving provinces.

**Figure 2.15: Differences in Governance and Public Administration as Experienced by Temporary Residents in Migrant-Receiving Provinces, 2022**



**Figure 2.16: Differences in Governance and Public Administration as Experienced by Temporary Residents in Migrant-Receiving Provinces, by Dimension, 2022**



As in 2021, PAPI in 2022 looked into citizens' interest in domestic and international migration. Compared to 2021's findings, about the same number of respondents (about 1.6 percent) nationwide reported an urge to move permanently outside their home province in 2022, as shown in Figure 2.17. Quang Ngai emerged as the province with the most citizens (3.45 percent) wanting to migrate domestically. Then came the Mekong River Delta provinces of Kien Giang, Bac Lieu, Can Tho and Ca Mau. Interestingly, Can Tho became the sixth most preferred destination for many respondents in 2022 (Figure 2.18).

Meanwhile, the top five destinations for those wanting to move in 2022 in order of preference were Ho Chi Minh City, Ha Noi, Da Nang and Lam Dong, with Binh Duong replacing Can Tho to become the fifth most desirable destination in 2022. Meanwhile, the least preferred destinations in order were Bac Kan, Dien Bien, Bac Lieu, Ha Giang and Hau Giang (Figure 2.18). Bac Lieu has been at or near the foot of the table since 2020.

<sup>53</sup> See the 2021 PAPI, CECODES, VFF-CRT, RTA and UNDP (2022), pp. 31-32.

Figure 2.17: Percentage of Respondents Who Want to Move Out of their Provinces, 2022

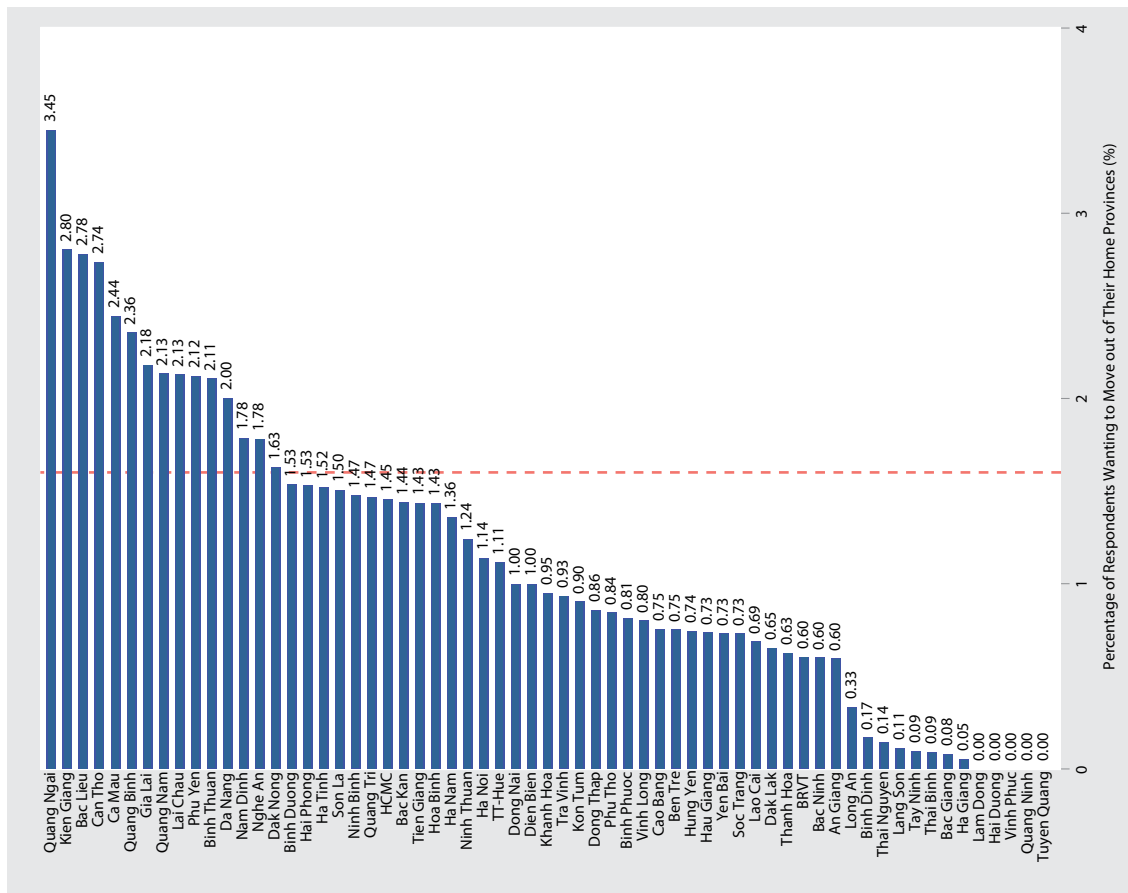
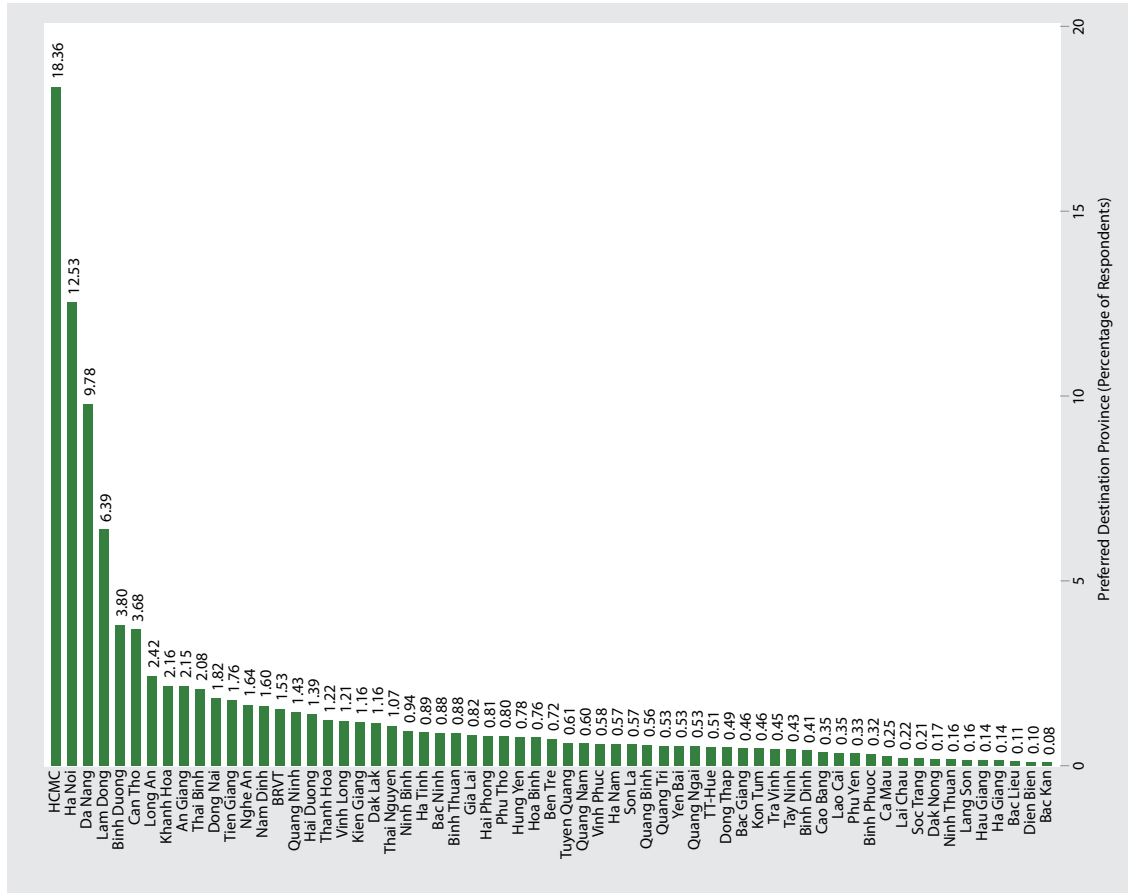


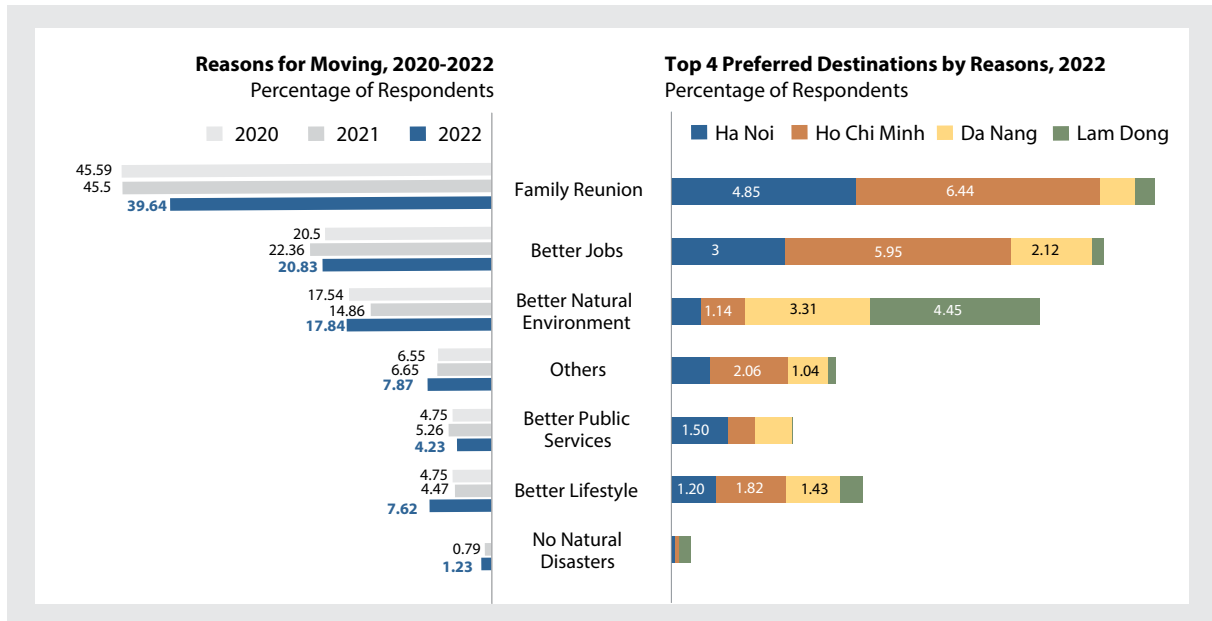
Figure 2.18: Preferred Destinations by Percentage of Respondents Wanting to Move, 2022



Three key reasons for wanting to move in 2022 dovetailed with those in 2020 and 2021: family reunions (primarily for those who wanted to move to Ha Noi and Ho Chi Minh City), better jobs (to Ho Chi Minh City, Ha Noi and Da Nang) and a better natural

environment (to Da Nang and Lam Dong) (Figure 2.19). The percentage of respondents wishing to migrate for better natural environment was on the rise again in 2022.

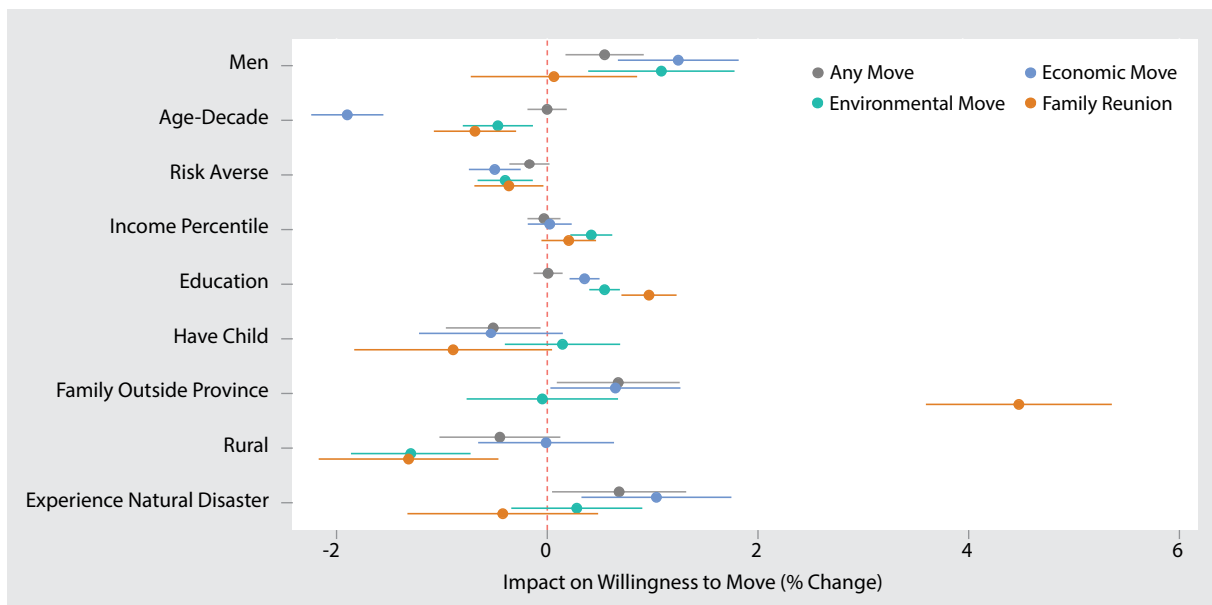
**Figure 2.19: Reasons for Wanting to Move from 2020-2022**



As found in 2020 and 2021, having family outside a province strongly predicted residents' willingness to move, particularly for family reunions (Figure 2.20). In addition, men were more willing to move than women for nearly all reasons, except for family reunions. Younger people were more likely

to migrate, particularly for economic motivations, while the wealthy and educated were more likely to relocate for environmental reasons. Rural residents were less willing to move than urban residents for all of the reasons except for economic ones.

**Figure 2.20: Drivers of Migration Motivations, 2022**



According to the 2022 PAPI survey, there is a low willingness among Vietnamese citizens to migrate internationally. Only a small percentage (less than 0.8 percent) of respondents, specifically 124 people, expressed a desire to live abroad. Among those who wanted to leave, the top three preferred destinations were the United States, Republic of Korea, and Australia.

## Conclusions and Recommendations

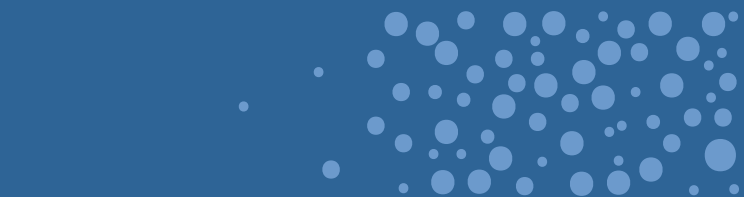
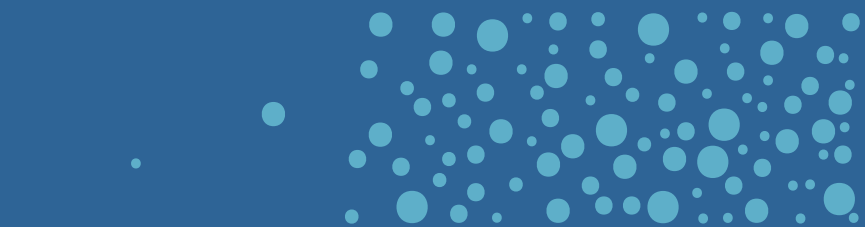
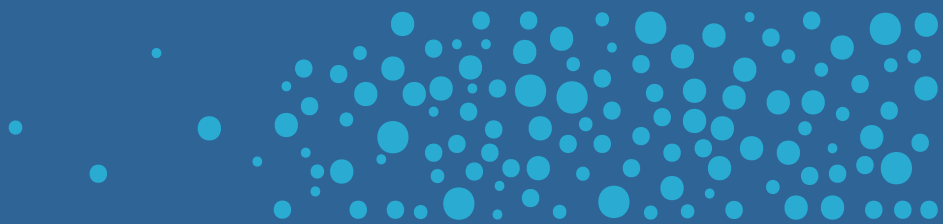
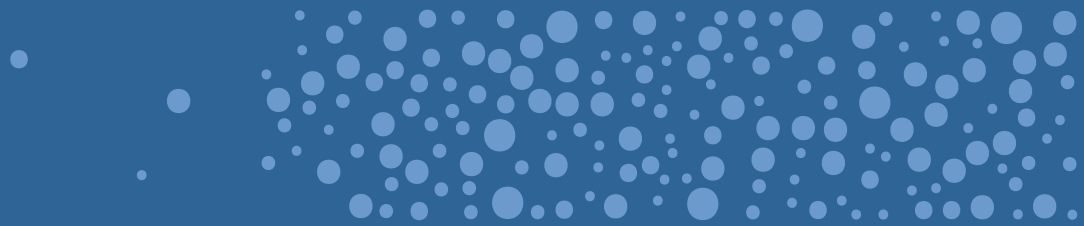
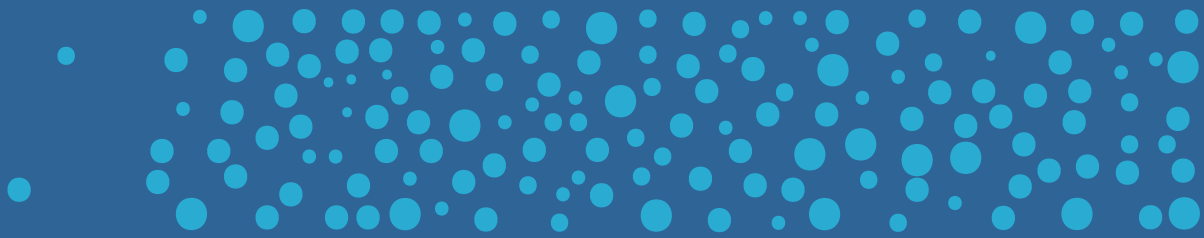
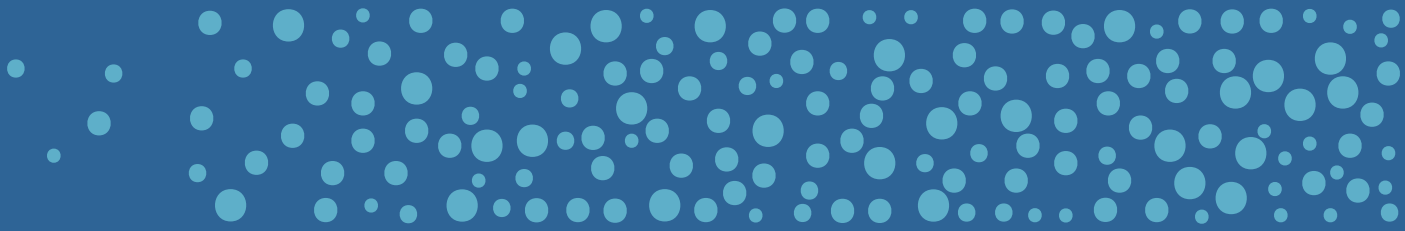
This chapter presents the results of an analysis of several key indicators related to national land governance and inclusive governance performance. As reported by 2022 PAPI respondents, while the acquisition of residential land has decreased, the trend of farmland acquisitions is increasing. In addition, the findings underline the need for a substantial improvement in land governance in urban areas, particularly regarding the transparency of how official land prices are determined and communicated to citizens for review and comment. The discrepancy between official land and actual market prices can be a major source of conflict when the government acquires citizens' residential land for other uses. Moreover, there has been insufficient implementation of public participation mechanisms, such as allowing citizens to comment on draft annual land plans and publishing these plans. Local governments, especially at provincial and district levels, are responsible for collecting public comments and publicly posting annual land use plans. It is essential to grab the opportunity presented by the planned revision of the Land Law to include mechanisms that closely monitor and address non-compliance with requirements for disclosing and making land information transparent, especially with respect to participatory land governance.

In addition to the concerning trend in land governance, the 2022 PAPI data points to a decline in the competitiveness of village elections, especially

in urban areas. Since village heads play a critical role in disseminating government policies, including land prices, increasing the competitiveness and inclusivity of these elections to widen citizen representativeness could enhance the flow of information to citizens. Moreover, village elections have been implemented for two decades to promote accountability and transparency at grassroots level. With the 2022 Law on Grassroots Democracy Implementation set to take effect in July 2023, it is essential to review the approaches for selecting village heads to ensure they genuinely represent citizens at grassroots level.

This chapter also examines the willingness of Vietnamese voters to support candidates who identify as LGBTQ+, or persons with disabilities to become elected representatives. The findings reveal that voters appear to exhibit strong biases against such candidates in hypothetical village and National Assembly elections. This underscores the need to accelerate Viet Nam's efforts to promote LGBTQ+ and PwDs' inclusion in elections to fulfil the country's commitments to building inclusive societies and protecting human rights.

Finally, this chapter investigates the disparities in governance and public administration experiences between migrants and permanent residents in migrant-receiving provinces. The consistent differences in experiences observed since 2020 when PAPI began including temporary residents in the survey sample highlight the need for more efforts from migrant-receiving provinces' governments to bridge gaps to ensure migrants can fully realize their rights and achieve equality with residents of receiving communities. This is crucial as temporary migrants are a significant source of human capital. Besides, addressing migrants' immediate concerns related to poverty, employment, and education can contribute to their overall well-being and facilitate their integration into receiving communities.





# CHAPTER 3

## PROVINCIAL PERFORMANCE IN 2022 AND OVER TIME: MIND THE GAPS

This chapter presents an analysis of provincial performance in the eight PAPI dimensions of governance and public administration, as well as provincial performance in the aggregate 2022 PAPI. Since 2018, PAPI has consisted of eight dimensions, including six core ones (Participation at Local Levels, Transparency in Local Decision-making, Vertical Accountability Towards Citizens, Control of Corruption in the Public Sector, Public Administrative Procedures and Public Service Delivery) and two new dimensions (Environmental Governance and E-Governance).

As such, this chapter looks at how provinces performed in 2022 across the eight dimensions. By introducing a series of maps and dashboards summarizing performance by dimension and sub-dimension in 2022, provincial governments are able to reflect on progress made and areas to address in 2023 and beyond. As highlighted in previous PAPI reports – since each of Viet Nam’s 63 provinces has unique socio-economic, demographic and geographic circumstances – provincial rankings and comparisons of provinces are not emphasized in this report. However, provinces with similar backgrounds are still able to learn about their peers’ performances.

The 2022 PAPI Report provides data for measuring the performance of local governments in their second year of the current 2021-2026 government term.

Since there was no change in the index structure in 2022 as compared to 2021, findings at all levels of data can be compared. Where deemed appropriate, this chapter also provides time-series perspectives on indicators that show meaningful trends for provincial governments to see how they progressed over 2021 and 2022.

As always, PAPI consists of data points that should be explored by provincial authorities to understand their citizens’ feedback and expectations. As an aggregate index, PAPI serves as a dashboard that shows a province’s performance in a certain year in a holistic manner and highlights gaps from the expected maximum scores. However, to understand what can be done to improve provincial performance, provincial leaders are advised to examine the findings of all the indicators that make up the PAPI dimensions and review their performance trends. The rich information contained in more than 120 PAPI indicators will help provinces prioritize their areas of focus and assign responsibilities to relevant local government agencies to increase citizen satisfaction with their performance.

For ease of reading and similar to previous PAPI reports, this chapter is structured by dimensions and concludes with an overview of the aggregated 2022 PAPI scores. Boxes 3.1-3.9 highlight key findings about provincial performance in each dimension.

Also, provincial findings at the dimensional and aggregated levels are illustrated through nine coloured maps (Maps 3.1-3.9), with each of the four colours representing provinces' score ranges, which vary by each dimension, within each quartile. In particular, blue is for 16 provinces with scores  $x$  within the High quartile ( $75^{\text{th}} \leq x \leq 100^{\text{th}}$  percentiles), green is for 16 provinces with scores within the Mid-High quartile ( $50^{\text{th}} \leq x < 75^{\text{th}}$  percentiles), orange is for 15 provinces with scores within the Mid-Low quartile ( $25^{\text{th}} \leq x < 50^{\text{th}}$  percentiles) and light yellow is for 16 provinces with scores within the Low quartile ( $0^{\text{th}} \leq x < 25^{\text{th}}$  percentiles). The differences between these quartiles are marginal, sometimes at a 0.001-point estimate as shown in the maps and Table 3.9. Therefore, the split between provinces on the margin of each quartile is relative rather than absolute.

Moreover, Figures 3.1-3.9 compare 2021 and 2022 provincial scores by dimension and the aggregate PAPI scores, for provinces to review their efforts during the past year. Tables 3.1-3.8 summarize 2022 provincial performance against expected maximum scores at sub-dimensional and indicator levels. Figures showing aggregate and disaggregate findings by provinces are also included to help local authorities review their performance towards the indicator level. It should be noted, however, that data from surveys in Bac Giang and Bac Ninh provinces contain a high degree of data noise that caused large standard errors (with  $z$  scores larger than 2) in several dimensions. Therefore, analytical results for these two provinces will not be included in the aggregated PAPI and in several dimensions. Also, data from the provinces of Binh Duong and Quang Ninh should be treated with care for recorded data noise, although at a less degree of standard errors.

In addition, Appendix A provides scales for measurement and mean scores for all dimensions, sub-dimensions and indicators at the provincial level from 2020 to 2022 and for local governments to review. Provincial profiles with details by each province can be accessed at [www.papi.org.vn](http://www.papi.org.vn).<sup>54</sup>

## 2022 Provincial Performance by Dimension

### Dimension 1: Participation at Local Levels

Participation in political, social and economic life is a constitutional right for all Vietnamese citizens from the age of 18 years. Such participation is important for citizens to exercise their democratic rights and do their part to help improve local governance. The PAPI dimension of Participation at Local Levels measures the awareness of citizens of their right to political participation, how citizens participate in elections and local decision-making as well as how local governments facilitate citizens' rights to participate in accordance with the 2007 Ordinance on Grassroots Democracy Implementation at the Commune Level, which has been replaced by the 2022 Law on Grassroots Democracy Implementation.

The following is an overview of provincial performance in engaging citizens at local levels in 2022. First, Box 3.1 presents key 2022 findings from this dimension. In addition, Map 3.1 presents aggregate dimensional scores for all 63 provinces by four quartiles: (i) from 5.39 to 6.11 points (labelled as 'High'), (ii) from 5.03 to 5.39 points (labelled as 'Mid-High'), (iii) from 4.49 to 4.50 points (labelled as 'Mid-Low') and (iv) 3.71 to 4.49 points (labelled as 'Low'). Figure 3.1 provides a 2021-2022 comparison so provinces can understand whether they performed better or worse in 2022 compared to 2021. Table 3.1 presents a dashboard summarizing 2022 provincial performance at dimensional and sub-dimensional levels. Finally, the series of Figures 3.1a-e provide detailed findings at the indicator levels for provinces to gain a comparative perspective.

<sup>54</sup> See provincial PAPI profiles at: <https://papi.org.vn/eng/ho-so-tinh/>.

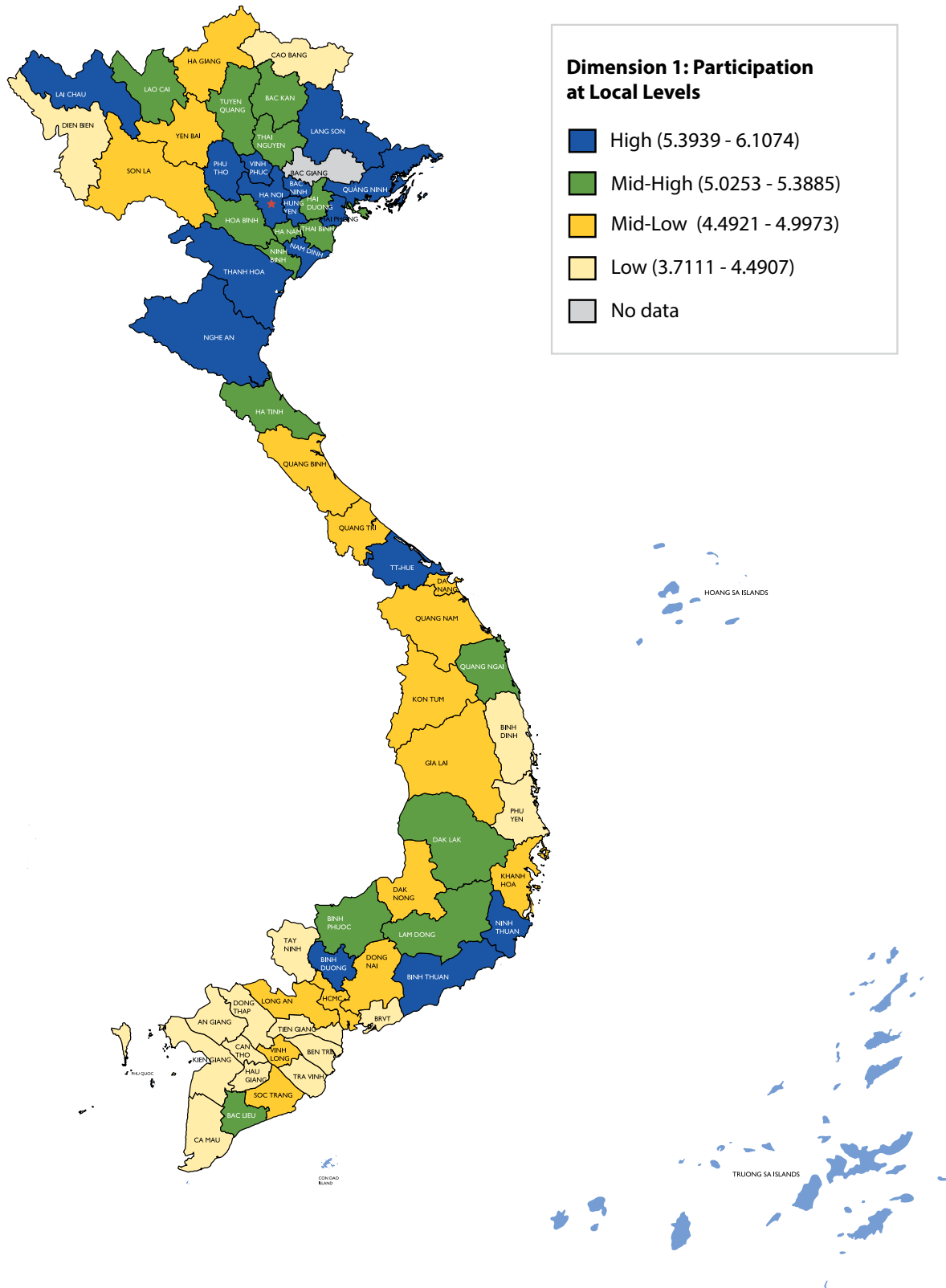


**Box 3.1: Key Findings from Dimension 1: Participation at Local Levels in 2022**

- As with previous years, provinces in the north tended to perform better in this dimension than those in the south. In the High quartile group, seven provinces are from the Red River Delta region and four from the Northern Mid-land and Mountainous region. Some provinces in the Southcentral Coastal region emerged in the top quartile (Map 3.1).
- When compared with 2021's findings, 33 provinces made positive and significant changes in 2022, while only five provinces saw scores decline markedly (Figure 3.1). The remainder of the 22 provinces did not experience significant changes.
- All provinces scored between 3.71 and 6.11 points on the 1-10 point scale (Table 3.1), showing some improvement compared to the range in 2021<sup>55</sup> (Figure 3.9a). Nonetheless, as shown in Figure 3.9b, provincial scores tend to be divergent in their performance in Dimension 1 when compared with 2021 values.
- There is significant scope for all provinces to improve their performance in enhancing citizens' knowledge of important policies, ensuring inclusive village head elections, and securing citizens' participation in decision-making in local infrastructure projects (Figures 3.1 a-e). In most provinces, citizens have not been informed or are unaware of important laws, including the 2016 Law on Access to Information and the 2018 Law on Anti-corruption (Figure 3.1a).
- As shown in Figure 3.1b, elections of village heads took place in all provinces in 2022. However, in 16 provinces, fewer than half of respondents were invited to vote at the elections. Also, in 28 provinces, fewer than half of respondents said they had more than one candidate to select as village heads in recent elections (Figure 3.1c).
- There were some improvements in local governments' performance in engaging citizens' participation in decision-making to start or reconstruct a local project, but not yet in involving citizens in project implementation oversight. The percentage of respondents who reported participating in decision-making to start or reconstruct a local infrastructure project ranged between 15 to 72 percent, with 48 provinces posting proportions below 50 percent (Figure 3.1d).
- Similar to 2021's findings, local infrastructure projects did not benefit from citizens' oversight, as the percentage of respondents noting that local Community Investment Supervision Boards were in place to monitor projects with citizens' voluntary contributions was below 50 percent in 56 provinces (Figure 3.1e).

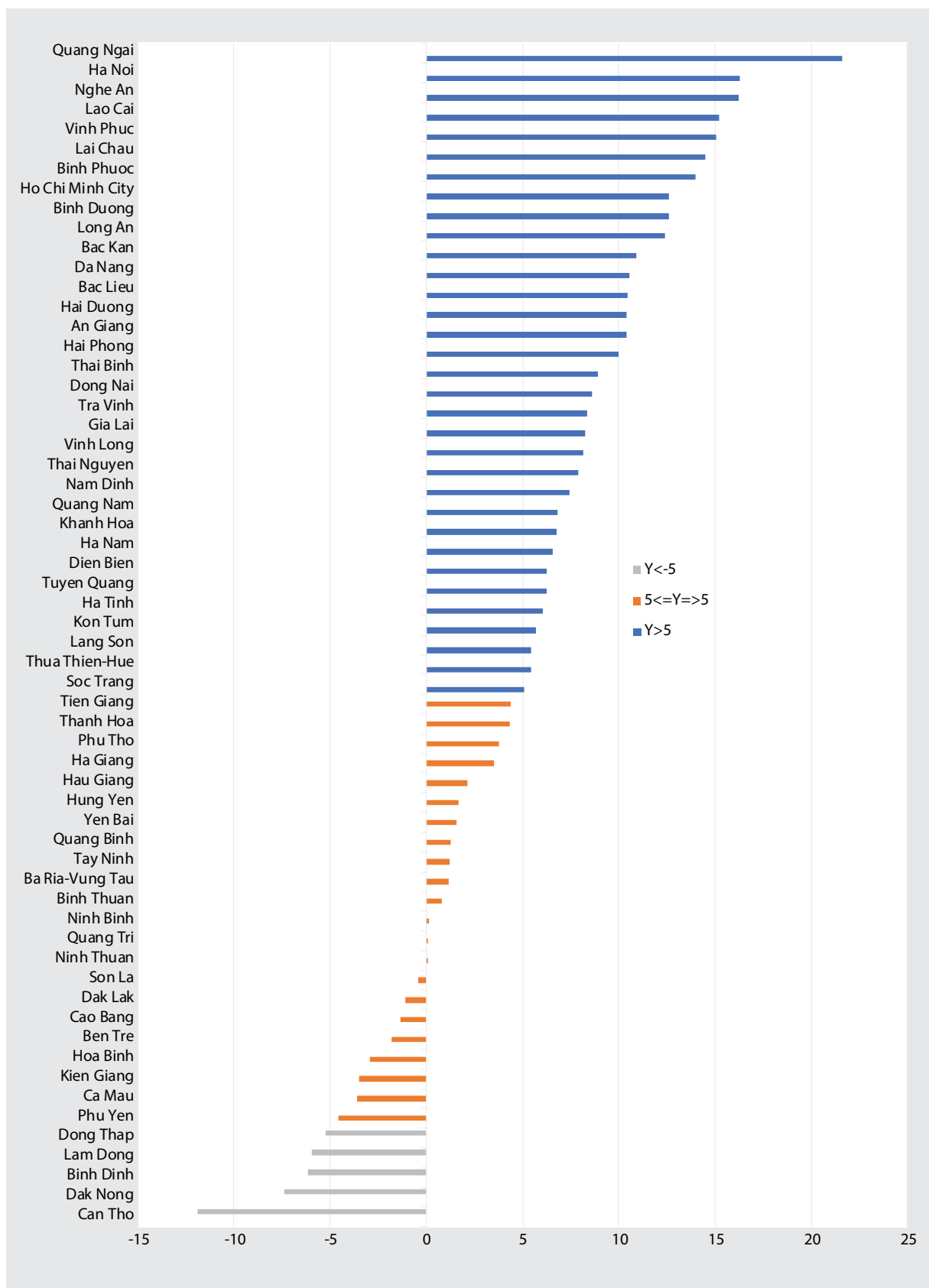
<sup>55</sup> It is important to note that all indicators on citizen participation in the 2021 elections of National Assembly delegates and People's Council deputies as part of the sub-dimension 'Opportunities to Participate' 2021 will be kept constant from 2021-2025 and will be re-measured in 2026.

Map 3.1: Provincial Performance in Participation at Local Levels by Quartiles, 2022



Note: Blue is for provinces with scores within the High quartile (75th ≤ x ≤ 100th percentiles), green is for 16 provinces with scores within the Mid-High quartile (50th ≤ x < 75th percentiles), orange is for provinces with scores within the Mid-Low quartile (25th ≤ x < 50th percentiles) and light yellow is for provinces with scores within the Low quartile (0th ≤ x < 25th percentiles). Gray (No data) is for provinces from which collected data is not qualified (with an estimated value for an indicator larger than 2 standard errors and with field evidence) for use. The score ranges in the legend are not rounded to .00 to show how marginal the differences between quartiles are.

**Figure 3.1: Changes in Performance in Participation at Local Levels (2021-2022)**



Note: Y = percentage of change in 2022 data from 2021 data, with a change of ±5% defined as statistically significant.

**Table 3.1: Dashboard of Provincial Performance in Participation at Local Levels, 2022**

Province	1: Participation at Local Levels	1.1: Civic Knowledge	1.2: Opportunities for Participation	1.3: Quality of Local Elections	1.4: Voluntary Contributions
Ha Noi	5.8254	1.2903	1.6859	1.5718	1.2775
Ha Giang	4.9973	0.8524	1.6749	1.4906	0.9794
Cao Bang	4.4907	0.8510	1.4802	1.3543	0.8051
Bac Kan	5.3885	1.0590	1.7379	1.5871	1.0045
Tuyen Quang	5.2460	0.9205	1.4592	1.6415	1.2248
Lao Cai	5.0276	0.9201	1.5430	1.5214	1.0431
Dien Bien	4.4383	0.6703	1.4482	1.5615	0.7583
Lai Chau	5.5805	1.1388	1.6255	1.6573	1.1589
Son La	4.7769	0.8984	1.4918	1.5888	0.7978
Yen Bai	4.9544	0.9315	1.4510	1.5983	0.9737
Hoa Binh	5.0890	0.8828	1.6131	1.6678	0.9252
Thai Nguyen	5.3816	1.1098	1.6467	1.5258	1.0993
Lang Son	5.8164	1.0883	1.8706	1.6279	1.2297
Quang Ninh	5.7476	1.3968	1.7197	1.6885	0.9426
Bac Giang*					
Phu Tho	5.7517	1.1730	1.6888	1.6229	1.2671
Vinh Phuc	5.4362	1.1824	1.5848	1.5598	1.1093
Bac Ninh	5.8174	1.3509	1.6554	1.5489	1.2623
Hai Duong	5.3345	1.0245	1.5863	1.4370	1.2867
Hai Phong	5.3939	0.9929	1.6588	1.7062	1.0359
Hung Yen	5.4941	1.1268	1.7242	1.4635	1.1796
Thai Binh	5.3871	1.1202	1.6583	1.6134	0.9952
Ha Nam	5.0631	0.9912	1.3520	1.5275	1.1924
Nam Dinh	5.6299	1.0403	1.8323	1.7183	1.0389
Ninh Binh	5.2587	1.0207	1.5946	1.8106	0.8328
Thanh Hoa	6.1074	1.2935	1.8366	1.6812	1.2961
Nghe An	5.6093	1.1704	1.6219	1.6510	1.1661
Ha Tinh	5.3758	1.0169	1.5556	1.5570	1.2462
Quang Binh	4.9197	0.9764	1.4092	1.5893	0.9448
Quang Tri	4.9741	0.9394	1.6192	1.5230	0.8924
TT-Hue	5.7721	1.1248	1.7579	1.6186	1.2709
Da Nang	4.4935	1.1115	1.2246	1.5182	0.6392
Quang Nam	4.7813	1.1121	1.4839	1.5304	0.6549
Quang Ngai	5.0436	1.1003	1.3662	1.5352	1.0419
Binh Dinh	4.3365	0.8821	1.2528	1.2415	0.9602
Phu Yen	4.3876	0.8720	1.2770	1.3686	0.8701
Khanh Hoa	4.4983	1.0463	1.2935	1.4414	0.7171
Ninh Thuan	5.4048	1.2067	1.5694	1.4235	1.2052
Binh Thuan	5.4279	0.9539	1.4773	1.4136	1.5831
Kon Tum	4.7478	0.8309	1.2759	1.4477	1.1933
Gia Lai	5.0253	0.9052	1.3780	1.6084	1.1338
Dak Lak	5.1388	0.9955	1.2941	1.4719	1.3774
Dak Nong	4.7923	0.9631	1.3254	1.4109	1.0930
Lam Dong	5.0607	1.0141	1.6074	1.5181	0.9211
Binh Phuoc	5.0273	1.0476	1.4292	1.5657	0.9847
Tay Ninh	4.2720	0.8574	1.3203	1.3208	0.7735
Binh Duong	5.9494	1.2566	1.6840	1.5260	1.4828
Dong Nai	4.7768	1.0599	1.2322	1.3610	1.1236
BRVT	4.3235	1.1245	1.1562	1.4413	0.6014
HCMC	4.5682	0.9263	1.1009	1.3544	1.1866
Long An	4.8123	0.9038	1.2321	1.3186	1.3579
Tien Giang	4.0632	0.8406	1.0188	1.1144	1.0894
Ben Tre	4.2260	0.7469	1.2090	1.1161	1.1540
Tra Vinh	4.1161	0.8656	1.0227	1.3640	0.8639
Vinh Long	4.5833	1.0388	1.2073	1.2758	1.0614
Dong Thap	4.3295	0.7964	1.0156	1.5324	0.9852
An Giang	4.4518	0.7543	1.1897	1.3958	1.1120
Kien Giang	3.7755	0.7657	1.0306	1.1265	0.8527
Can Tho	3.7111	0.7100	0.9353	1.0979	0.9679
Hau Giang	4.2705	0.9328	1.0808	1.2465	1.0105
Soc Trang	4.4921	0.8811	1.0260	1.3379	1.2470
Bac Lieu	5.0390	1.1368	1.3811	1.2677	1.2534
Ca Mau	4.1778	0.9812	1.0921	1.3708	0.7337

Note: Figures are mean scores based on a scale of 1-10 points for the dimensional level (the first column), and a scale of 0.25-2.5 points for the sub-dimensional levels (the other four columns). The provinces are ordered by provincial codes, not their scores. The longer the bar, the higher the score. (\*) Data from Bac Giang are not included in some dimensions for their manipulated extreme outlier values.

Figure 3.1a: Percentage of Respondents Knowing about Important Laws Concerning Citizens, 2022

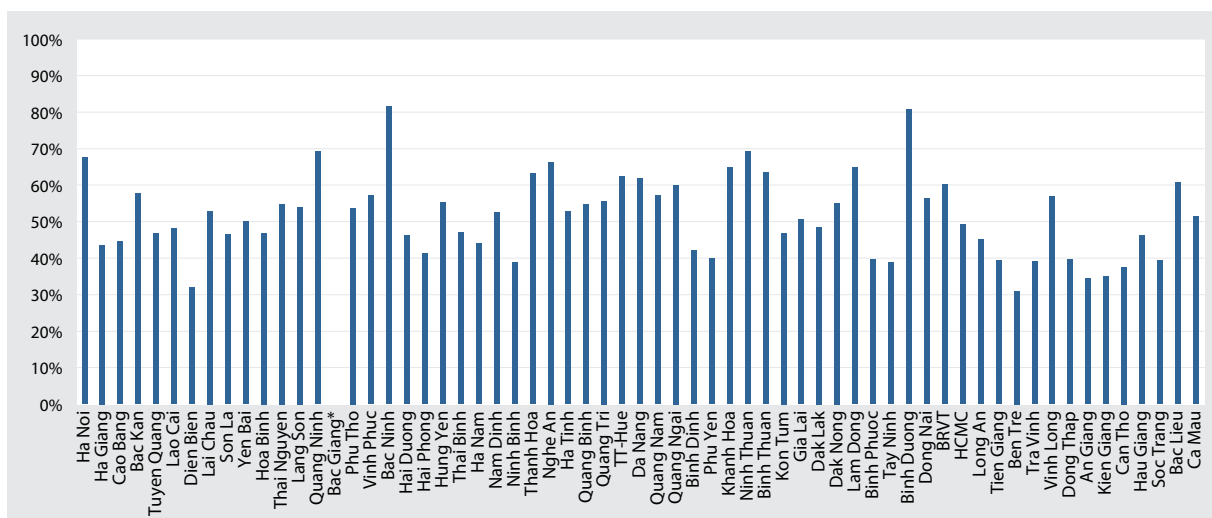


Figure 3.1b: Percentage of Respondents Reporting Village Heads were Elected, and They Were Invited to Participate in Village Head Elections, 2022

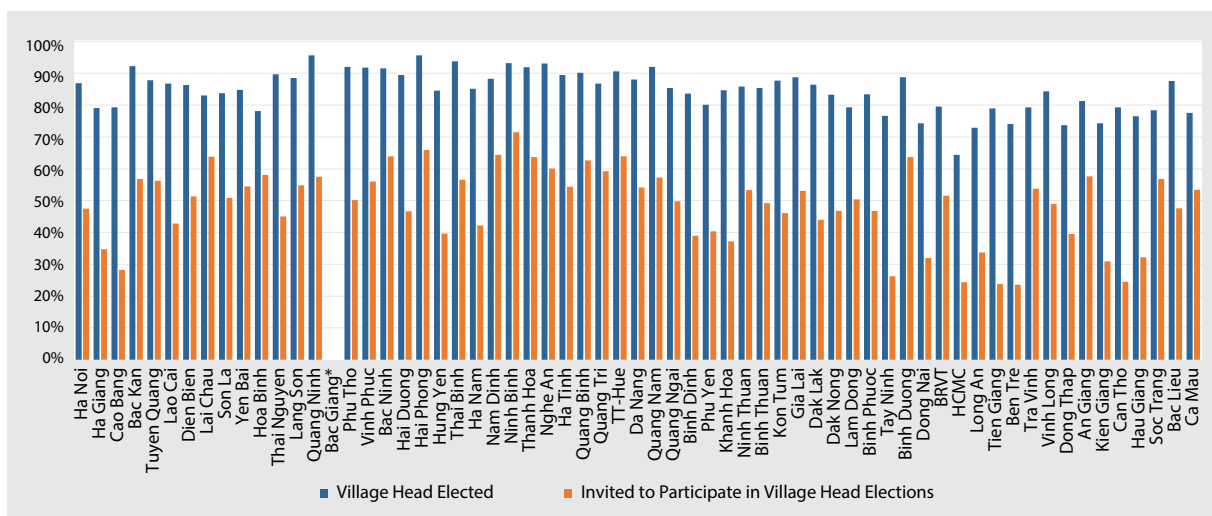
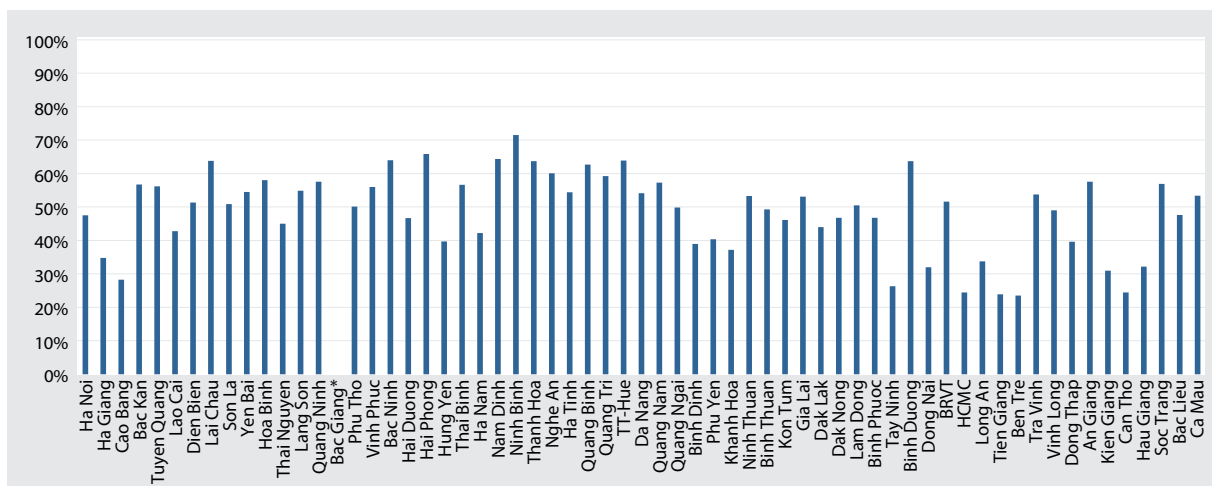
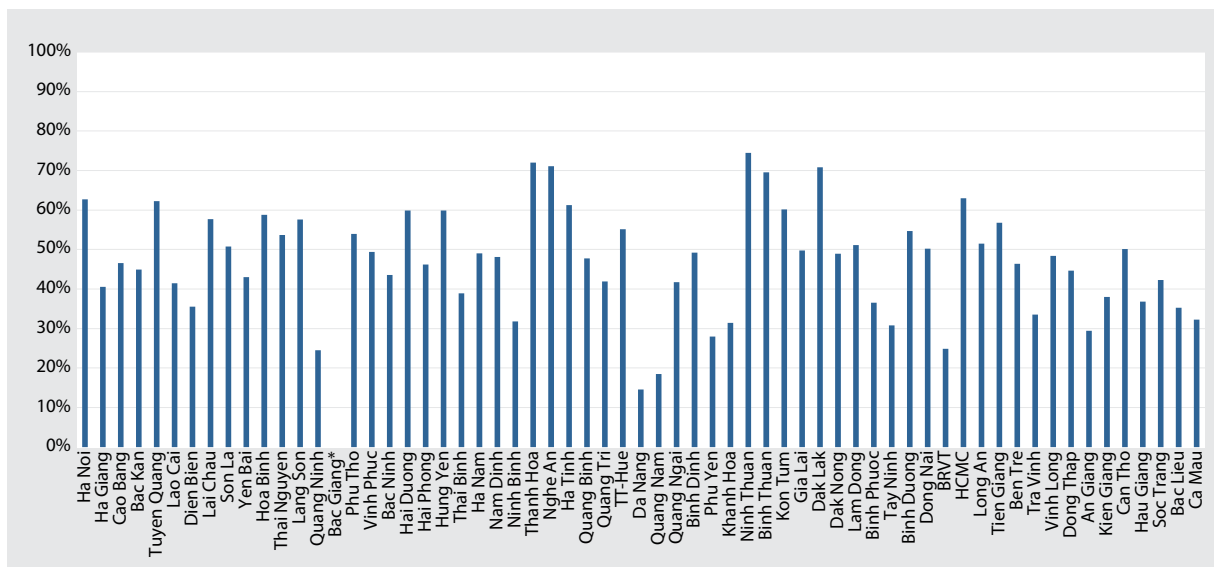


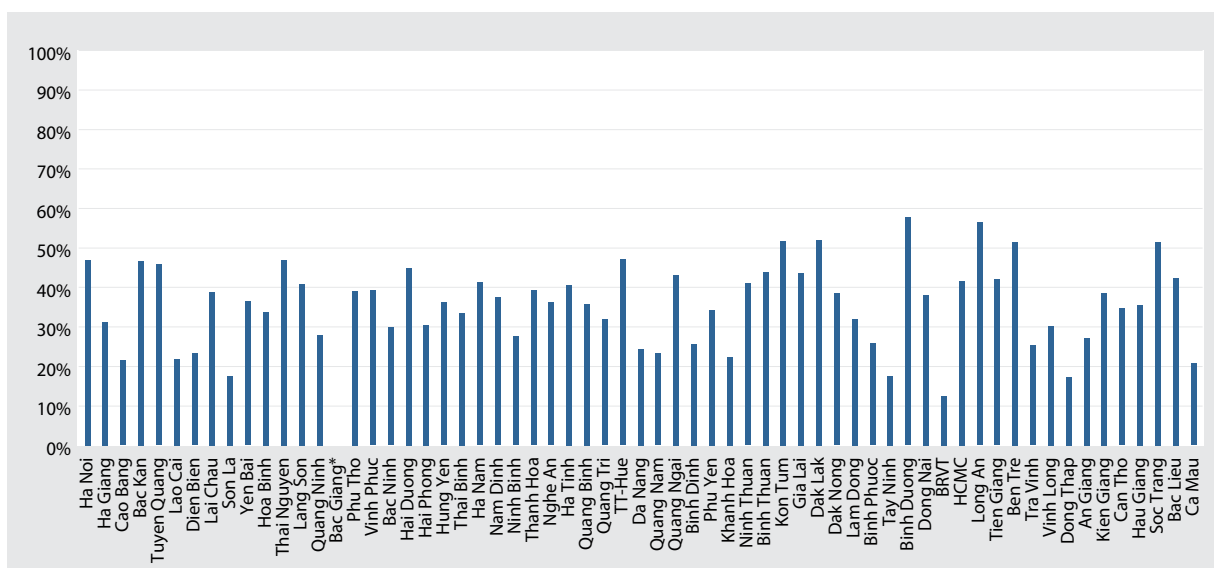
Figure 3.1c: Percentage of Respondents Confirming They Had More than One Candidate to Select a Village Head, 2022



**Figure 3.1d: Percentage of Citizens Participating in Decision-making to Start a Local Basic Infrastructure Project, 2022**



**Figure 3.1e: Percentage of Respondents Agreeing that Community Monitoring Boards Monitor Projects, 2022**



(\*) Data from Bac Giang are not included in some dimensions for their manipulated extreme outlier values.

## Dimension 2: Transparency in Local Decision-making

PAPI measures how local governments facilitate access to government information and respond to civic rights, in order to better understand how public policies impact citizens' lives and livelihoods. The focus of PAPI's second dimension is Transparency in Local Decision-making, as measured by the four sub-dimensional areas of Access to Information, Poverty Lists (listings of poor households), Commune Budget and Expenditure Lists, and Local Land Use Planning and Pricing. Information about government policy and any matter relating to poverty, budgets, and land is required to be transparent and made publicly available so citizens across the country can exercise their legitimate rights to know, discuss, do and verify—as stipulated by the Law on Grassroots Democracy Implementation (2022), Land Law (2013), State Budget Law (2015) and Law on Access to Information (2016).

The following summary outlines the key findings of provincial performance in Dimension 2 at dimensional and sub-dimensional levels in 2022. First, Box 3.2 presents key 2022 findings from this dimension. Second, Map 3.2 presents aggregate dimensional scores for all 63 provinces by four quartiles: (i) from 5.51 to 6.37 points (High), (ii) from 5.18 to 5.50 points (Mid-High), (iii) from 4.91 to 5.15 points (Mid-Low) and (iv) 4.41 to 4.90 points (Low). Third, Figure 3.2 provides an opportunity for provinces to understand whether they performed better or worse in 2022 compared to 2021. Table 3.2 presents a dashboard of 2022 provincial performance at dimensional and sub-dimensional levels. Finally, Figures 3.2a-e provide findings at the indicator level to track local governments' performance in the transparency of State policy, poverty lists, land plans, commune budgets and expenditures.

### Box 3.2: Key Findings from Dimension 2: Transparency in Local Decision-making in 2022

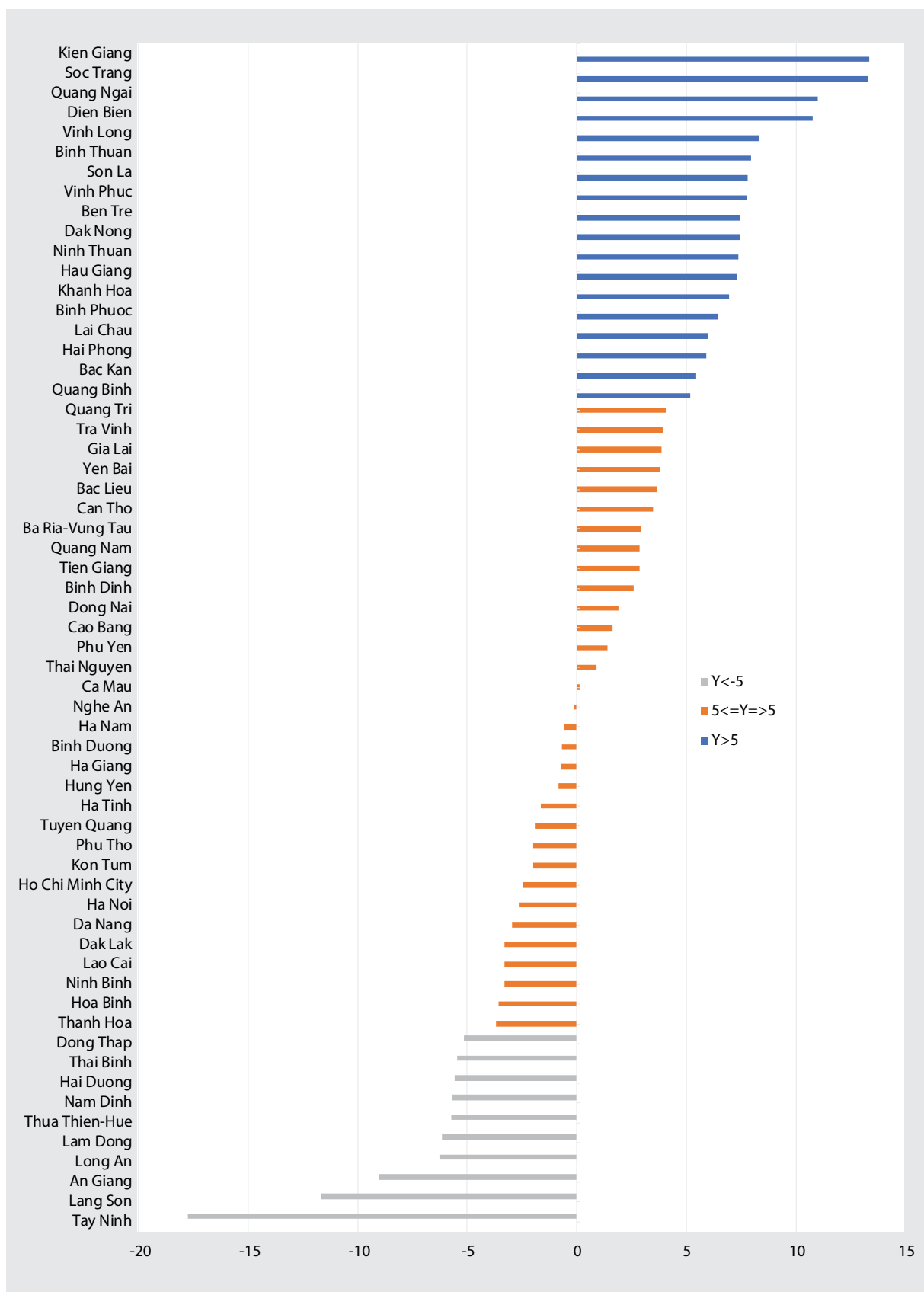
- Similar to previous years, provinces in the Red River Delta and the North Central and Central Coastal regions tended to perform better in Dimension 2, in contrast to those concentrated more in the Central Highlands (four out of five provinces in the Low quartile) and the Mekong River Delta region (eight out of 13 provinces in the Low quartile) (Map 3.2).
- Some 18 provinces made improvements in 2022 compared to 2021's dimensional scores, 10 provinces saw significant year-on-year declines, while 32 did not see much change (Figure 3.2). All provinces scored between 4.41 to 6.37 points on the 1–10 point scale (Table 3.2), a slight increase in the score range compared to 2021 (Figure 3.9b).
- As seen in 2021, no province demonstrated sufficient dissemination and enforcement of the 2016 Law on Access to Information in 2022, making the sub-dimension on Access to Information the weakest of all four sub-dimensions (Table 3.2). Also, only one-fifth of requesting respondents from almost every province said they received the information about State policy and legislation they requested, while the same proportion said this information was reliable (Figure 3.2a).
- Citizens' trust in commune poverty lists was low in many provinces. As shown in Figure 3.2b, the percentage of respondents noting that poor households in their communities were not included in commune poverty lists ranged from 14 to 57 percent, about the same proportions reporting that many non-poor households were listed instead in 60 provinces.
- As in 2021, citizens' access to information about local land plans in 2022 remained limited in all provinces. The percentages of respondents gaining awareness of such information ranged from 7 to 34 percent in 61 provinces, among which only eight provinces had a proportion exceeding 20 percent (Figure 3.2c). Nevertheless, there was some significant improvement in 19 provinces compared to 2021.
- Compensation for land seizures was perceived to be under everyday land transaction prices. Among those who lost land in 2022, the percentage agreeing that the compensation they received was close to market prices ranged widely from 0 to 86 percent across all provinces, with only 10 provinces having a percentage posted above 50 percent (Figure 3.2d).<sup>56</sup> There was little improvement on commune budget and expenditure transparency compared to 2021. In 2022, less than half of respondents said that communal budget and expenditure information was publicized in as many as in 38 provinces (Figure 3.2e).

<sup>56</sup> The findings resonate with the results from the review by UNDP, CEPEW and RTA in 2022 and 2023 at <https://congkhaithongtindatdai.info/>.





Figure 3.2: Changes in Performance in Transparency in Local Decision-making (2021-2022)



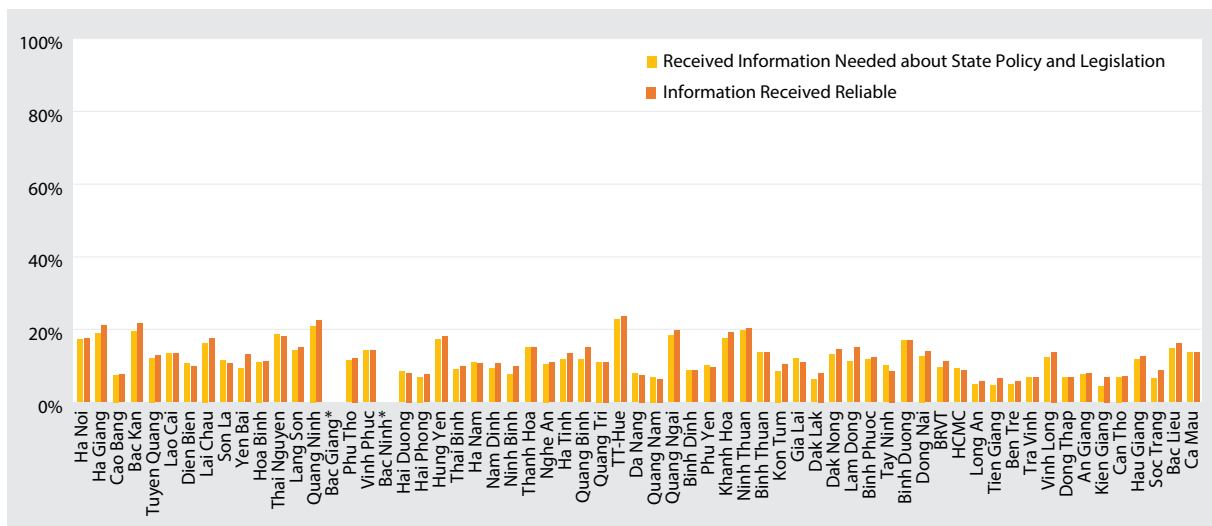
Note: Y = percentage of change in 2022 data from 2021 data, with a change of ±5% defined as statistically significant.

**Table 3.2: Dashboard of Provincial Performance in Transparency in Local Decision-making, 2022**

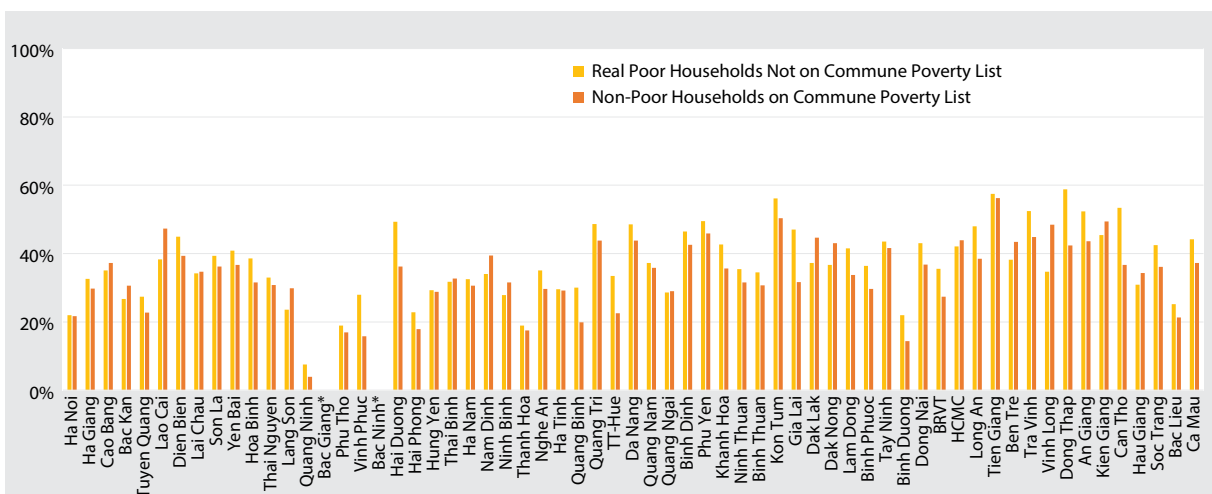
Province	2: Transparency in Local Decision-making	2.1: Access to Information	2.2: Transparency of Poverty Lists	2.3: Communal Budget and Expenditure	2.4: Land-Use Plans/ Price Frames
Ha Noi	5.7770	0.8728	1.9289	1.6344	1.3408
Ha Giang	5.3072	0.9270	1.7282	1.3880	1.2640
Cao Bang	4.8964	0.7303	1.7122	1.2900	1.1639
Bac Kan	5.4914	0.9322	1.8995	1.4219	1.2378
Tuyen Quang	5.5073	0.8181	1.9678	1.4132	1.3082
Lao Cai	5.0399	0.8090	1.5961	1.5217	1.1132
Dien Bien	5.1839	0.7855	1.6293	1.4446	1.3245
Lai Chau	5.3420	0.8857	1.7447	1.4279	1.2837
Son La	5.0647	0.7718	1.6721	1.3070	1.3138
Yen Bai	5.3534	0.7950	1.7115	1.4281	1.4187
Hoa Binh	5.1150	0.8016	1.6753	1.3597	1.2783
Thai Nguyen	5.4903	0.8995	1.7506	1.4530	1.3872
Lang Son	5.3386	0.8344	1.8263	1.4666	1.2113
Quang Ninh	6.3745	0.9456	2.2533	1.7770	1.3986
Bac Giang*					
Phu Tho	5.7251	0.8064	2.1071	1.5009	1.3107
Vinh Phuc	5.5964	0.8545	1.8799	1.4387	1.4232
Bac Ninh*					
Hai Duong	5.1472	0.7578	1.6585	1.3827	1.3483
Hai Phong	5.7388	0.7420	1.9805	1.4545	1.5618
Hung Yen	5.8100	0.8976	1.9071	1.5548	1.4505
Thai Binh	5.4621	0.7676	1.8374	1.5087	1.3484
Ha Nam	5.2897	0.7929	1.7700	1.4731	1.2538
Nam Dinh	5.3519	0.7740	1.8148	1.5282	1.2349
Ninh Binh	5.5234	0.7724	1.8396	1.4980	1.4134
Thanh Hoa	5.9741	0.8434	2.0368	1.6587	1.4353
Nghe An	5.4373	0.7519	1.8774	1.4206	1.3873
Ha Tinh	5.5814	0.8165	1.8572	1.6249	1.2827
Quang Binh	5.7066	0.8368	1.9926	1.5238	1.3533
Quang Tri	5.2589	0.8095	1.5388	1.5385	1.3720
TT-Hue	5.8477	0.9705	1.8876	1.6156	1.3740
Da Nang	4.9122	0.7468	1.4292	1.3568	1.3794
Quang Nam	5.1963	0.7350	1.6690	1.4120	1.3804
Quang Ngai	5.3760	0.9280	1.7742	1.3504	1.3234
Binh Dinh	5.0405	0.7421	1.6025	1.3553	1.3407
Phu Yen	4.9806	0.7600	1.5124	1.4819	1.2264
Khanh Hoa	5.4958	0.9214	1.6161	1.5376	1.4207
Ninh Thuan	5.8627	0.9389	1.8115	1.6733	1.4390
Binh Thuan	5.9622	0.8404	1.7997	1.8404	1.4817
Kon Tum	4.6563	0.7740	1.4329	1.3232	1.1263
Gia Lai	5.0327	0.8103	1.6117	1.3396	1.2711
Dak Lak	4.8389	0.7396	1.5769	1.2813	1.2411
Dak Nong	4.8708	0.8149	1.5246	1.3005	1.2309
Lam Dong	4.9341	0.8168	1.5656	1.4066	1.1452
Binh Phuoc	5.1443	0.8085	1.6118	1.5115	1.2126
Tay Ninh	4.5563	0.7407	1.4115	1.2420	1.1621
Binh Duong	6.2099	0.8632	2.0255	1.7468	1.5744
Dong Nai	4.9619	0.8301	1.4800	1.3896	1.2623
BRVT	5.1835	0.7805	1.6996	1.4345	1.2690
HCMC	4.8661	0.7567	1.4676	1.3696	1.2722
Long An	4.7438	0.7148	1.3722	1.3711	1.2857
Tien Giang	4.4102	0.7188	1.2038	1.2712	1.2164
Ben Tre	4.7946	0.7114	1.5491	1.3653	1.1688
Tra Vinh	4.8381	0.7350	1.4122	1.4040	1.2869
Vinh Long	5.1310	0.8047	1.4943	1.4727	1.3593
Dong Thap	4.6020	0.7372	1.3502	1.1993	1.3154
An Giang	4.5969	0.7494	1.3814	1.2173	1.2489
Kien Giang	4.7571	0.6935	1.4284	1.3041	1.3311
Can Tho	4.7551	0.7148	1.4217	1.2898	1.3288
Hau Giang	5.1034	0.8104	1.6387	1.3821	1.2722
Soc Trang	5.0884	0.7485	1.5908	1.3764	1.3728
Bac Lieu	5.7438	0.8707	1.8420	1.4973	1.5338
Ca Mau	5.1472	0.8182	1.5611	1.4067	1.3612

Note: Figures are mean scores based on a scale of 1-10 points for the dimensional level (the first column), and a scale of 0.25-2.5 points for the sub-dimensional levels (the other four columns). The provinces are ordered by provincial codes, not their scores. The longer the bar, the higher the score. (\*) Data from Bac Giang and Bac Ninh are not included in some dimensions for their manipulated extreme outlier values.

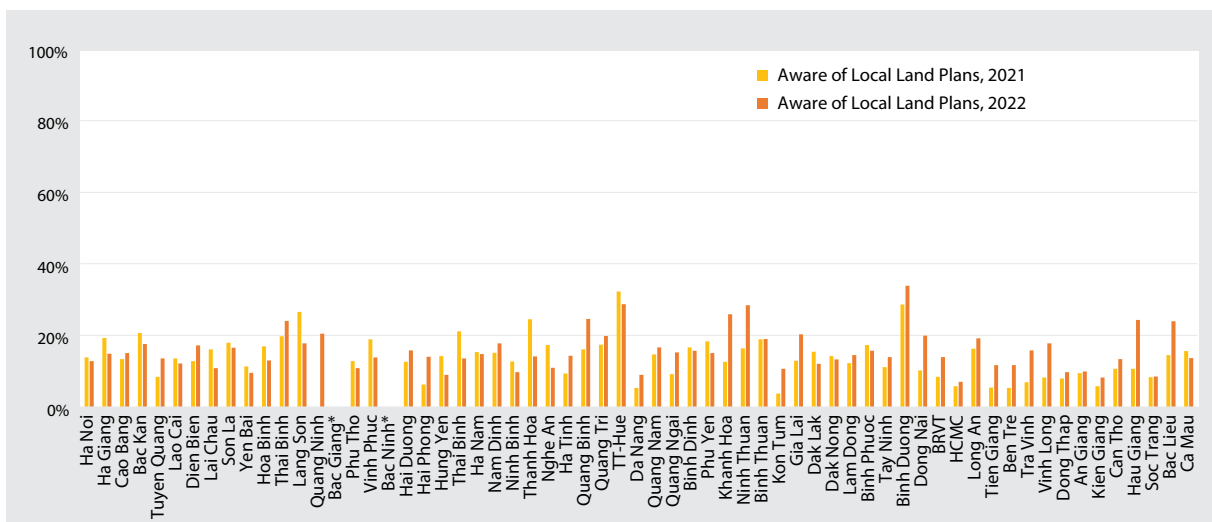
**Figure 3.2a: Percentage of Respondents having Received Information about State Policy and Legislation vs. Percentage of Those Confirming Information Received Was Reliable, 2022**



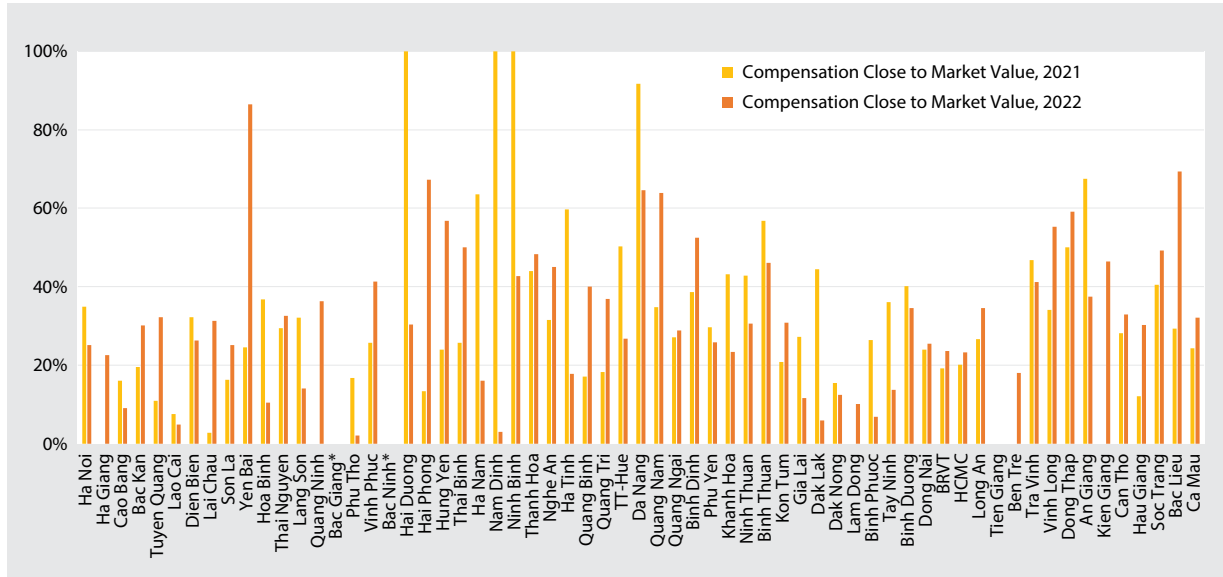
**Figure 3.2b: Percentage of Respondents Reporting Errors on Commune Poverty Lists, 2022**



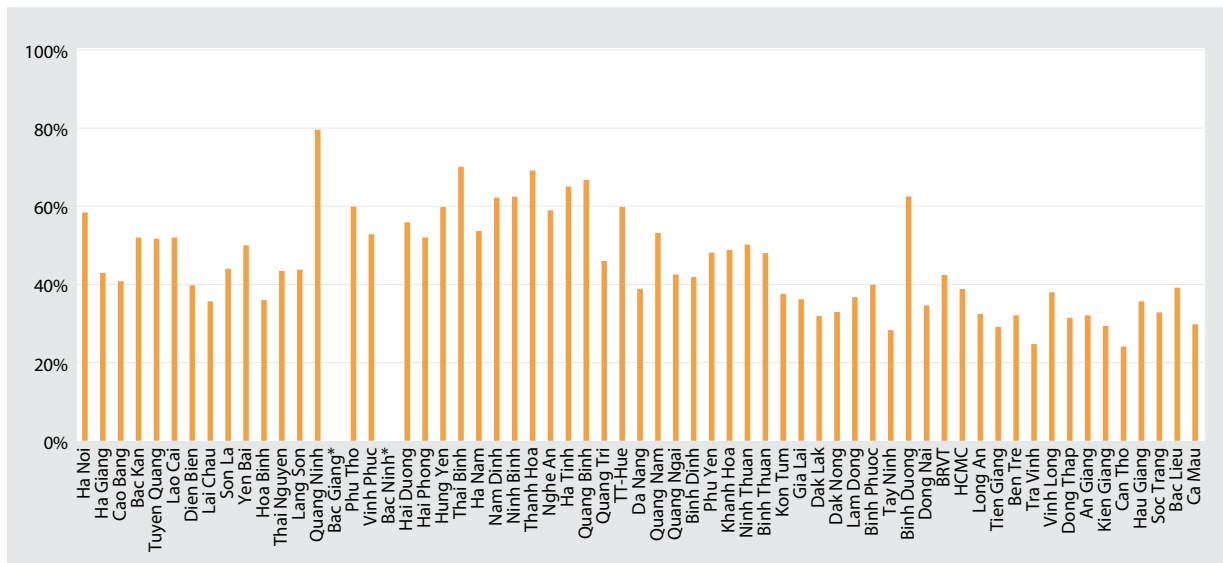
**Figure 3.2c: Percentage of Respondents Aware of Local Land Plans, 2021-2022**



**Figure 3.2d: Percentage of Respondents Agreeing that Compensation for Land Seized Was Close to Market Value, 2021-2022**



**Figure 3.2e: Percentage of Respondents Agreeing that Communal Budget and Expenditure was Publicized, 2022**



(\*) Data from Bac Giang and Bac Ninh are not included in some dimensions for their manipulated extreme outlier values.

### Dimension 3: Vertical Accountability Towards Citizens

This dimension consists of three sub-dimensions: Interaction with Local Authorities, Government's Responsiveness to Citizen Appeals and Access to Justice Services. The sub-dimensions reflect how local governments respond to citizen requests, proposals, denunciations, complaints and/or petitions. They also aim to gauge the effectiveness of the Law on Complaints (2011) and the Law on Denunciations (2011). In addition, the indicators in the Access to Justice Services sub-dimension examine levels of trust in courts and judicial agencies, and access to local courts and non-court mechanisms when citizens have civil disputes.

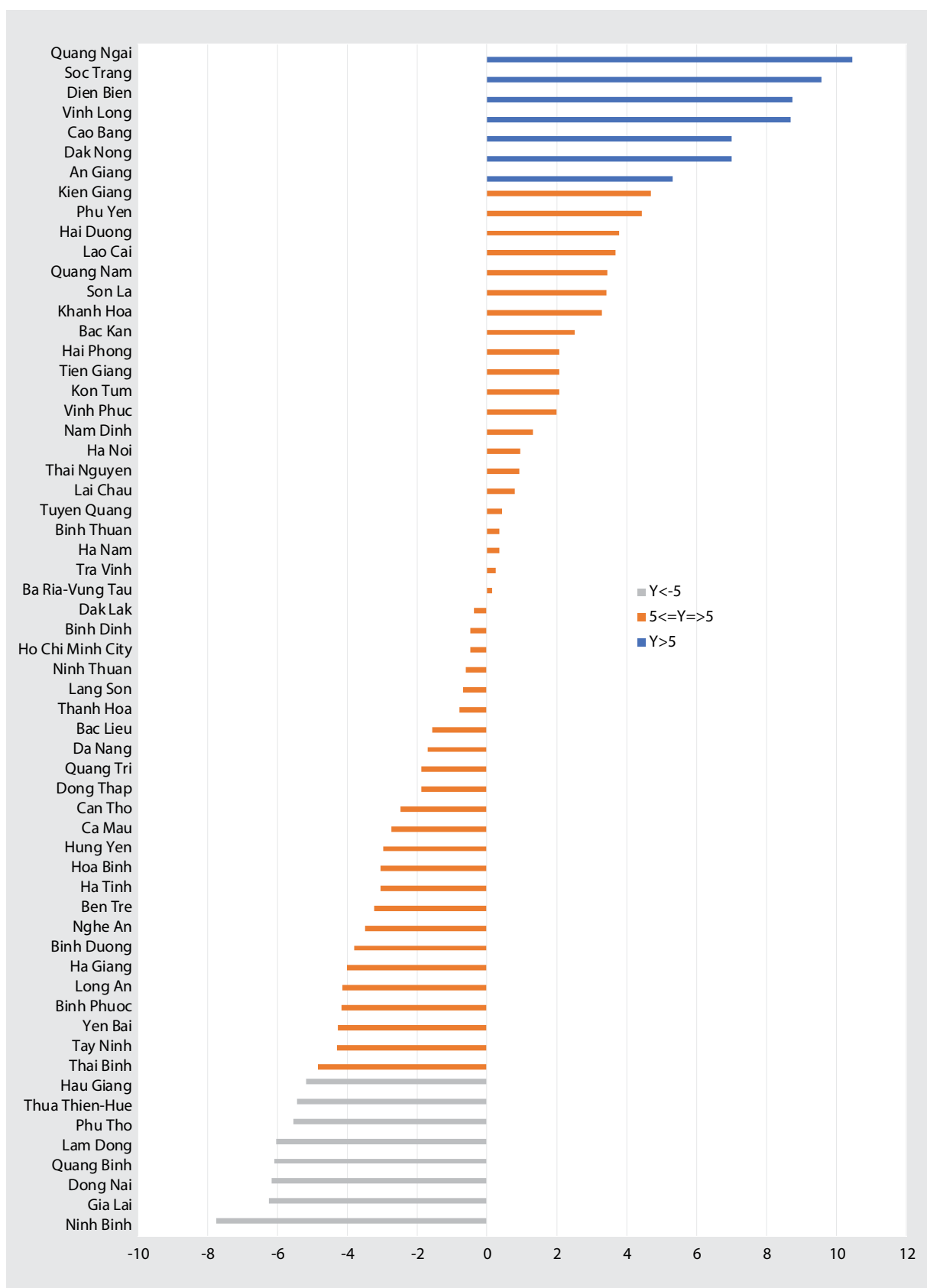
Below is an overview of provincial performance in ensuring vertical accountability towards citizens in 2022. First, Box 3.3 presents key 2022 findings from this dimension. Then, Map 3.3 presents aggregate dimensional scores for the 63 provinces by four quartiles: (i) from 4.40 to 4.58 points (High), (ii) from 4.30 to 4.40 points (Mid-High), (iii) from 4.18 to 4.29 points (Mid-Low) and (iv) 3.92 to 4.18 points (Low). Next, Figure 3.3 allows provinces to gain a 2021-2022 comparison to gauge whether they stepped forward or regressed in 2022 compared to 2021. Table 3.3 presents a dashboard of 2022 provincial performance at dimensional and sub-dimensional levels. Finally, Figures 3.3a-d provide snapshots of local governments' performance in responding to citizen requests, feedback, and complaints as well as how much local courts or non-court mechanisms were trusted in 2022.

#### Box 3.3: Key Findings from Dimension 3: Vertical Accountability Towards Citizens in 2022

- Similar to the findings in 2021, better-performing provinces are still concentrated in the north, but more southern provinces are in the High and Mid-High quartiles than the previous two dimensions in 2022, as illustrated in Map 3.3. Still, more provinces from Central Highlands and Mekong River Delta regions are found in the lower quartiles.
- All provinces scored below 4.6 points on the 1-10 point scale (Table 3.3). As shown in Figure 3.3, overall, there was literally no improvement in provincial scores in this dimension over the two years in 45 provinces. Only seven provinces (Quang Ngai, Soc Trang, Dien Bien, Vinh Long, Cao Bang, Dak Nong and An Giang) made significant progress in 2022 compared to 2021. Meanwhile, eight provinces (Ninh Binh, Gia Lai, Dong Nai, Quang Binh, Lam Dong, Phu Tho, Thua Thien-Hue and Hau Giang) saw declines of more than 5 percentage points from 2021 scores.
- The level of confidence in village heads who were the first person, at the grassroots level, that citizens would report to and request assistance with an issue in 2022 increased in 23 provinces, but declined in 37 provinces compared to 2021 survey results (Figure 3.3a).
- When having a problem, such as a civil dispute or disagreement with a local public official, citizens tended to approach Commune People's Committee officials rather than elected representatives at Commune People's Councils to report and request assistance. This trend is evidenced across all provinces and is similar to previous years' findings (Figure 3.3b). Also, both positions are much less trusted than village heads (Figures 3.3a and 3.3b).
- Similar to 2021's findings, the poorest performing aspect for all provinces was handling citizens' petitions and proposals (Table 3.3). Less than half of all respondents in all provinces would send petitions, complaints or proposals to their local governments, but were not satisfied with the resolution outcome (Figure 3.3c). Provinces where respondents were least comfortable with the resolution outcomes were Quang Binh, Vinh Phuc, Phu Tho, Lao Cai, Son La, Ha Tinh and Tra Vinh.
- As shown in Figure 3.3d, non-court mechanisms for civil dispute resolution are not yet trusted by the majority of citizens in all provinces. Instead, respondents reported a preference for local courts rather than local mediation groups when engaged in a civil dispute. Nonetheless, respondents' trust in local courts in provinces like Hau Giang, Quang Binh, Dong Thap, Long An, and Tra Vinh is lower, in contrast to local mediation groups where it is higher in all these five provinces than in the rest of the country.



**Figure 3.3: Changes in Performance in Vertical Accountability Towards Citizens (2021-2022)**



Note: Y = percentage of change in 2022 data from 2021 data, with a change of ±5% defined as statistically significant.

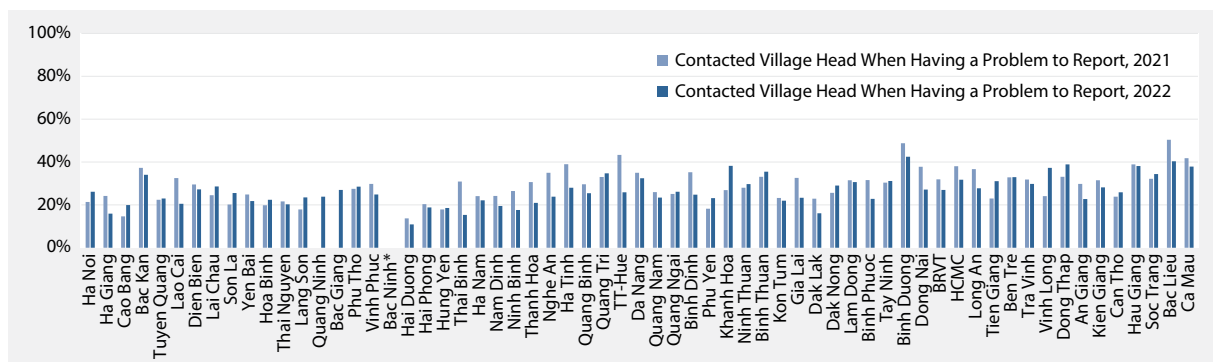
**Table 3.3: Dashboard of Provincial Performance in Vertical Accountability Towards Citizens, 2022**

Province	3: Vertical Accountability Towards Citizens	3.1: Interactions With Local Authorities	3.2: Local Government's Response to Citizens' Appeals	3.3: Access to Justice Services
Ha Noi	4.3707	1.9230	0.4601	1.9876
Ha Giang	4.1183	1.8746	0.4441	1.7996
Cao Bang	4.1072	1.9430	0.4458	1.7184
Bac Kan	4.3556	2.0442	0.4931	1.8183
Tuyen Quang	4.4065	1.9316	0.5369	1.9381
Lao Cai	4.2149	1.8641	0.4787	1.8721
Dien Bien	4.1839	1.9812	0.4831	1.7195
Lai Chau	4.3171	1.9272	0.5147	1.8752
Son La	4.2188	2.0038	0.5918	1.6232
Yen Bai	4.3560	2.0050	0.4778	1.8732
Hoa Binh	4.3151	2.0021	0.5033	1.8097
Thai Nguyen	4.4113	1.8911	0.5276	1.9926
Lang Son	4.4798	2.0125	0.4997	1.9675
Quang Ninh	4.5821	2.0564	0.4654	2.0603
Bac Giang	4.3967	1.9629	0.5269	1.9069
Phu Tho	4.2259	1.7504	0.4991	1.9763
Vinh Phuc	4.5052	1.9783	0.4486	2.0784
Bac Ninh*				
Hai Duong	4.2873	1.8252	0.4451	2.0170
Hai Phong	4.5039	1.9940	0.4696	2.0403
Hung Yen	4.2877	1.9649	0.4799	1.8429
Thai Binh	4.3361	1.9209	0.4501	1.9651
Ha Nam	4.4198	2.0132	0.4725	1.9341
Nam Dinh	4.3349	2.0096	0.4983	1.8271
Ninh Binh	4.1996	1.9225	0.4522	1.8248
Thanh Hoa	4.5243	1.9251	0.5939	2.0053
Nghe An	4.3129	1.8374	0.5442	1.9313
Ha Tinh	4.5541	2.0508	0.5689	1.9344
Quang Binh	4.2743	1.9529	0.6570	1.6644
Quang Tri	4.3313	2.0120	0.5681	1.7511
TT-Hue	4.3263	2.0439	0.5329	1.7495
Da Nang	4.2023	1.8847	0.4077	1.9098
Quang Nam	4.3640	1.9636	0.4843	1.9161
Quang Ngai	4.3955	2.0623	0.4754	1.8578
Binh Dinh	4.1416	1.9620	0.4429	1.7367
Phu Yen	4.0884	1.9621	0.4726	1.6537
Khanh Hoa	4.4444	2.1116	0.4296	1.9032
Ninh Thuan	4.3562	2.0481	0.4857	1.8223
Binh Thuan	4.4257	2.1345	0.4954	1.7958
Kon Tum	4.1791	1.8911	0.4866	1.8014
Gia Lai	3.9166	1.7098	0.4793	1.7276
Dak Lak	4.1477	1.8803	0.4362	1.8313
Dak Nong	4.3239	1.9367	0.5237	1.8635
Lam Dong	4.1753	2.0589	0.4602	1.6562
Binh Phuoc	4.0015	1.8506	0.4567	1.6942
Tay Ninh	4.0199	1.9578	0.4028	1.6593
Binh Duong	4.5423	2.1369	0.4677	1.9378
Dong Nai	4.1809	1.9423	0.4328	1.8058
BRVT	4.2505	1.9737	0.4735	1.8033
HCMC	4.3025	2.0186	0.4028	1.8811
Long An	3.9954	1.9399	0.4447	1.6108
Tien Giang	4.1569	2.0405	0.4204	1.6961
Ben Tre	3.9702	1.8536	0.4505	1.6661
Tra Vinh	3.9934	1.9197	0.4735	1.6002
Vinh Long	4.4151	2.0519	0.4972	1.8661
Dong Thap	4.2402	2.1743	0.4448	1.6212
An Giang	4.1584	1.9036	0.3851	1.8697
Kien Giang	4.2855	1.9492	0.4344	1.9019
Can Tho	4.0008	2.0000	0.4122	1.5886
Hau Giang	4.2286	2.0937	0.4482	1.6867
Soc Trang	4.3584	2.0959	0.4157	1.8468
Bac Lieu	4.5170	2.1971	0.5161	1.8037
Ca Mau	4.4637	2.1139	0.5311	1.8187

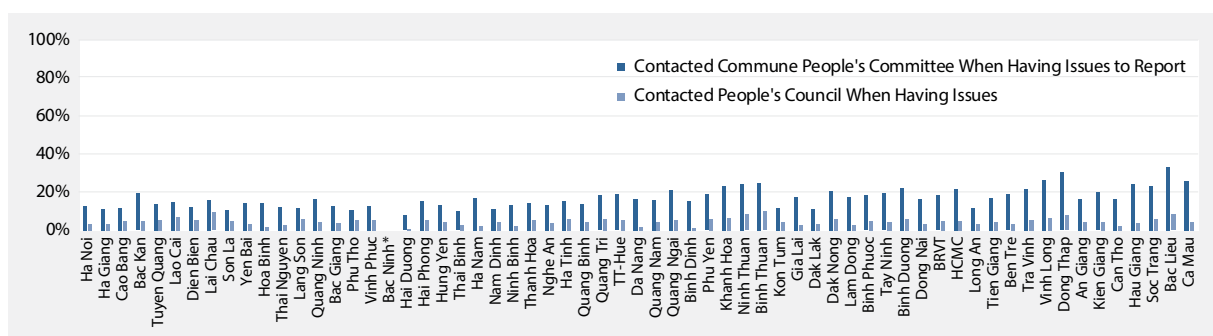
Note: Figures are mean scores based on a scale of 1-10 points for the dimensional level (the first left column), and a scale of 0.33-3.33 points for sub-dimensional levels (the other three columns). The provinces are ordered by provincial codes, not their scores. The longer the bar, the higher score. (\*) Data from Bac Ninh are not included in some dimensions for their manipulated extreme outlier values.



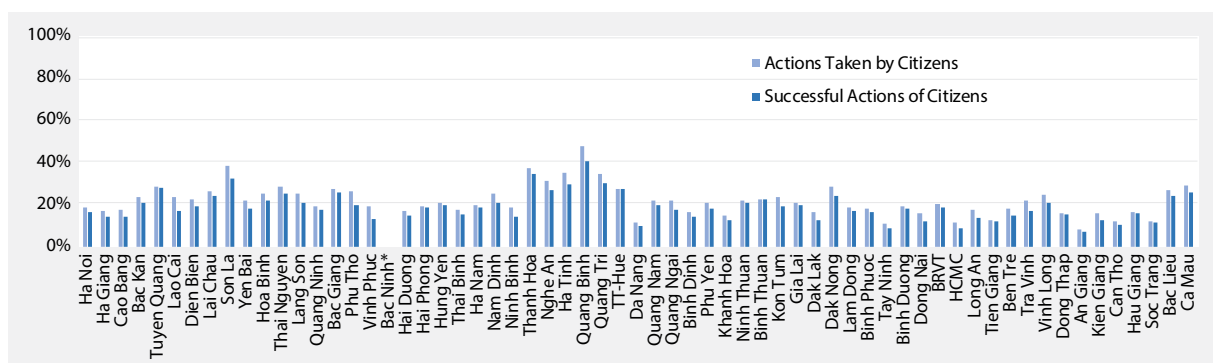
**Figure 3.3a: Percentage of Respondents having Contacted Village Heads When Having Issues to Report, 2021-2022**



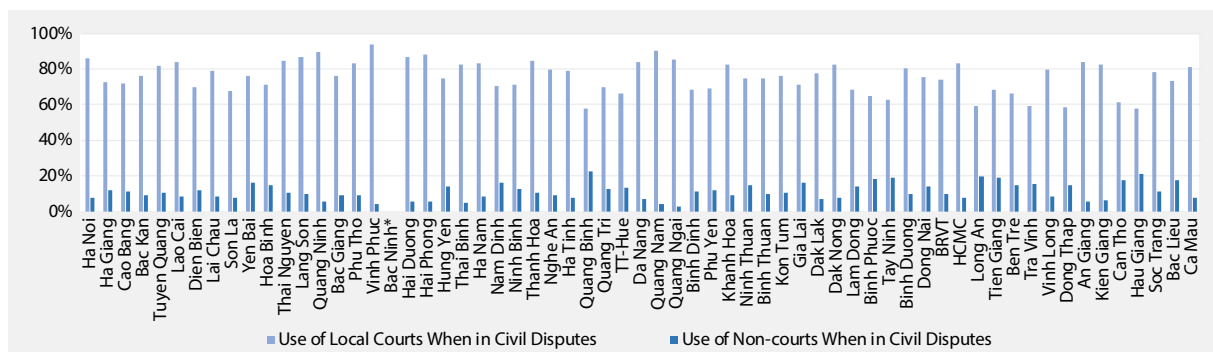
**Figure 3.3b: Commune People’s Committees vs. Percentage of Respondents Having Contacted Commune People’s Councils When Having Issues to Report, 2022**



**Figure 3.3c: Percentage of Respondents Having Taken Actions (Sending Petitions, Complaints or Proposals) vs. Percentage of those Confirming their Actions were Successfully Responded, 2022**



**Figure 3.3d: Percentage of Respondents Saying They Would Use Local Courts or Non-Court Mechanisms When in Civil Disputes, 2022**



(\*) Data from Bac Ninh are not included in some dimensions for their manipulated extreme outlier values.

#### Dimension 4: Control of Corruption in the Public Sector

The Control of Corruption in the Public Sector dimension measures the performance of public institutions and local governments in controlling corruption in the public sector. It also reflects the level of tolerance among citizens for corrupt practices as well as the willingness to curb corruption by local governments and citizens. The dimension is comprised of four sub-dimensions: Limits on Corruption in Local Governments, Limits on Corruption in Public Service Delivery, Equity in State Employment, and Willingness to Fight Corruption.

The following section provides a snapshot of key findings in terms of provincial performance in controlling corruption in the public sector in

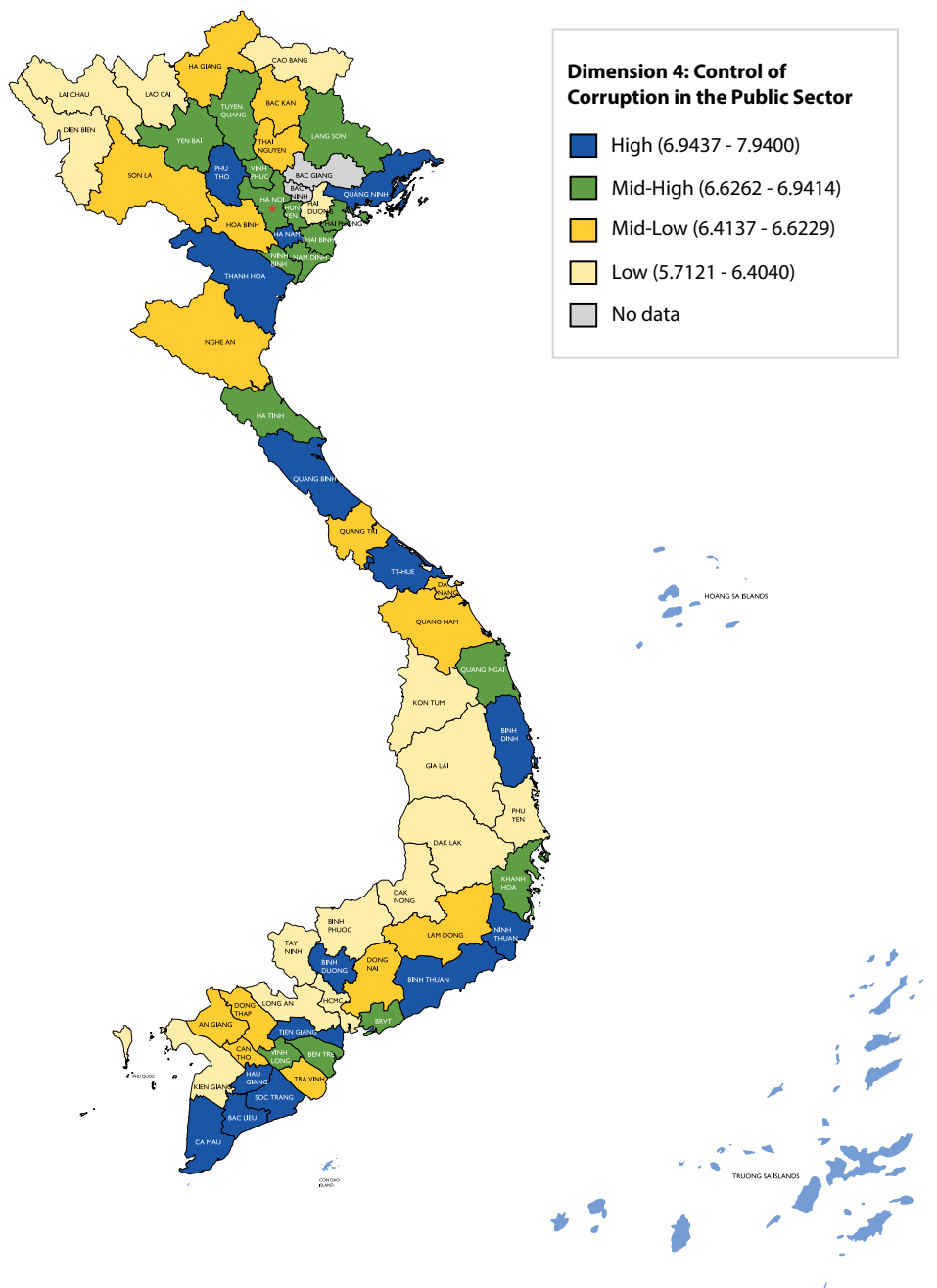
2022. First, Box 3.4 presents key 2022 findings from this dimension. Map 3.4 then displays aggregate dimensional scores for all provinces by four quartiles: (i) from 6.94 to 7.94 points (High), (ii) from 6.63 to 6.94 points (Mid-High), (iii) from 6.41 to 6.62 points (Mid-Low) and (iv) 5.71 to 6.40 points (Low). Then, Figure 3.4 provides a 2021-2022 comparison to inform provinces whether they progressed or regressed in 2022. In addition, Table 3.4 presents a dashboard of 2022 provincial performance at dimensional and sub-dimensional levels. Finally, Figures 3.4a-3.4g provide a comparative perspective of how citizens think bribery and nepotism are prevalent in State employment across provinces, of how serious bribe-taking is when citizens apply for LURCs or use public district hospital services, and of the level of citizens' willingness to fight corruption in 2022 compared to 2021.

#### Box 3.4: Key Findings from Dimension 4: Control of Corruption in the Public Sector in 2022

- Unlike the previous three dimensions, more provinces from the Mekong River Delta region emerged in the high-performing group in this dimension. Meanwhile, provinces from the Northern Mid-land and Mountainous region and Central Highlands joined the low-performing group in 2022 (Map 3.4).
- Provincial scores in this dimension ranged from 5.71 to 7.94 points on the 1-10 point scale (Table 3.4). Seven provinces (Tien Giang, Soc Trang, Ca Mau, Vinh Phuc, BRVT, Khanh Hoa and Dien Bien) made significant progress in 2022 compared to their performances in 2021 (Figure 3.4). Meanwhile, 18 provinces saw a decline of more than 5 percentage points over the two years, with the largest drop of 14.65 percent seen by Hoa Binh. As many as 35 provinces did not see much change in 2022 compared to 2021 performances.
- Equity in Public Employment remains the weakest sub-dimension of all, with the highest provincial score at 1.68 points on the scale of 0.25 to 2.5 points (Table 3.4). As in previous years, bribes for employment in the public sector remain common, both in poor and better-off provinces (Figure 3.4a). Also, personal relationships remain important and very important for five public offices at the commune level (land registrars, public primary school teachers, police, judicial officers and Commune People's Committee staff). Different from the previous two years, Kien Giang and Tra Vinh are two provinces where personal relationships to gain State employment were perceived as most profound in 2022 (Figure 3.4b).
- Fewer than 75 percent of respondents in all provinces agreed that their provincial governments were serious about combating corruption. In 42 provinces, the proportion is below 50 percent. As shown in Figure 3.4c, only 22 provinces had some increase in citizen positivism of local governments' seriousness in combating corruption, and only two provinces (Dien Bien and Tien Giang) had positive moves of greater than 10 percent.
- The proportions of applicants for LURCs who paid a bribe ranged from 40 to 90 percent in 35 provinces, down from 43 provinces in 2021 (Figure 3.4d). The problem of bribing for LURCs was more serious in poorer provinces like Dak Lak, Quang Tri and Son La. The good news is that the number of respondents who had to pay a bribe for a LURC reduced in 34 provinces, with seven provinces (Binh Thuan, Dien Bien, Dong Thap, Ha Nam, Hung Yen, Soc Trang and Thai Binh) seeing a decline by more than 20 percent over the two years of 2021 and 2022.
- The proportions of users of district public hospitals who paid a bribe ranged from 40 to 80 percent in 42 provinces, similar to 2021's figure (Figure 3.4e). The proportions are the lowest – but still between 20-30 percent – in Ben Tre, Ho Chi Minh City, Phu Yen and Thua Thien-Hue. Compared to 2021, fewer incidences of bribe-giving were found in 37 provinces, with Thai Binh, Quang Tri, Ben Tre and Nghe An seeing a reduction by more than 25 percent.

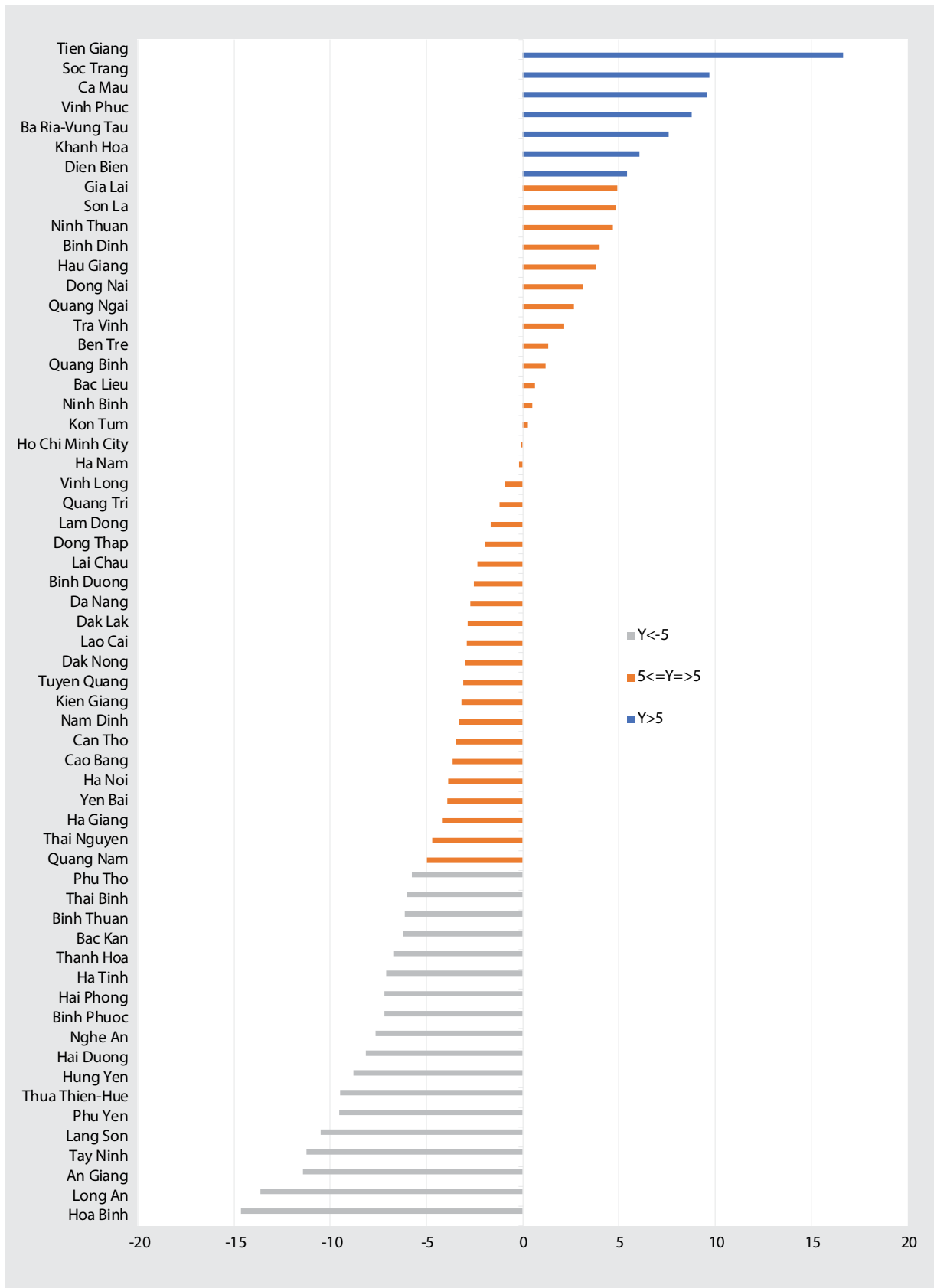
- Mean bribe-taking amounts at which citizens would start denouncing by province range between VND 20 million and VND 43 million, indicating citizens' levels of tolerance of bribe-taking acts. As shown in Figure 3.4g, compared to 2021, the level of tolerance decreased in only 14 provinces, with the largest declines of more than VND 5 million seen in four provinces (Ha Tinh, Nam Dinh, Binh Dinh and Ha Giang). On the other end of the spectrum, 28 provinces saw the tolerance rate increase by more than VND 5 million, and citizens in income-poor provinces like Quang Binh, Soc Trang and Bac Kan were the most tolerant, as the triggering bribe amounts in 2022 increased by VND 15 million compared to that in 2021.

**Map 3.4: Provincial Performance in Control of Corruption in the Public Sector by Quartiles, 2022**



Note: Blue is for provinces with scores within the High quartile (75th ≤ x ≤ 100th percentiles), green is for 16 provinces with scores within the Mid-High quartile (50th ≤ x < 75th percentiles), orange is for provinces with scores within the Mid-Low quartile (25th ≤ x < 50th percentiles) and light yellow is for provinces with scores within the Low quartile (0th ≤ x < 25th percentiles). Gray (No data) is for provinces from which collected data is not qualified (with an estimated value for an indicator larger than 2 standard errors and with field evidence) for use. The score ranges in the legend are not rounded to .00 to show how marginal the differences between quartiles are.

Figure 3.4: Changes in Performance in Control of Corruption in the Public Sector (2021-2022)



Note: Y = percentage of change in 2022 data from 2021 data, with a change of ±5% defined as statistically significant.

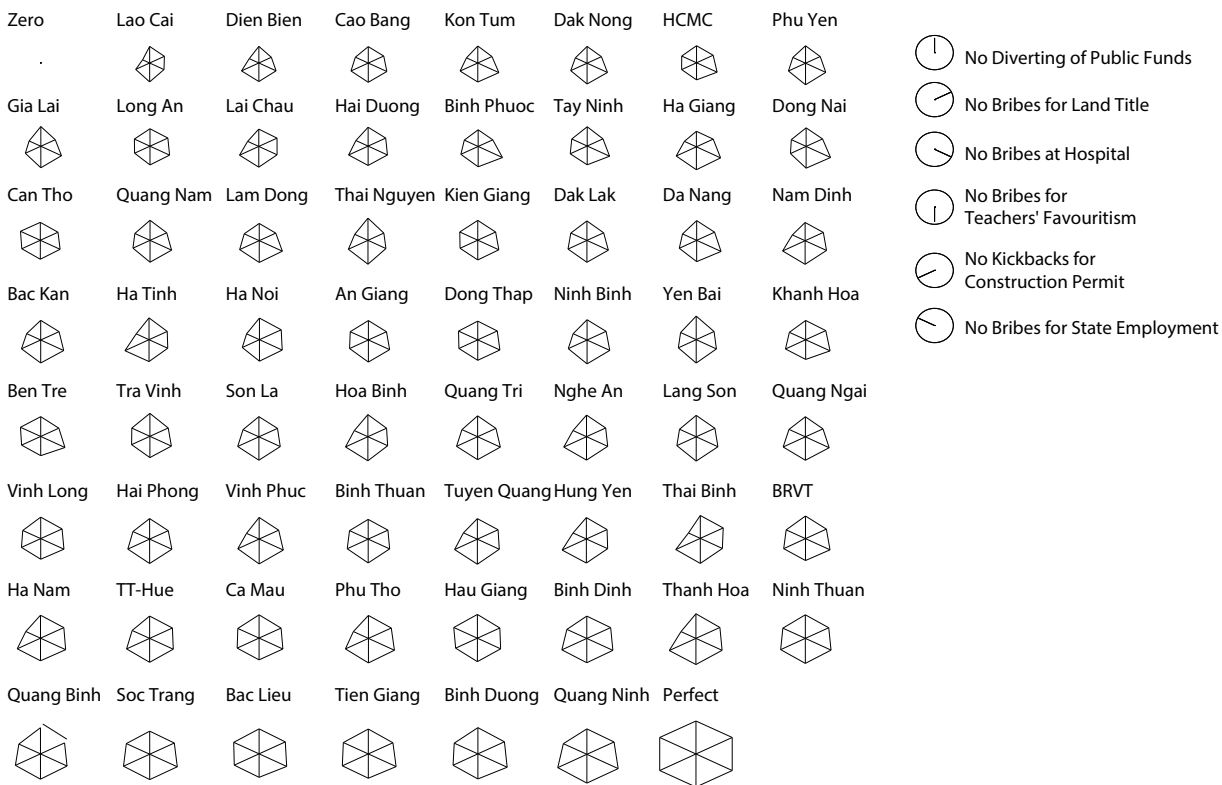
**Table 3.4: Dashboard of Provincial Performance in Control of Corruption in the Public Sector, 2022**

Province	4: Control of Corruption in the Public Sector	4.1: Limits on Public Sector Corruption	4.2: Limits on Corruption in Service Delivery	4.3: Equity in State Employment	4.4: Willingness to Fight Corruption
Ha Noi	6.8007	1.6427	1.9721	1.1240	2.0619
Ha Giang	6.4752	1.4828	2.0223	0.9476	2.0225
Cao Bang	6.0843	1.4215	1.8232	0.9505	1.8891
Bac Kan	6.4340	1.5776	1.9934	1.0611	1.8019
Tuyen Quang	6.8649	1.7046	2.0433	1.1079	2.0091
Lao Cai	5.7831	1.3484	1.7570	0.8002	1.8775
Dien Bien	5.7121	1.3699	1.7763	0.8418	1.7241
Lai Chau	6.1560	1.5258	1.8683	0.9057	1.8562
Son La	6.6229	1.6305	1.9967	1.0468	1.9490
Yen Bai	6.6522	1.6229	1.9634	1.0737	1.9921
Hoa Binh	6.4411	1.6921	1.9702	1.0211	1.7578
Thai Nguyen	6.5588	1.5896	1.9666	1.0468	1.9559
Lang Son	6.7476	1.6225	2.0347	1.1395	1.9509
Quang Ninh	7.4274	2.0447	2.3155	1.6838	1.3834
Bac Giang*					
Phu Tho	7.0491	1.7991	2.1166	1.1697	1.9636
Vinh Phuc	6.7936	1.6784	2.0764	1.1262	1.9126
Bac Ninh*					
Hai Duong	6.3680	1.5527	1.8728	1.0344	1.9081
Hai Phong	6.8897	1.6469	2.0462	1.1925	2.0040
Hung Yen	6.8764	1.7509	2.0260	1.1237	1.9758
Thai Binh	6.8133	1.8261	2.0456	1.0487	1.8929
Ha Nam	7.0017	1.8130	2.0395	1.1855	1.9636
Nam Dinh	6.7638	1.6060	1.9962	1.1793	1.9822
Ninh Binh	6.7386	1.5955	2.0304	1.1719	1.9408
Thanh Hoa	7.2825	1.9225	2.1550	1.2019	2.0030
Nghe An	6.5998	1.6975	2.0035	1.0510	1.8477
Ha Tinh	6.7050	1.7092	1.9268	1.0592	2.0099
Quang Binh	7.2068	1.9274	2.1552	1.1851	1.9391
Quang Tri	6.5332	1.6366	1.9569	1.0578	1.8818
TT-Hue	7.0358	1.7871	2.0538	1.2248	1.9701
Da Nang	6.5953	1.5356	2.0119	1.1371	1.9107
Quang Nam	6.4916	1.5146	1.9930	1.1290	1.8549
Quang Ngai	6.7841	1.6280	2.0527	1.2190	1.8844
Binh Dinh	7.0651	1.8412	2.1075	1.2051	1.9113
Phu Yen	6.2522	1.4228	1.9607	1.0099	1.8588
Khanh Hoa	6.9414	1.6203	2.0025	1.2858	2.0328
Ninh Thuan	7.5202	1.8528	2.1287	1.5062	2.0324
Binh Thuan	6.9437	1.6386	2.0309	1.2968	1.9773
Kon Tum	6.1999	1.4168	1.9072	0.9453	1.9307
Gia Lai	6.2284	1.4347	1.9236	1.0100	1.8602
Dak Lak	6.3898	1.5390	1.9594	1.1590	1.7324
Dak Nong	6.0788	1.3902	1.9249	0.9324	1.8312
Lam Dong	6.5236	1.5009	2.0000	1.1051	1.9176
Binh Phuoc	5.9706	1.4096	2.0197	1.0812	1.4600
Tay Ninh	6.4040	1.4790	1.9236	1.1462	1.8552
Binh Duong	7.9400	1.9697	2.2012	1.6764	2.0927
Dong Nai	6.5388	1.4521	2.0370	1.1230	1.9267
BRVT	6.9530	1.7336	2.0504	1.2871	1.8818
HCMC	6.3216	1.4115	1.8680	1.1115	1.9305
Long An	6.2436	1.4515	1.8865	1.0575	1.8482
Tien Giang	7.4029	1.9282	2.1640	1.3796	1.9311
Ben Tre	6.6262	1.5740	1.9721	1.2688	1.8111
Tra Vinh	6.5999	1.6272	1.9679	1.0681	1.9367
Vinh Long	6.7576	1.6714	1.9867	1.1602	1.9394
Dong Thap	6.6346	1.5731	1.9413	1.2435	1.8767
An Giang	6.4260	1.5599	1.9865	1.1523	1.7272
Kien Giang	6.4137	1.5426	1.9453	1.0434	1.8823
Can Tho	6.5372	1.5173	1.8905	1.2144	1.9150
Hau Giang	7.1992	1.7850	2.0563	1.3996	1.9584
Soc Trang	7.3998	1.8945	2.1752	1.4083	1.9218
Bac Lieu	7.5075	1.9359	2.1434	1.4170	2.0112
Ca Mau	6.9535	1.7694	2.0217	1.2487	1.9137

Note: Figures are mean scores based on a scale of 1-10 points for the dimensional level (the first left column), and a scale of 0.25-2.5 points for sub-dimensional levels (the other four columns). The provinces are ordered by provincial codes, not their scores. The longer the bar, the higher the score. (\*) Data from Bac Giang and Bac Ninh are not included in some dimensions for their manipulated extreme outlier values.

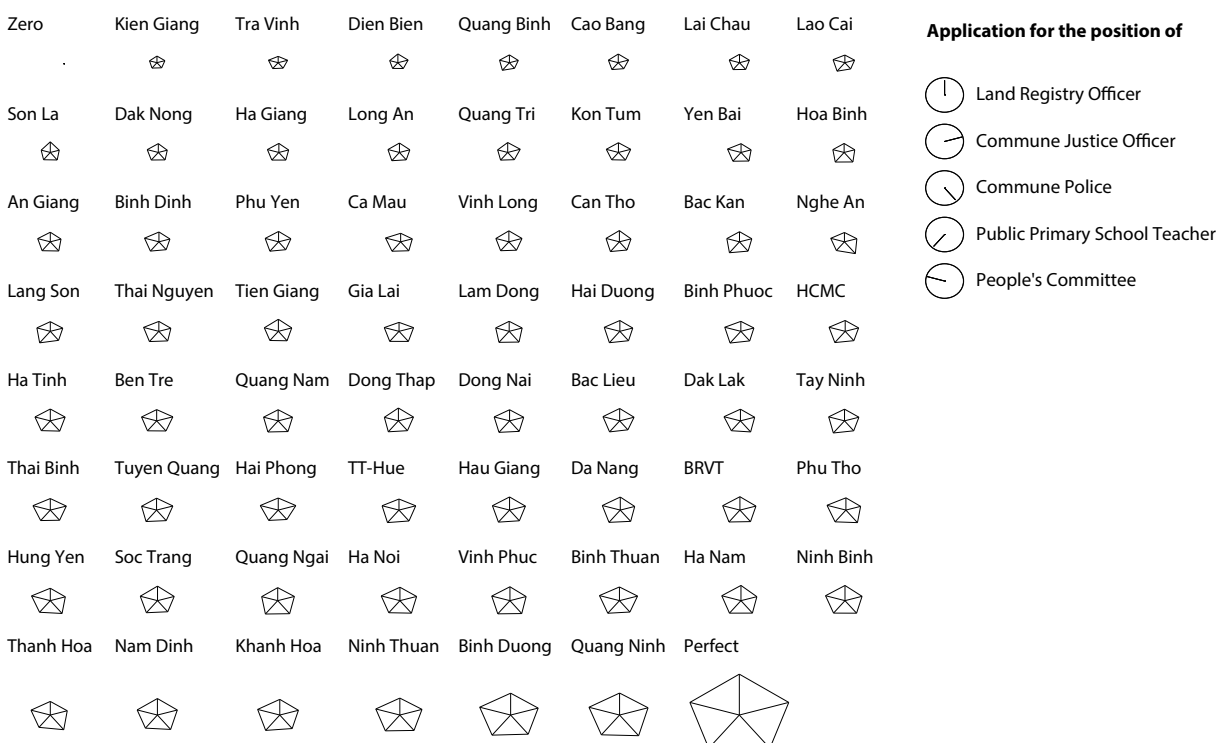
**Figure 3.4a: Citizens' Assessment of Corruption Prevalence by Province, 2022**

(Branch size = percentage of respondents agreeing to provided positive statements; Perfect = 100% agreement)

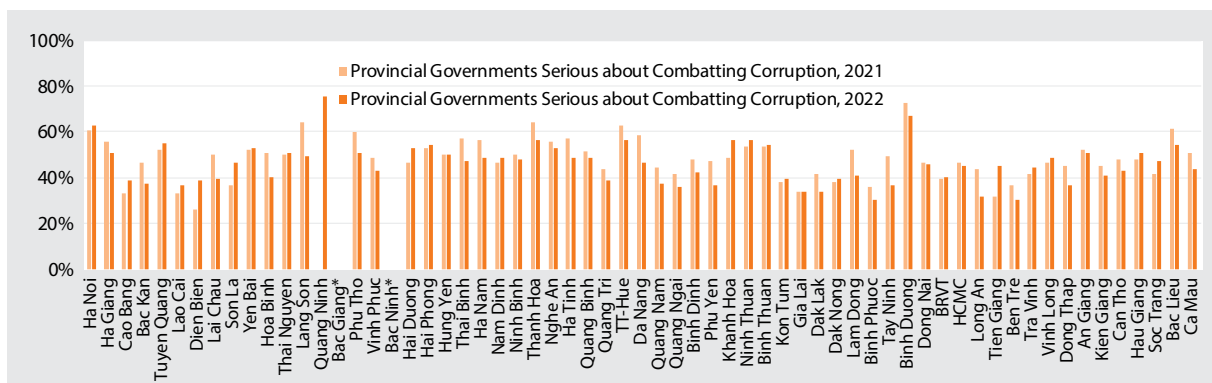


**Figure 3.4b: No Relationship Needed When Applying for State Employment Positions by Province, 2022**

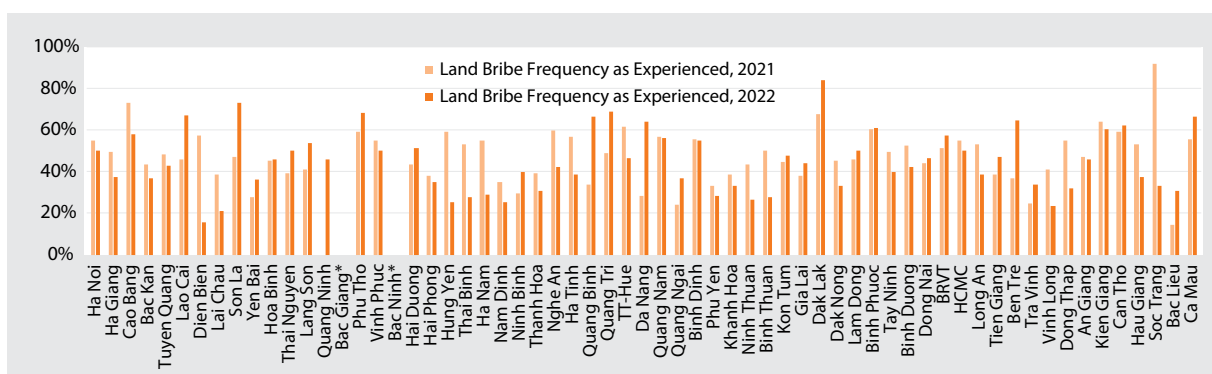
(Branch size = percentage of respondents agreeing to provided positive statements; Perfect = 100% agreement)



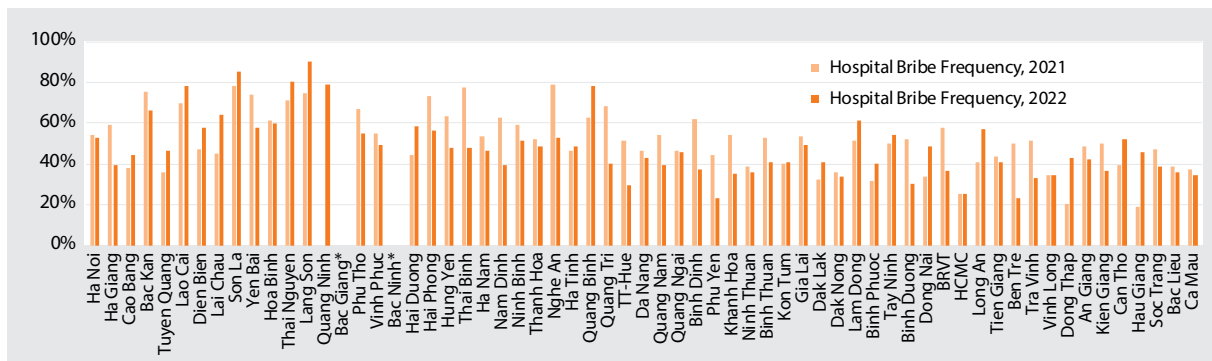
**Figure 3.4c: Percentage of Respondents Agreeing that Their Provincial Governments were Serious about Combatting Corruption, 2021-2022**



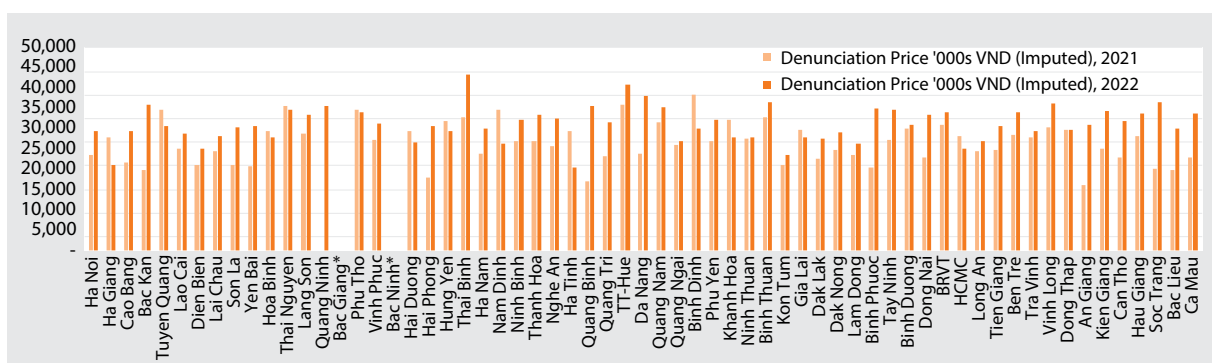
**Figure 3.4d: Percentage of Applicants for Land Use Rights Certificates Experiencing Bribe-taking, 2021-2022**



**Figure 3.4e: Percentage of Users of Public Health Facilities Having to Pay Informally for Better Attention and Care, 2021-2022**



**Figure 3.4g: Mean Bribe-taking Amounts at Which Citizens Would State Denunciating by Province, 2021-2022**



(\*) Data from Bac Giang and Bac Ninh are not included in some dimensions for their manipulated extreme outlier values. In terms of alphabetical sequencing of Figures and Tables, PAPI has omitted 'f' to conform with the Vietnamese alphabet.

### Dimension 5: Public Administrative Procedures

This dimension reflects the quality of public administrative services in areas important to citizens. It covers three sub-dimensions: (i) Certification Services by Local Governments, (ii) Application Procedures for Land Use Rights Certificates at the District Level, and (iii) Application Procedures for Personal Documents Handled by Commune Governments. In particular, it examines how professional and responsive government staff are, from provincial to commune levels, in providing public administrative services.

The following section presents an overview of provincial performance in the provision of

administrative procedures and services for citizens in 2022. First, Box 3.5 outlines key 2022 findings from this dimension. Then, Map 3.5 displays aggregate dimensional scores for the 63 provinces by four quartiles: (i) from 7.36 to 7.65 points (High), (ii) from 7.22 to 7.34 points (Mid-High), (iii) from 7.11 to 7.21 points (Mid-Low) and (iv) 6.57 to 7.08 points (Low). In addition, Table 3.5 presents a dashboard of 2022 provincial performance at dimensional and sub-dimensional levels. Finally, Figures 3.5a-g present 2022's findings on the quality of LURCs at district-level one-stop shops, commune-level public administrative services, and local governments' certification services at all levels against their 2021 baselines.

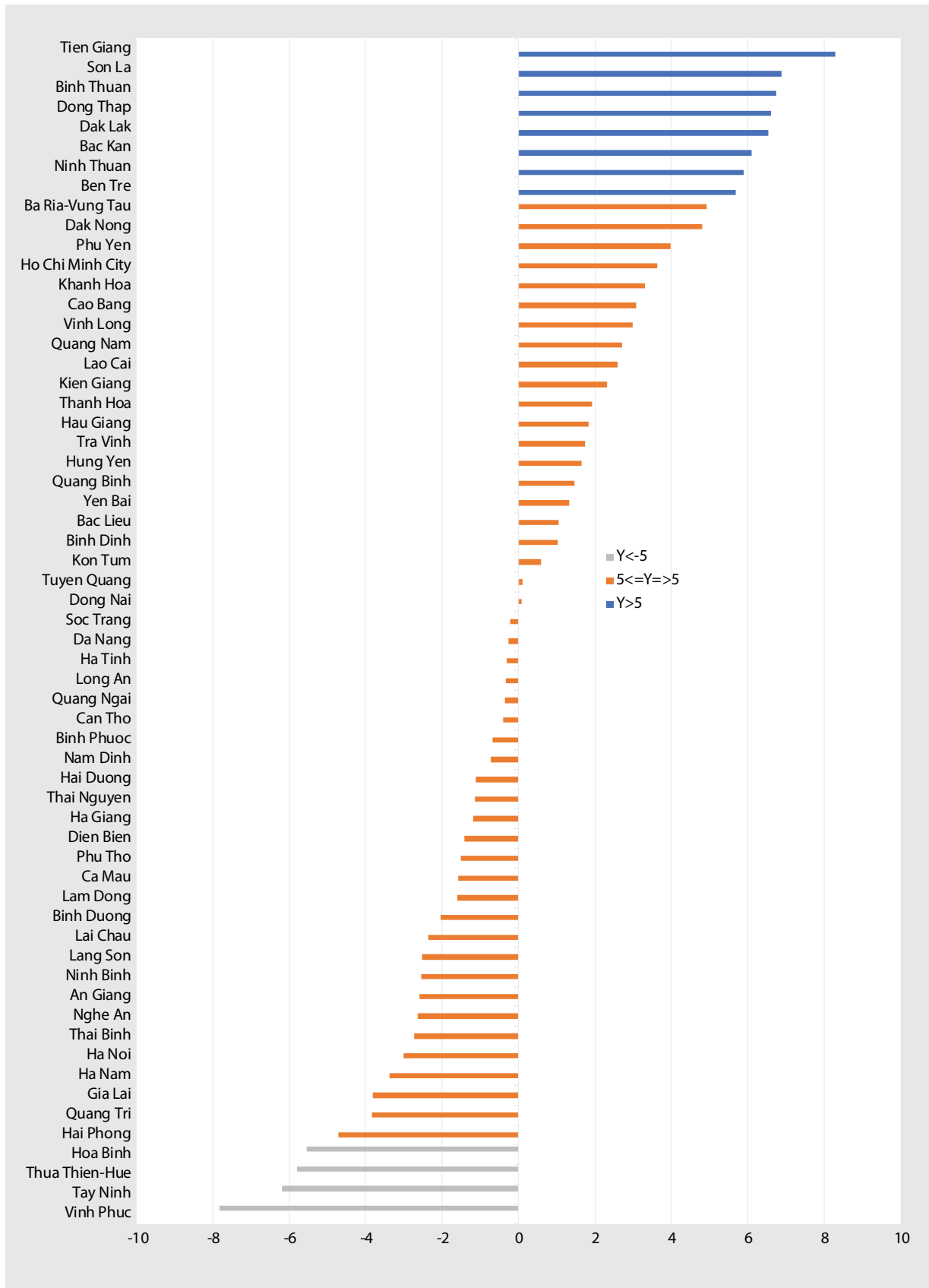
#### Box 3.5: Key Findings from Dimension 5: Public Administrative Procedures in 2022

- Half of 32 provinces in the High and Mid-high quartiles are from the Red River Delta and the Mekong River Delta regions. Meanwhile, poorer performing provinces are found in the Northern Mid-land and Mountainous region and the Central Highlands (Map 3.5).
- Provincial scores in 2022 ranged from 6.58 to 7.66 points on a scale from 1-10 points (Table 3.5), a little lower than those in 2021 (Figure 3.9b). Eight provinces made significant improvements over the two years, with Tien Giang making the most impressive progress at a growth rate of 8.3 percentage points. However, as many as 48 provinces posted little change, while four provinces (Vinh Phuc, Tay Ninh, Thua Thien-Hue and Hoa Binh) made a regression of greater than 5 percentage points each over the two years.
- As with previous years, procedures and administrative services for LURCs remained more problematic than those for local government certification and personal papers (Table 3.5).
- In terms of the total quality of public administrative services for LURCs, applicants in most provinces had similar assessments, except for those in Binh Phuoc and Dien Bien where LURC applicants gave lower scores for services at district one-stop shops. Missed deadlines to return LURCs to applicants was a common problem in many provinces (Figure 3.5a). On a positive note, LURC applicants were less commonly required to engage with more officials than stipulated during the processing of paperwork in 38 provinces compared to 2021 (Figure 3.5d). However, the level of satisfaction with LURC procedures and services grew slightly (0.33 to 0.86 points) in 22 provinces, most remarkably in Ben Tre, compared to 2021 (Figure 3.5e).
- Similar to 2021's findings, applicants in most provinces had similar experiences with the total quality of public administrative services for personal papers at commune one-stop shops – except for those in Dien Bien, Hoa Binh, Kon Tum and Quang Tri – where users gave lower scores for services at their commune one-stop shops (Figure 3.5b). The level of satisfaction increased insignificantly (from 0.01 to 0.39 points) in 21 provinces over the two years (Figure 3.5g).
- Certification services provided by public officials from provincial to commune levels were rated highly in all provinces, from 3.49 to 3.98 points on a scale of 0-4 points. Over the two years, a slight improvement was noted in 37 provinces, with the increase in BRVT most significant (by 0.51 points) (Figure 3.5c).





Figure 3.5: Changes in Performance in Public Administrative Procedures (2021-2022)



Note: Y = percentage of change in 2022 data from 2021 data, with a change of ±5% defined as statistically significant.

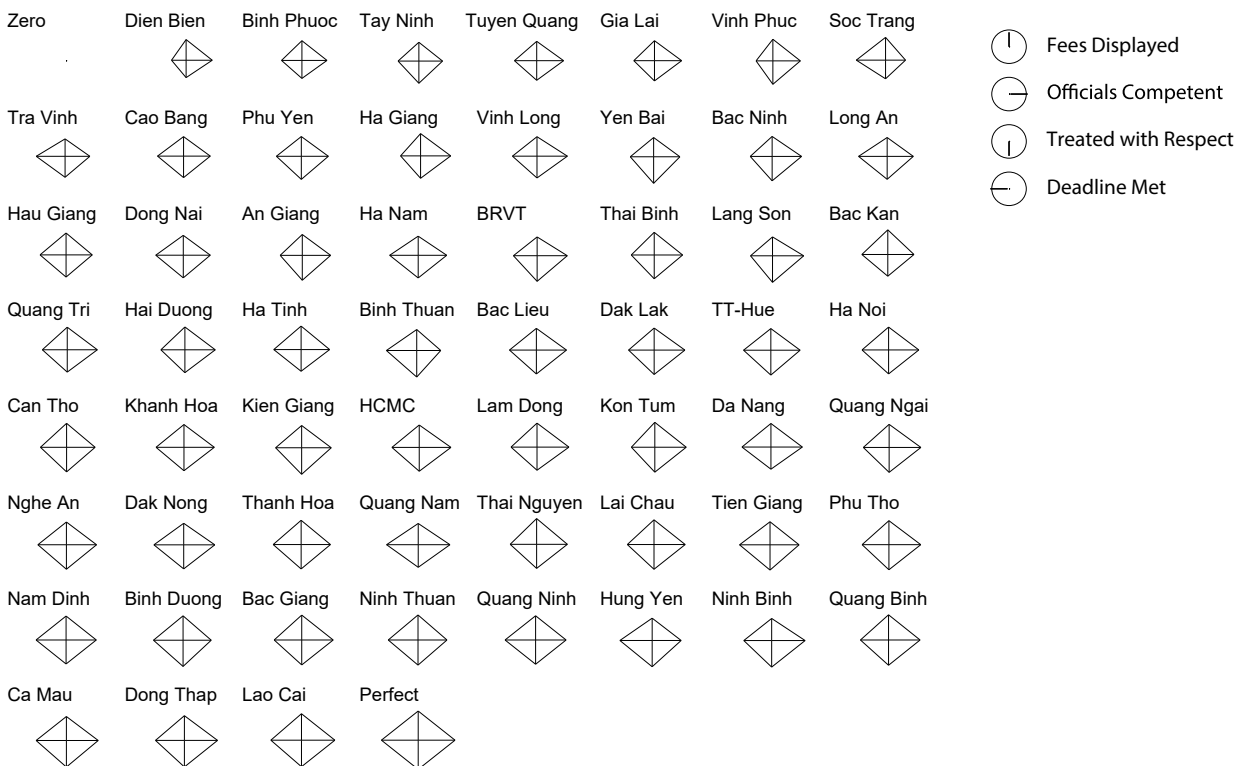
**Table 3.5: Dashboard of Provincial Performance in Public Administrative Procedures, 2022**

Province	5: Public Administrative Procedures	5.1: Certification Procedures	5.2: Land-Use Rights Procedures	5.3: Personal Procedures
Ha Noi	7.3101	2.5002	2.3354	2.4745
Ha Giang	7.1844	2.4749	2.2495	2.4600
Cao Bang	7.0614	2.4117	2.2790	2.3707
Bac Kan	7.3774	2.5736	2.3453	2.4585
Tuyen Quang	7.1356	2.5161	2.1000	2.5195
Lao Cai	7.2720	2.4964	2.4019	2.3738
Dien Bien	7.0126	2.4955	2.2172	2.2999
Lai Chau	7.1851	2.4388	2.3387	2.4076
Son La	7.3814	2.4513	2.4524	2.4777
Yen Bai	7.2091	2.5893	2.1181	2.5017
Hoa Binh	6.6468	2.3913	2.0143	2.2412
Thai Nguyen	7.2042	2.4963	2.3557	2.3521
Lang Son	7.2627	2.5001	2.3156	2.4470
Quang Ninh	7.6551	2.6362	2.4906	2.5283
Bac Giang*				
Phu Tho	7.2750	2.4945	2.3136	2.4669
Vinh Phuc	7.1579	2.4453	2.2333	2.4793
Bac Ninh	7.5821	2.5533	2.4212	2.6076
Hai Duong	7.2599	2.3882	2.3973	2.4744
Hai Phong	7.1115	2.5149	2.0580	2.5387
Hung Yen	7.6276	2.6078	2.4666	2.5532
Thai Binh	7.0831	2.4096	2.2405	2.4330
Ha Nam	7.2405	2.4674	2.3224	2.4507
Nam Dinh	7.3646	2.4781	2.3752	2.5113
Ninh Binh	7.4361	2.5139	2.5146	2.4075
Thanh Hoa	7.4393	2.5673	2.3642	2.5078
Nghe An	7.0632	2.3788	2.2424	2.4419
Ha Tinh	7.3882	2.5374	2.3886	2.4621
Quang Binh	7.1305	2.3709	2.3702	2.3894
Quang Tri	6.9934	2.3358	2.2929	2.3647
TT-Hue	7.2938	2.5295	2.3647	2.3997
Da Nang	7.3062	2.4272	2.4368	2.4422
Quang Nam	7.1178	2.3329	2.2860	2.4989
Quang Ngai	7.1783	2.4362	2.3784	2.3637
Binh Dinh	7.0359	2.3866	2.1850	2.4642
Phu Yen	7.0173	2.3699	2.2796	2.3678
Khanh Hoa	7.3428	2.4229	2.4584	2.4614
Ninh Thuan	7.5295	2.5029	2.5092	2.5174
Binh Thuan	7.4388	2.5450	2.3823	2.5114
Kon Tum	6.8940	2.3141	2.2058	2.3740
Gia Lai	6.6385	2.2610	2.1442	2.2332
Dak Lak	7.2450	2.4104	2.3292	2.5055
Dak Nong	7.2541	2.4284	2.4015	2.4241
Lam Dong	7.2094	2.3544	2.3809	2.4742
Binh Phuoc	7.0779	2.4268	2.1240	2.5271
Tay Ninh	6.5760	2.2091	1.9856	2.3813
Binh Duong	7.4759	2.5850	2.3912	2.4997
Dong Nai	7.1641	2.3292	2.3983	2.4366
BRVT	7.0796	2.4059	2.2862	2.3876
HCMC	7.1546	2.4209	2.3370	2.3967
Long An	7.2193	2.3953	2.3746	2.4494
Tien Giang	7.1930	2.2992	2.3969	2.4969
Ben Tre	7.3836	2.4416	2.4444	2.4976
Tra Vinh	7.2852	2.3737	2.4052	2.5062
Vinh Long	7.2796	2.4776	2.3584	2.4435
Dong Thap	7.5810	2.4907	2.5448	2.5454
An Giang	7.0619	2.3158	2.2581	2.4880
Kien Giang	7.1860	2.3677	2.2031	2.6152
Can Tho	7.0767	2.3218	2.2723	2.4826
Hau Giang	7.2648	2.3935	2.3977	2.4736
Soc Trang	7.4121	2.4041	2.3645	2.6434
Bac Lieu	7.4739	2.5664	2.3279	2.5796
Ca Mau	7.3368	2.4191	2.4239	2.4938

Note: Figures are mean scores based on a scale of 1-10 points for the dimensional level (the first left column), and a scale of 0.33-3.33 points for sub-dimensional levels (the other three columns). The provinces are ordered by provincial codes, not their scores. The longer the bar, the higher the score. (\*) Data from Bac Giang are not included in some dimensions for their manipulated extreme outlier values.

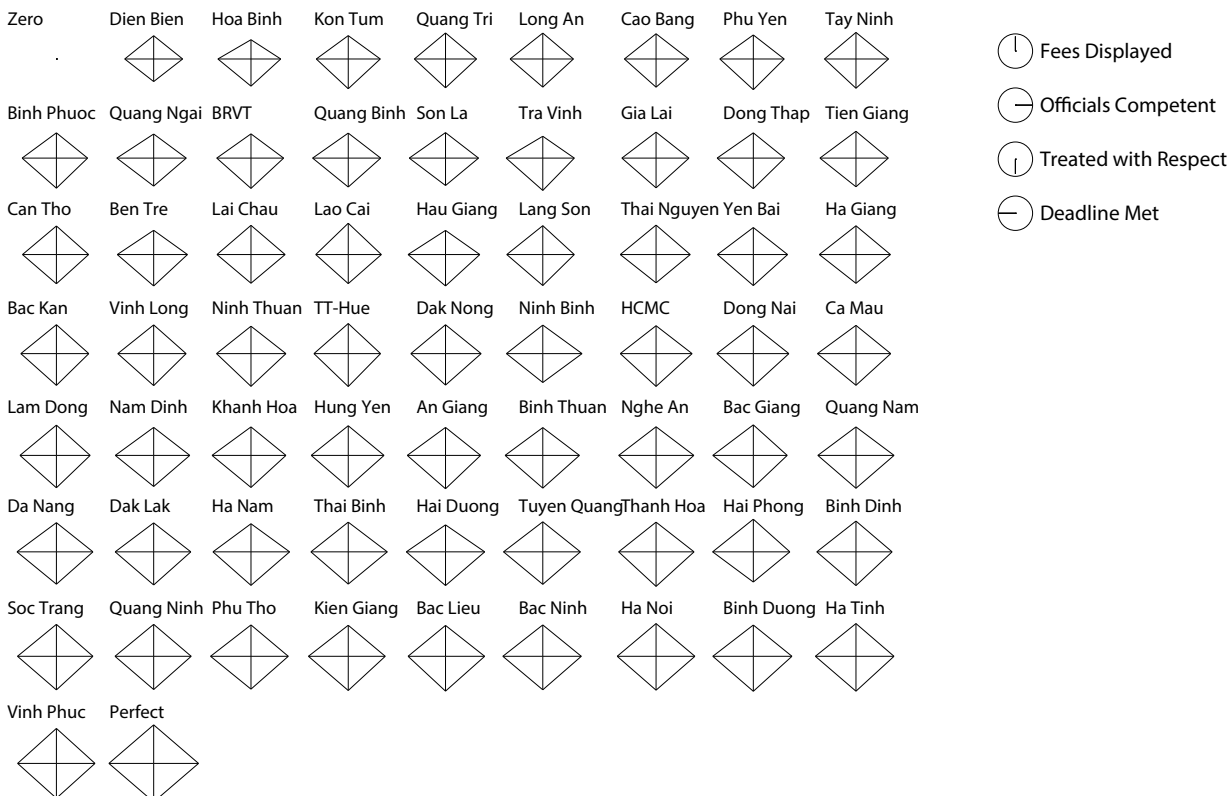
**Figure 3.5a: Total Quality of Public Administrative Services for Land Use Rights Certificates by Province, 2022**

(Branch size = percentage of respondents agreeing to provided positive statements; Perfect = 100% agreement)

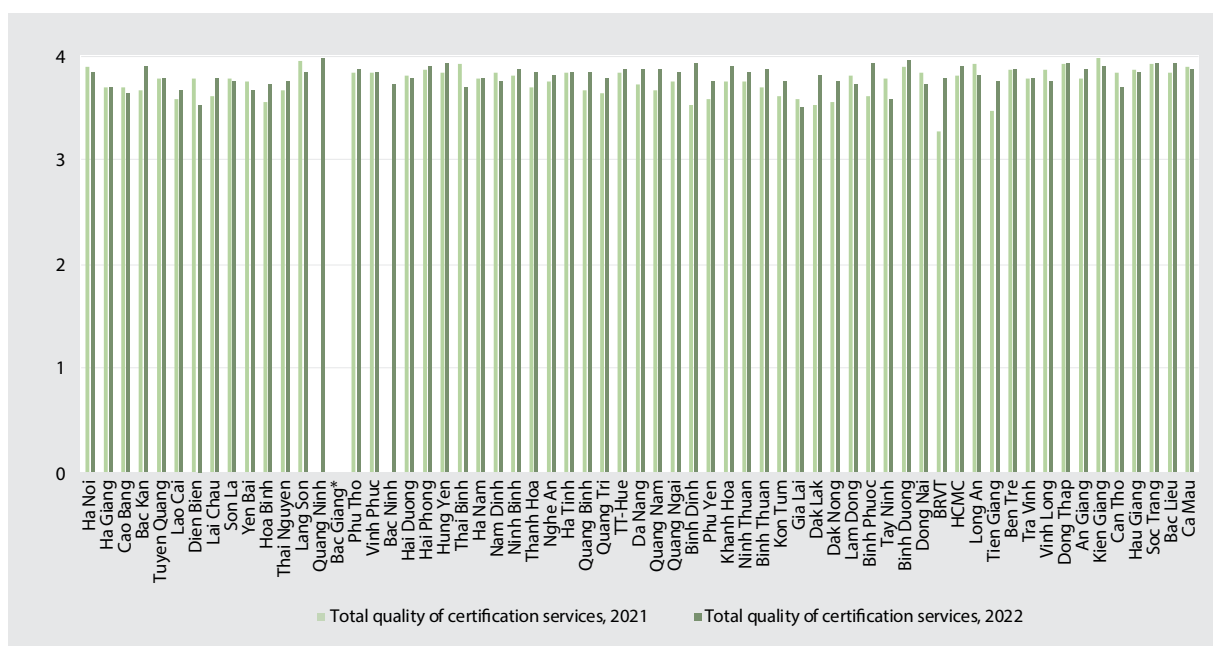


**Figure 3.5b: Total Quality of Commune-level Public Administrative Services by Province, 2022**

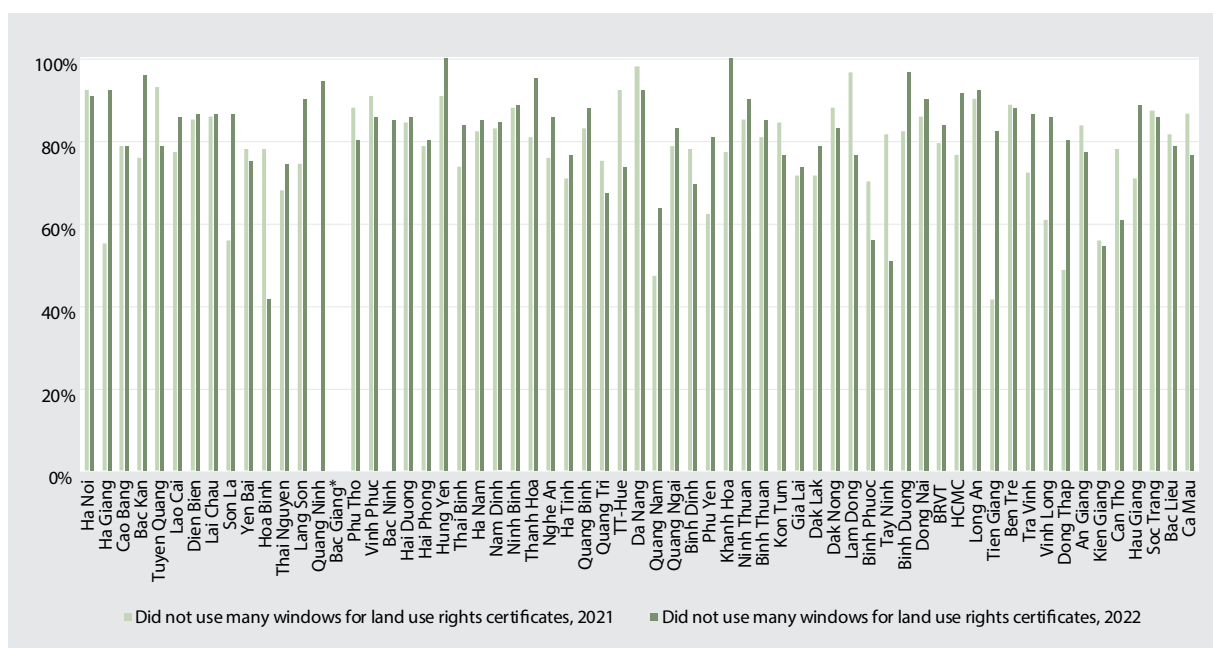
(Branch size = percentage of respondents agreeing to provided positive statements; Perfect = 100% agreement)



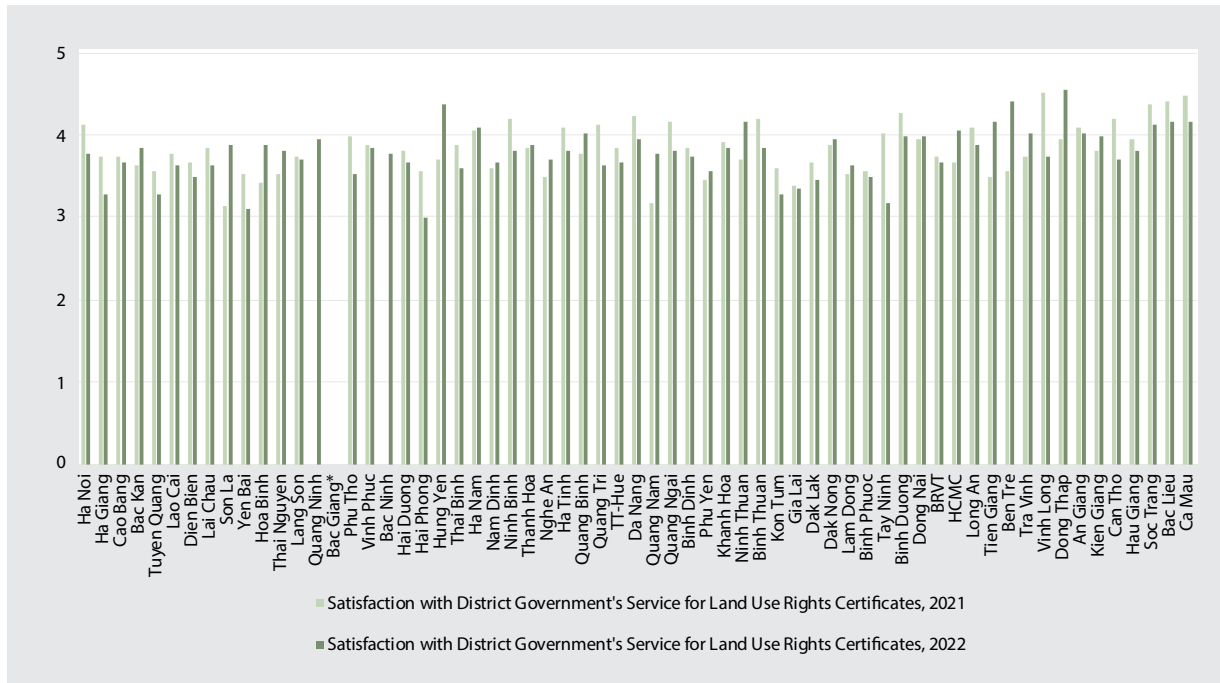
**Figure 3.5c: Total Quality of Local Government’s Certification Services, 2021-2022**



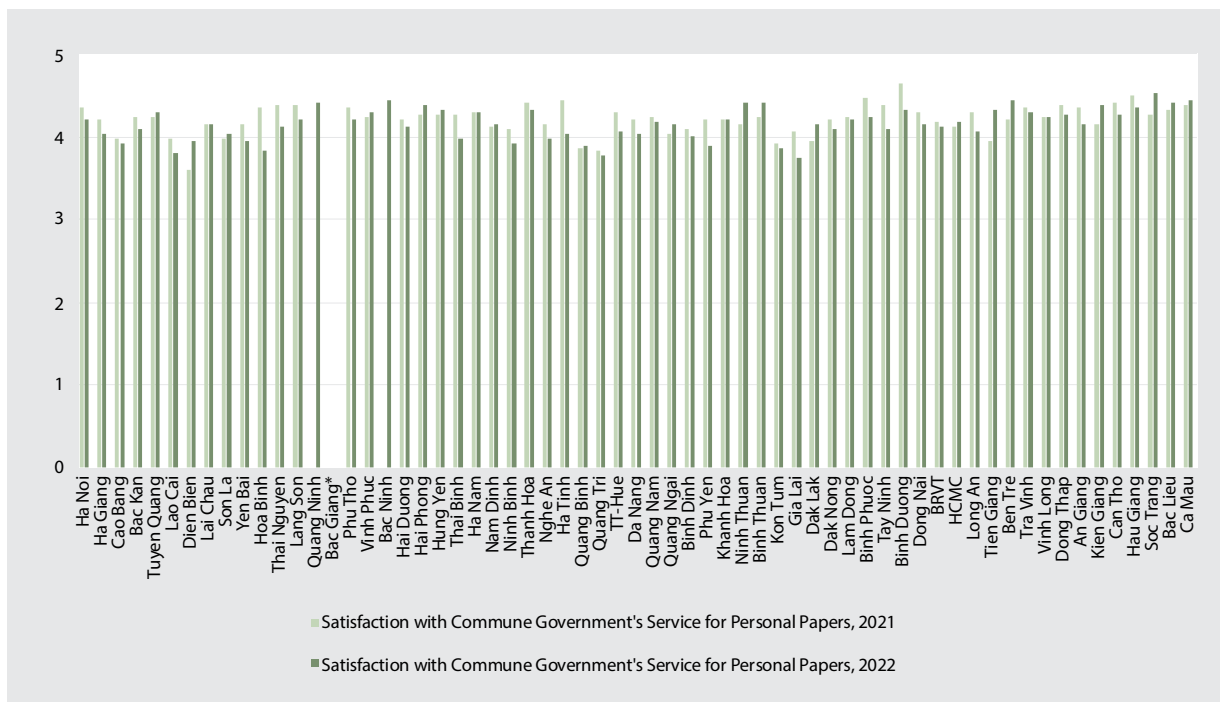
**Figure 3.5d: Percentage of Applicants Who Said They Did Not Have to Go to Many Windows (Meet Many Government Officials) to Have Land Titles Processed, 2021-2022**



**Figure 3.5e: Satisfaction with Local Government's Administrative Services for Land Use Rights Certificates, 2021-2022**



**Figure 3.5g: Satisfaction with Local Government's Administrative Services for Personal Papers, 2021-2022**



(\*) Data from Bac Giang are not included in some dimensions for their manipulated extreme outlier values. In terms of alphabetical sequencing of Figures and Tables, PAPI has omitted 'f' to conform with the Vietnamese alphabet.

### Dimension 6: Public Service Delivery

The Public Service Delivery dimension looks at four public services: health care, primary education, basic infrastructure as well as law and order. To explore this dimension, citizens were asked about their direct experiences with the accessibility, quality and availability of these public services.

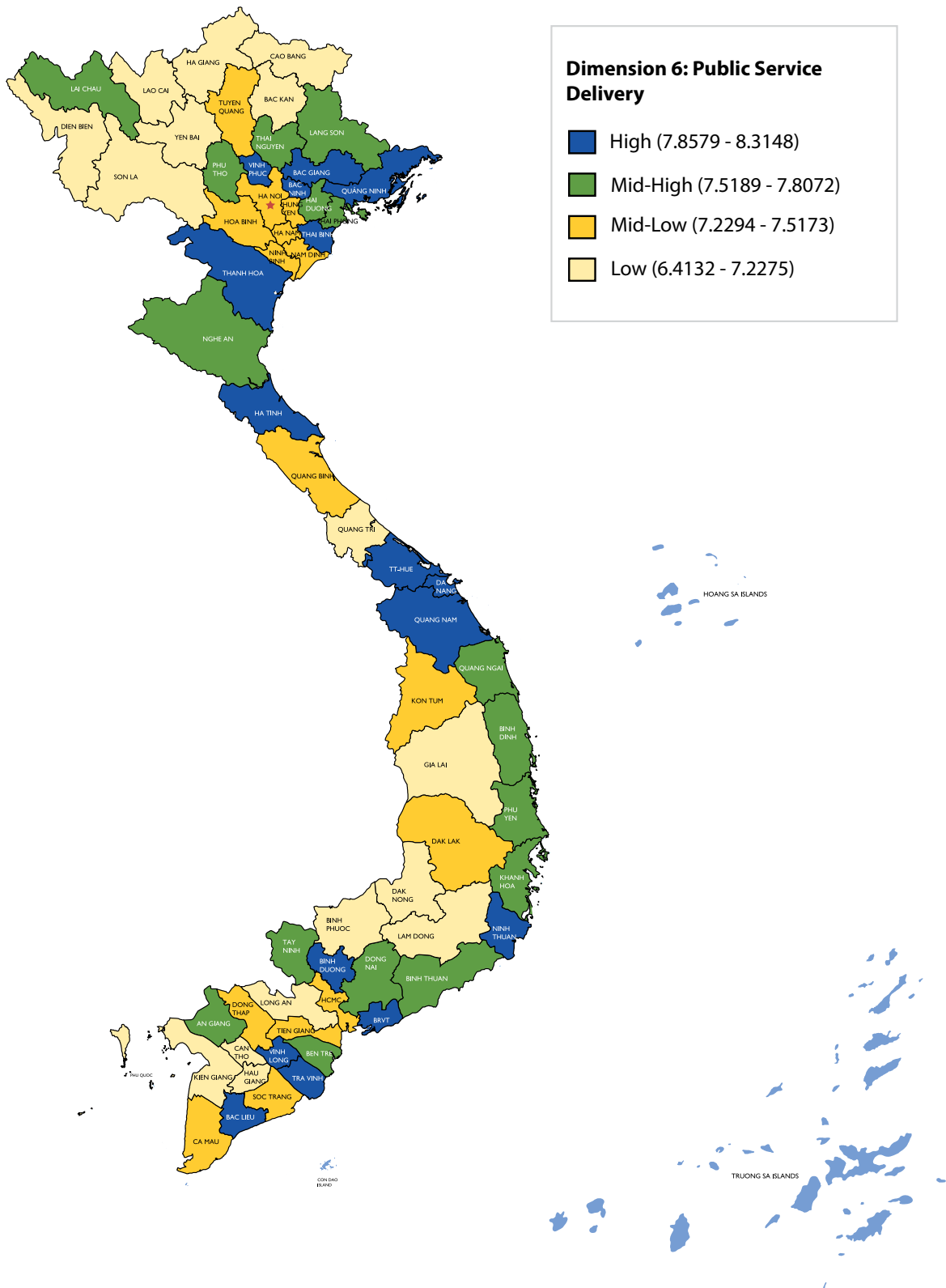
The following section outlines the performances of provinces in providing public services to citizens in 2022. First, Box 3.6 presents key 2022 findings from this dimension. Map 3.6 then displays the aggregate dimensional scores for the 63 provinces by four quartiles: (i) from 7.85 to 8.31 points (High), (ii) from 7.52 to 7.81 points (Mid-High), (iii) from 7.22 to 7.52

points (Mid-Low) and (iv) 6.41 to 7.23 points (Low). Next, Figure 3.6 provides a 2021-2022 comparison so provinces can understand whether they performed better or worse over the two years. Table 3.6 presents a dashboard summarizing 2022 provincial performance at dimensional and sub-dimensional levels. In addition, Figure 3.6a depicts the total quality of public district hospitals, and Figure 3.6b illustrates the total quality of public primary schools in 2022 by province, based on national standards. Figures 3.6c-d present findings on citizens' assessment of the quality of roads near homes and the frequency of garbage pick-ups for households over 2021 and 2022. Finally, Figure 3.6e illustrates how citizens feel about the level of safety in their localities in terms of law and order, also with a two-year comparative perspective.

#### Box 3.6: Key Findings from Dimension 6: Public Service Delivery in 2022

- As Map 3.6 demonstrates, provinces in the High and Mid-High quartiles in this dimension are mainly found in the Red River Delta and the Northcentral and Central Coastal regions. Still, poorer provinces in the Northern Mid-land and Mountainous and the Central Highlands regions remain left behind, similar to 2021's results.
- Provincial scores in 2022 ranged between 6.41 to 8.31 points on the 1-10 point scale, lower than in 2021 for this dimension (Table 3.6). As shown in Figure 3.6, only two provinces (Dien Bien and Ben Tre) received significantly higher scores in 2022 than 2021, while 18 provinces saw large declines. Also, as many as 40 provinces did not see any significant change over the two years.
- Similar to the 2021 findings, public district hospitals in all provinces were viewed as needing to be upgraded when rated against the 10 criteria (Figure 3.6a). Especially, respondents in BRVT, Ha Noi, and Khanh Hoa gave extremely low scores for their public district hospitals. Users of hospitals at top-performing provinces – like Bac Kan, Dak Nong and Vinh Phuc – still complained about bed sharing, unclean restrooms, waiting times to be attended by healthcare workers, and healthcare workers' priming of private pharmacy outlets.
- Among the eight criteria on quality of public primary schools (Figure 3.6b), teachers' favouritism towards students attending extra classes remained constant across all provinces, with Binh Phuoc, Binh Thuan, BRVT and Dong Thap having considerable room for improvement.
- The quality of roads near respondents' homes varied greatly between poor and well-off provinces. As shown in Figure 3.6c, better quality roads (such as being covered with asphalt or concrete) were found in more affluent provinces such as Binh Duong, BRVT and Ho Chi Minh City, while roads of sub-optimal quality (covered with gravel or dirt) were found in poorer provinces such as Cao Bang, Dien Bien and Ninh Thuan. Some minor improvements in the quality of roads were reported from 19 provinces, with roads in Vinh Long and Son La rated higher in 2022 than in 2021.
- As shown in Figure 3.6d, garbage pick-up frequency is clearly higher in urbanized provinces than rural ones. Once-a-week or daily garbage pick-ups were seen in 14 provinces (such as Bac Ninh, Da Nang, Ha Noi, Hai Phong and Quang Ninh), while once-a-year and once-a-month frequency was seen in 13 other provinces, including Quang Ngai, Dak Nong, Bac Kan and Binh Thuan. The centrally-governed municipality of Can Tho, however, is among the five provinces with the lowest frequencies.
- Compared with 2021, law and order regressed in nearly half of all provinces, with a rise in the number of victims of break-ins, robbery, thefts or physical violence found in 28 provinces (Figure 3.6d). Five provinces that witnessed the largest rise in the number of victims of law-and-order crimes at grassroots level in 2022 were Dak Lak, Lam Dong, Lao Cai, Ninh Thuan and Quang Tri.

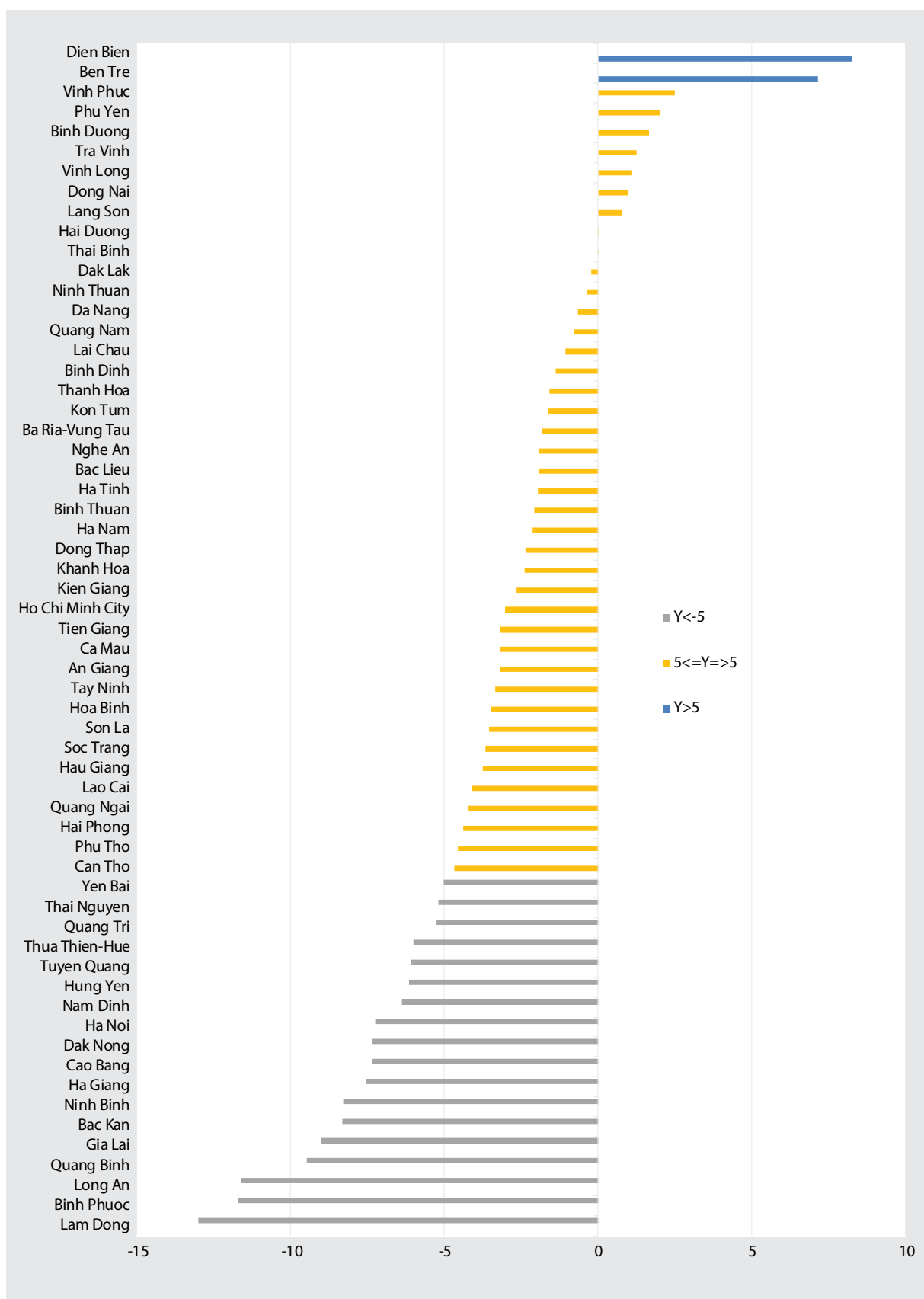
Map 3.6: Provincial Performance in Public Service Delivery by Quartiles, 2022



Note: Blue is for provinces with their scores within the High quartile (75th ≤ x ≤ 100th percentiles), green is for 16 provinces with scores within the Mid-High quartile (50th ≤ x < 75th percentiles), orange is for provinces with scores within the Mid-Low quartile (25th ≤ x < 50th percentiles) and light yellow is for provinces with scores within the Low quartile (0th ≤ x < 25th percentiles). The score ranges in the legend are not rounded to .00 to show how marginal the differences between quartiles are.



Figure 3.6: Changes in Performance in Public Service Delivery (2020-2022)



Note: Y = percentage of change in 2022 data from 2021 data, with a change of ±5% defined as statistically significant.

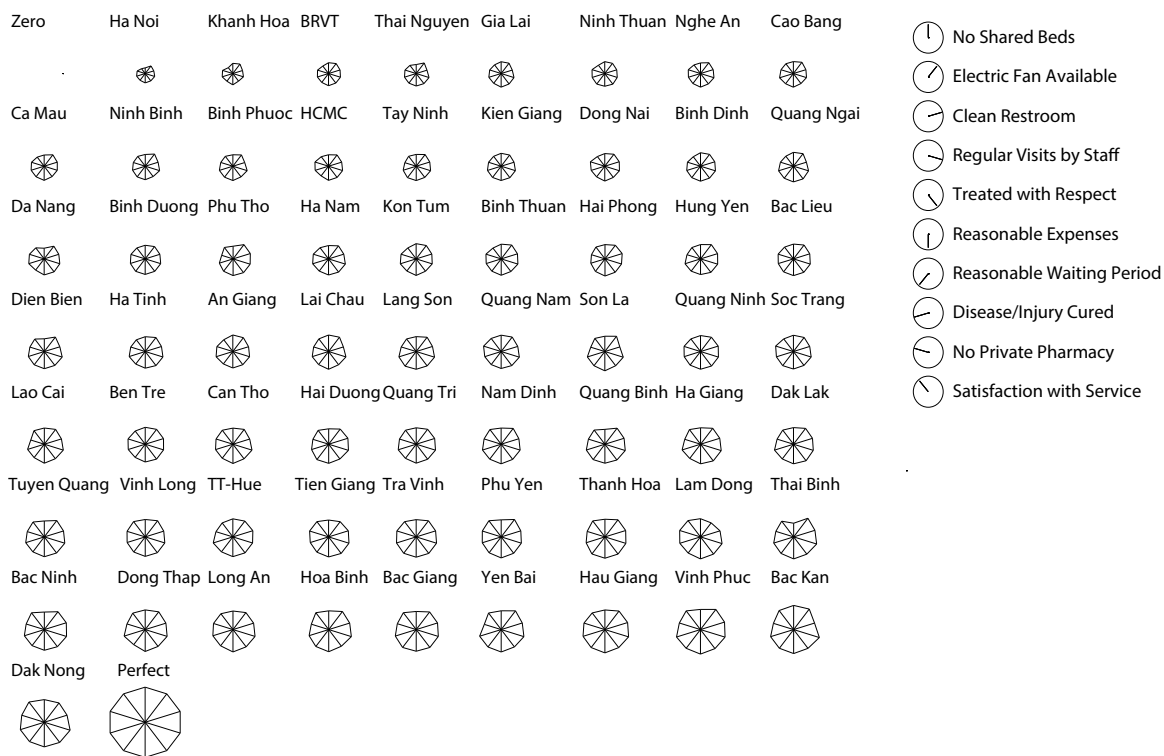
**Table 3.6: Dashboard of Provincial Performance in Public Service Delivery, 2022**

Province	6: Public Service Delivery	6.1: Public Health	6.2: Public Primary Education	6.3: Basic Infrastructure	6.4: Law and Order
Ha Noi	7.2294	1.7344	1.4109	2.1303	1.9538
Ha Giang	7.0712	2.0005	1.4049	1.7803	1.8855
Cao Bang	6.6898	1.8267	1.3715	1.6322	1.8594
Bac Kan	7.1491	2.0780	1.4149	1.7926	1.8636
Tuyen Quang	7.3079	2.0203	1.2809	1.9835	2.0233
Lao Cai	7.1087	1.8229	1.5015	1.9084	1.8759
Dien Bien	6.8793	1.9761	1.3366	1.6143	1.9523
Lai Chau	7.5264	1.8812	1.9633	1.8136	1.8683
Son La	7.0744	1.8816	1.4100	1.8391	1.9438
Yen Bai	7.0695	1.9315	1.4234	1.7325	1.9821
Hoa Binh	7.3874	2.0446	1.6833	1.7101	1.9494
Thai Nguyen	7.6108	1.8976	1.8089	1.9867	1.9176
Lang Son	7.7903	1.9001	1.9723	1.9165	2.0014
Quang Ninh	8.2584	2.0752	2.0023	2.0573	2.1236
Bac Giang	8.0850	2.1459	1.8934	2.0311	2.0145
Phu Tho	7.5377	1.9888	1.4838	2.0602	2.0048
Vinh Phuc	8.3148	2.0847	2.0379	2.1780	2.0142
Bac Ninh	8.0850	2.1088	1.7873	2.1366	2.0523
Hai Duong	7.8049	1.9172	1.8266	2.0780	1.9830
Hai Phong	7.5641	1.9686	1.4605	2.1881	1.9469
Hung Yen	7.5082	1.9800	1.4237	2.0972	2.0073
Thai Binh	8.2383	2.0174	2.0413	2.2495	1.9301
Ha Nam	7.3287	1.9012	1.5755	1.8563	1.9957
Nam Dinh	7.4107	2.0352	1.4567	1.9034	2.0155
Ninh Binh	7.3284	1.9794	1.3975	1.9684	1.9831
Thanh Hoa	7.9437	2.0697	1.8869	1.9616	2.0255
Nghe An	7.5846	1.9809	1.7524	1.9181	1.9332
Ha Tinh	8.0634	1.9872	2.1278	2.0196	1.9288
Quang Binh	7.2322	2.0263	1.4708	1.8500	1.8850
Quang Tri	7.2275	1.9780	1.5499	1.8794	1.8202
TT-Hue	7.9558	2.1084	1.7665	2.0960	1.9849
Da Nang	8.2000	1.9892	1.9476	2.3017	1.9615
Quang Nam	8.0581	1.9721	1.9804	2.1385	1.9671
Quang Ngai	7.5196	1.8976	1.9330	1.7275	1.9616
Binh Dinh	7.8059	1.9962	1.9836	1.8428	1.9833
Phu Yen	7.6973	1.9356	1.9957	1.8328	1.9332
Khanh Hoa	7.8072	1.8539	1.9863	2.0508	1.9161
Ninh Thuan	8.0621	1.9930	2.0168	2.0431	2.0092
Binh Thuan	7.6983	2.0090	1.8159	1.9650	1.9084
Kon Tum	7.4359	1.8529	1.9491	1.7602	1.8738
Gia Lai	6.8516	1.8769	1.3735	1.7458	1.8554
Dak Lak	7.4912	1.8939	1.9617	1.7337	1.9019
Dak Nong	6.6208	1.8794	1.2040	1.6315	1.9059
Lam Dong	6.6599	1.8770	1.0310	1.8754	1.8766
Binh Phuoc	6.4132	1.7696	0.9158	1.8319	1.8959
Tay Ninh	7.5189	1.7818	1.9431	1.8810	1.9130
Binh Duong	8.2065	1.9766	2.0144	2.2211	1.9944
Dong Nai	7.6619	1.7566	1.9411	2.0638	1.9003
BRVT	7.8579	1.7931	1.9041	2.2295	1.9312
HCMC	7.5173	1.8233	1.6378	2.1669	1.8892
Long An	6.8348	1.7665	1.3103	1.8978	1.8602
Tien Giang	7.2705	1.8680	1.4147	2.1361	1.8518
Ben Tre	7.7081	1.9493	1.9604	1.8981	1.9004
Tra Vinh	8.0595	1.9365	2.0403	2.1557	1.9270
Vinh Long	8.2718	1.9989	1.9676	2.2797	2.0257
Dong Thap	7.3748	2.0224	1.3426	2.1067	1.9031
An Giang	7.6138	1.9392	1.4152	2.3246	1.9348
Kien Giang	7.1473	1.9228	1.3925	1.8962	1.9357
Can Tho	7.1981	1.8861	1.4127	2.0042	1.8950
Hau Giang	7.2057	2.0233	1.2129	2.0250	1.9446
Soc Trang	7.2744	1.9069	1.3781	2.0142	1.9752
Bac Lieu	7.8690	2.0084	1.7966	2.0547	2.0093
Ca Mau	7.2512	1.8724	1.4506	2.0038	1.9244

Note: Figures are mean scores based on a scale of 1-10 points for the dimensional level (the first left column), and a scale of 0.25-2.5 points for the sub-dimensional levels (the other four columns). The provinces are ordered by provincial codes, not their scores. The longer the bar, the higher the score.

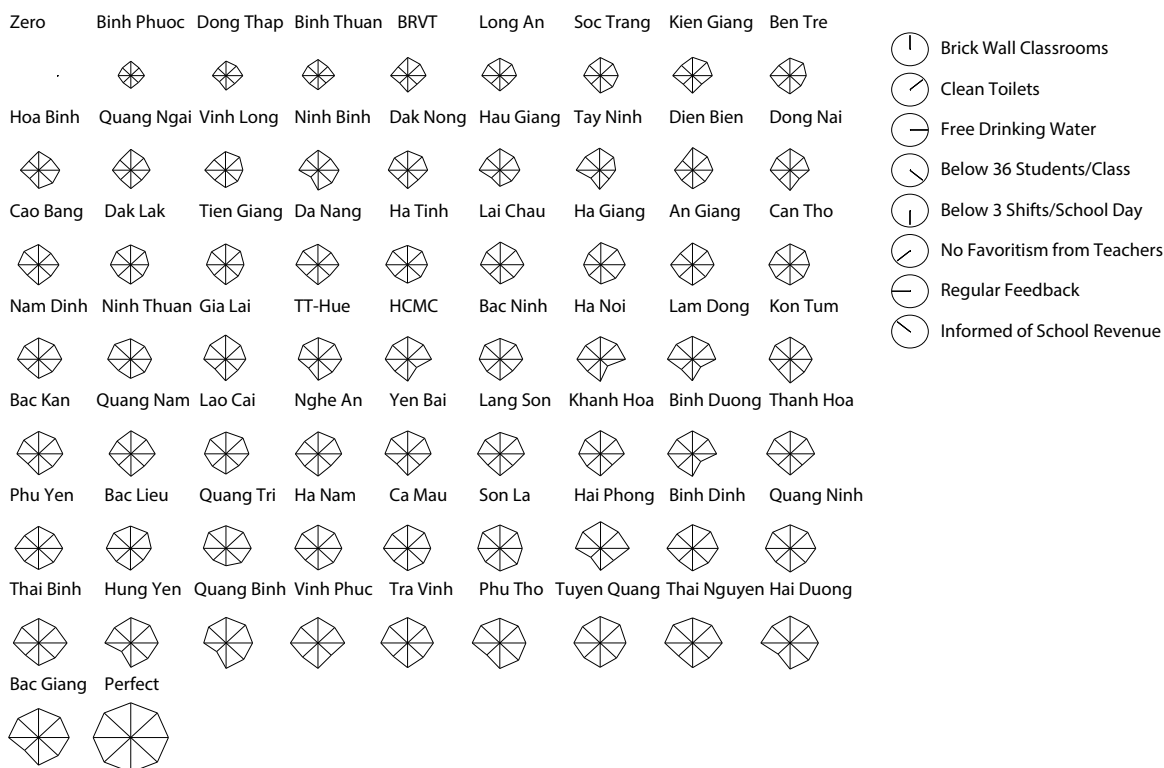
**Figure 3.6a: Quality of Public District Hospitals by Province, 2022**

(Branch size = percentage of respondents agreeing to provided positive statements; Perfect = 100% agreement)

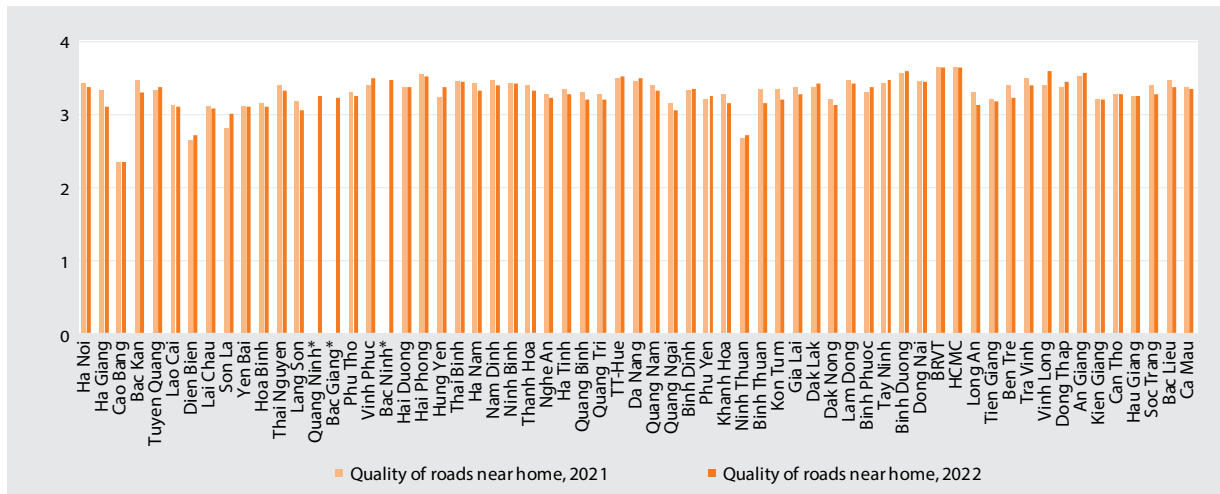


**Figure 3.6b: Quality of Public Primary Schools by Province, 2022**

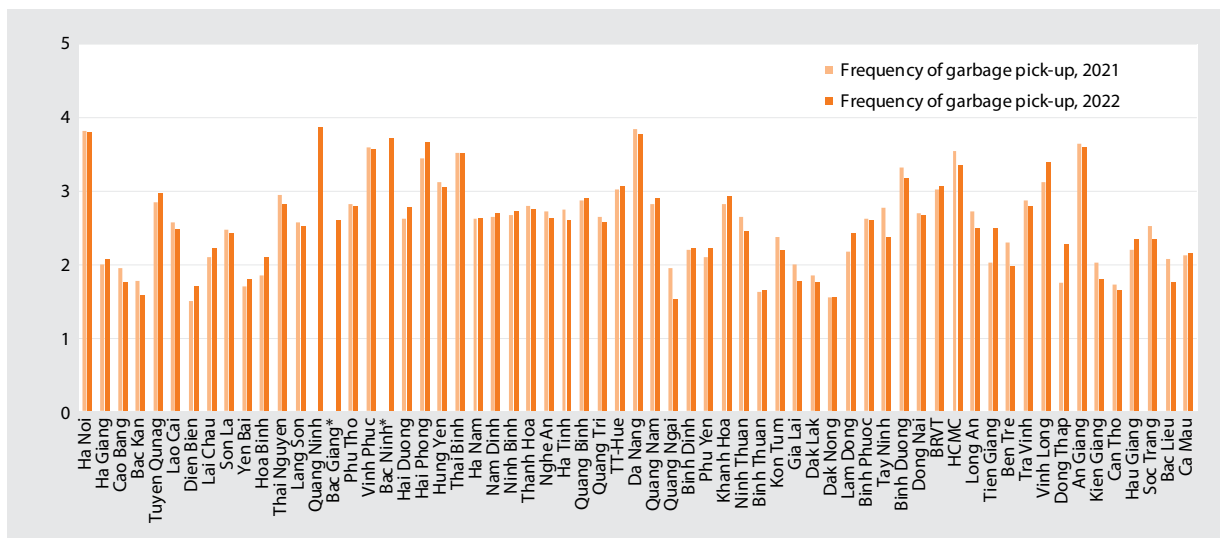
(Branch size = percentage of respondents agreeing to provided positive statements; Perfect = 100% agreement)



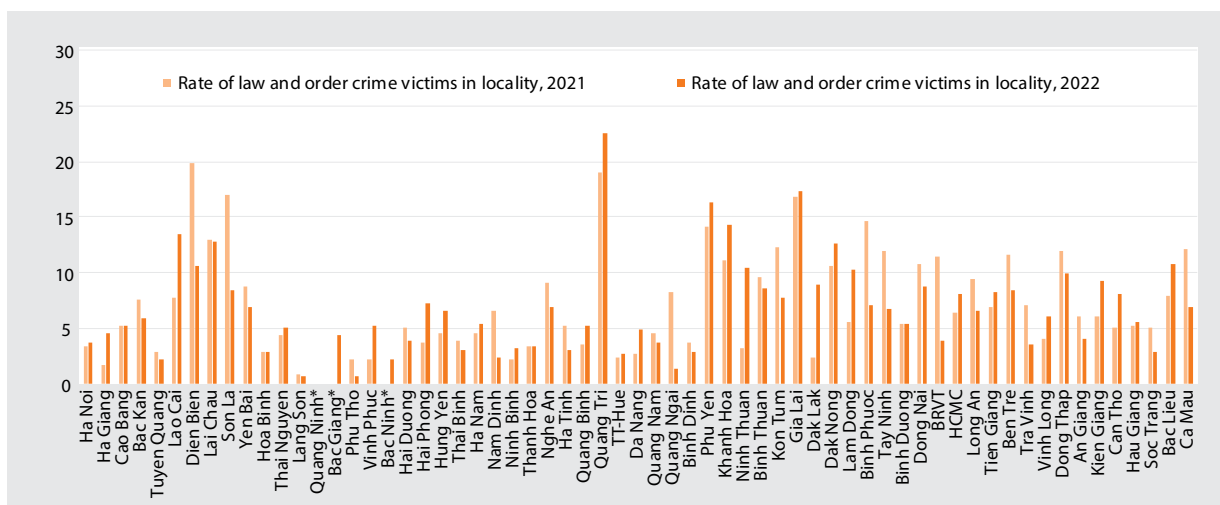
**Figure 3.6c: Quality of Roads Near Home, 2021-2022**



**Figure 3.6d: Frequency of Garbage Pick-up, 2021-2022**



**Figure 3.6e: Victims of Local Law and Order Crimes by Province, 2021-2022**



(\*) Data from Bac Giang, Bac Ninh and Quang Ninh in 2021 were not included for their manipulated extreme outlier values.

### Dimension 7: Environmental Governance

The Environmental Governance dimension reflects citizens' assessment of two environmental aspects critical to their health: air and water quality. To inform this dimension, citizens are asked about the quality of the air they breathe daily and the quality of water from waterways nearest to their homes. In addition, citizens were asked if they saw firms operating in their localities paying bribes to avoid complying with environmental standards. The dimension sets some baselines to assist local governments in understanding citizens' environmental concerns over time. It also informs local governments of hotspots of environmental concerns that need to be addressed.

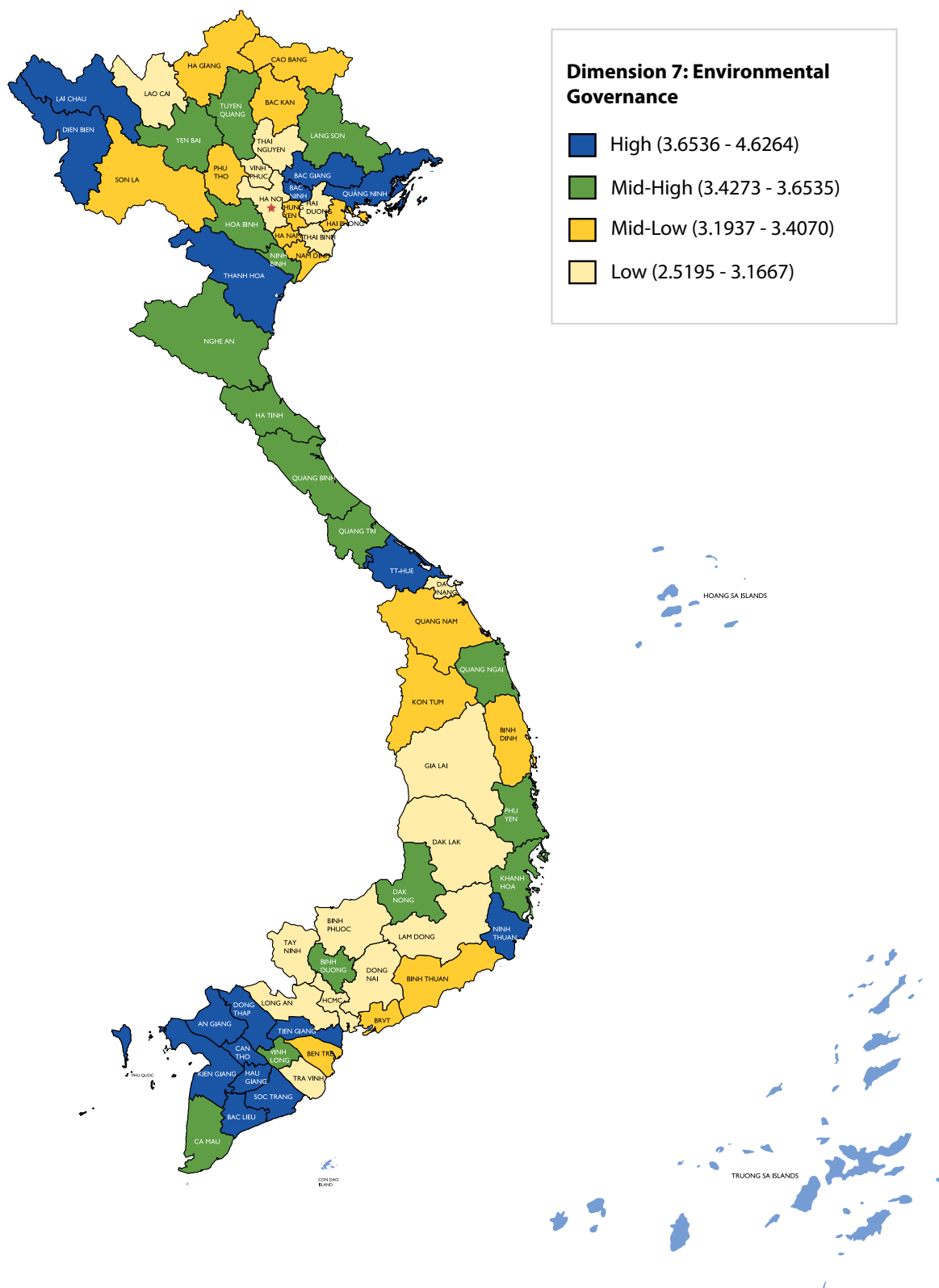
The following section presents a summary of key findings in relation to citizens' concerns about environmental conditions in their localities in 2022. First, Box 3.7 presents key findings from this dimension. Then, Map 3.7 shows the aggregate dimensional scores for all 63 provinces by four quartiles: (i) from 3.65 to

4.63 points (High), (ii) from 3.42 to 3.65 points (Mid-High), (iii) from 3.19 to 3.41 points (Mid-Low) and (iv) 2.52 to 3.17 points (Low). Next, Figure 3.7 provides a 2021-2022 comparison so provinces can understand whether they performed better or worse in 2022 compared to 2021. Table 3.7 presents a dashboard of 2022 provincial performance at dimensional and sub-dimensional levels. Finally, Figures 3.7a-3.7d give a comparative perspective of how local governments addressed environmental concerns during 2021 and 2022. In particular, Figure 3.7a shows how citizens assessed their local governments' commitment to environmental protection by not colluding with firms operating in their localities to avoid environmental protection standards. Figure 3.7b reveals if citizens who reported local environmental problems were responded to by local authorities, Figure 3.7c presents how citizens perceived their local governments' priorities between environmental protection and economic growth and Figure 3.7d shows citizens' perception of air quality in their localities.

#### Box 3.7: Key Findings from Dimension 7: Environmental Governance in 2022

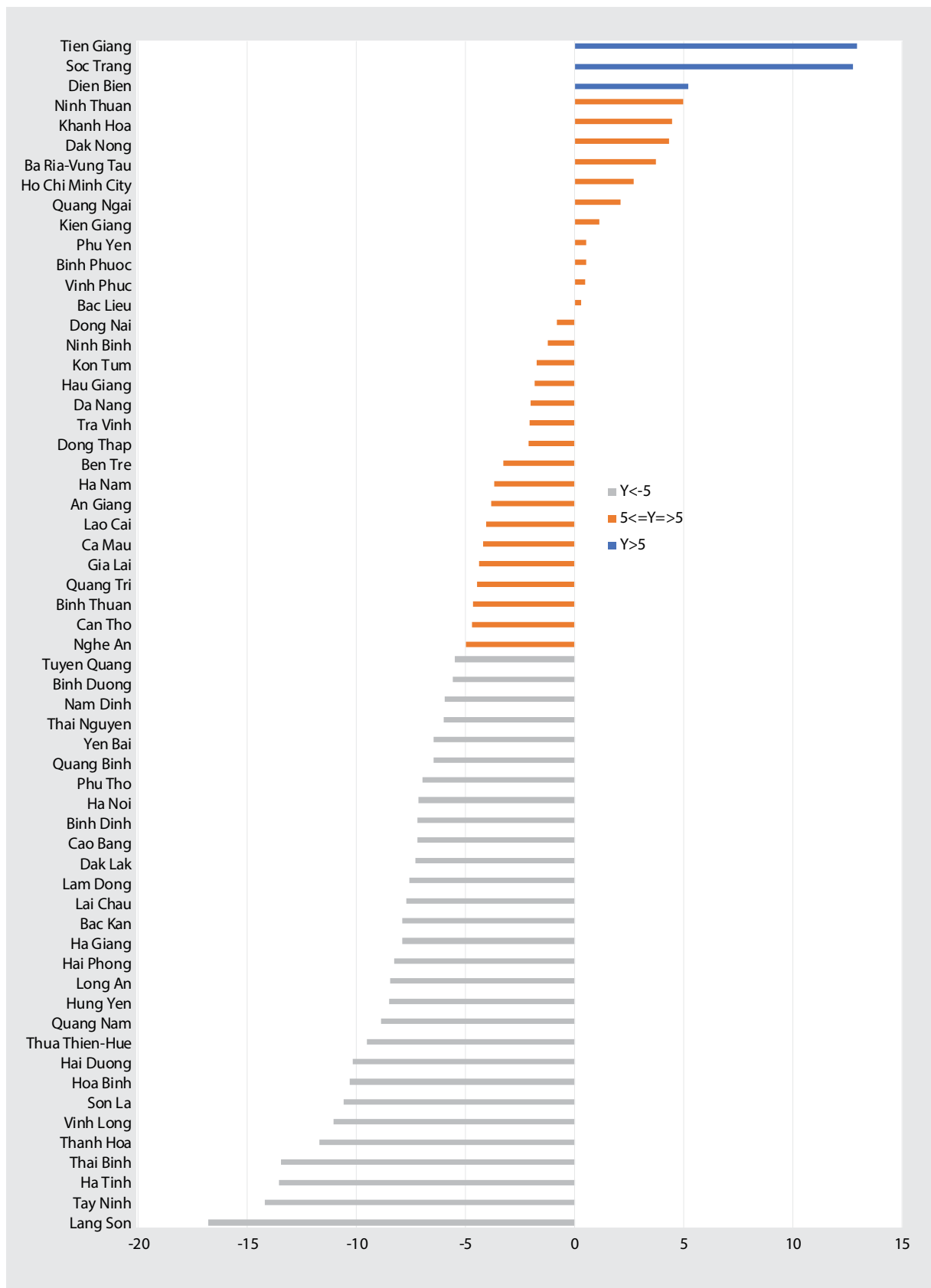
- As found in previous years, hubs of environmental concern remain the Red River Delta and Southeast regions, where more industrial provinces are located, and the Central Highlands (Map 3.7). The Mekong River Delta was more highly rated than other regions, with 11 out of 13 provinces in the High and Mid-High quartiles.
- As shown in Table 3.7, all provinces scored below 5 points on the 1-10 point scale in 2022, as found in 2021. The perceived lack of local governments' commitment to environmental protection and the poor quality of domestic water sources are reasons for low provincial scores. Only three provinces (Tien Giang, Soc Trang and Dien Bien) made significant improvements over the past two years, while 29 provinces scored lower in 2022 than in 2021 (Figure 3.7).
- Fewer than 78 percent of respondents in all provinces agreed that firms in their localities did not give bribes to local governments to bypass environmental regulations (see Figure 3.7a). More importantly, the proportions in agreement only increased in 11 provinces, but declined in 49 provinces with comparable data in 2022 compared to 2021. The largest year-on-year drops in the percentage of respondents who believed their local governments did not accept bribes to avoid green regulations (by more than 18 percent) were seen in Cao Bang, Hoa Binh, Lang Son, Thai Binh and Thanh Hoa.
- On governments' responses to citizens reporting local environmental problems, more respondents in 21 provinces said their local governments responded immediately to their reports in 2022 compared to 2021 (Figure 3.7b). Binh Phuoc and Cao Bang are two provinces with the highest increases (of more than 20 percent) in the percentage of reporters with positive feedback in 2022. Can Tho, Da Nang, Hai Duong and Tay Ninh saw the largest drops (by more than 20 percent) in this regard.
- Confidence in local governments prioritizing environmental protection over economic development at all costs increased by two-thirds in all provinces in 2022 compared to 2021 (Figure 3.7c). Ben Tre, Binh Phuoc, Kien Giang and Tuyen Quang saw the largest rises in percentages of respondents with such positive feedback (more than 15 percent).
- The percentage of respondents rating local air quality as "good" increased in 32 provinces compared to 2021 (Figure 3.7d). In terms of water quality at source, provincial scores were much lower (Table 3.7), because a majority of respondents rated water sources for domestic use as very poor.

Map 3.7: Provincial Performance in Environmental Governance by Quartiles, 2022



Note: Blue is for provinces with scores within the High quartile (75th  $\leq$   $x \leq$  100th percentiles), green is for 16 provinces with scores within the Mid-High quartile (50th  $\leq$   $x <$  75th percentiles), orange is for provinces with scores within the Mid-Low quartile (25th  $\leq$   $x <$  50th percentiles) and light yellow is for provinces with scores within the Low quartile (0th  $\leq$   $x <$  25th percentiles). The score ranges in the legend are not rounded to .00 to show how marginal the differences between quartiles are.

**Figure 3.7: Changes in Performance in Environmental Governance (2021-2022)**



Note: Y = percentage of change in 2022 data from 2021 data, with a change of  $\pm 5\%$  defined as statistically significant.

**Table 3.7: Dashboard of Provincial Performance in Environmental Governance, 2022**

Province	7: Environmental Governance	7.1: Seriousness in Environment Protection	7.2: Quality of Air	7.3: Quality of Water
Ha Noi	2.9338	0.8983	1.6826	0.3529
Ha Giang	3.4070	0.8814	1.9994	0.5262
Cao Bang	3.3074	0.7728	1.8497	0.6849
Bac Kan	3.3578	0.7966	1.8375	0.7237
Tuyen Quang	3.5237	0.9852	1.9637	0.5748
Lao Cai	3.0975	0.7258	1.8922	0.4795
Dien Bien	3.8075	0.7521	2.1130	0.9425
Lai Chau	3.7025	0.8317	2.0697	0.8011
Son La	3.4021	0.8795	1.8512	0.6714
Yen Bai	3.4248	0.9637	1.9312	0.5299
Hoa Binh	3.4255	0.9123	1.9167	0.5965
Thai Nguyen	3.0425	0.9109	1.7386	0.3929
Lang Son	3.4365	0.9629	1.9025	0.5712
Quang Ninh	4.1214	1.2235	2.4741	0.4238
Bac Giang	4.2021	1.3215	2.2769	0.6037
Phu Tho	3.3904	0.9655	1.9207	0.5042
Vinh Phuc	3.0372	0.9332	1.7318	0.3722
Bac Ninh	3.7651	1.1698	2.0850	0.5103
Hai Duong	2.8195	0.8398	1.5700	0.4097
Hai Phong	3.3741	1.0749	1.8443	0.4548
Hung Yen	3.3399	0.9099	1.9606	0.4694
Thai Binh	3.0781	0.8480	1.8433	0.3868
Ha Nam	3.3730	0.9584	1.7785	0.6361
Nam Dinh	3.3994	0.8738	2.0616	0.4640
Ninh Binh	3.4722	0.9701	1.9587	0.5433
Thanh Hoa	3.6536	1.0358	2.0892	0.5287
Nghe An	3.5746	1.0532	1.9809	0.5406
Ha Tinh	3.4549	0.9367	2.1175	0.4007
Quang Binh	3.5247	1.0759	1.8871	0.5616
Quang Tri	3.4237	0.9507	1.7186	0.7545
TT-Hue	4.0340	1.0828	2.0033	0.9479
Da Nang	3.1667	0.9442	1.8365	0.3860
Quang Nam	3.2183	0.9673	1.8676	0.3833
Quang Ngai	3.4406	1.0393	1.8389	0.5624
Binh Dinh	3.3644	1.0658	1.8660	0.4325
Phu Yen	3.5093	0.9248	1.9789	0.6057
Khanh Hoa	3.4284	0.9937	1.9802	0.4545
Ninh Thuan	3.7321	1.0627	2.0659	0.6035
Binh Thuan	3.3536	1.0100	1.9477	0.3958
Kon Tum	3.2518	0.7908	1.8782	0.5828
Gia Lai	3.0916	0.7701	1.8903	0.4313
Dak Lak	2.9834	0.9098	1.7059	0.3676
Dak Nong	3.4649	0.8778	2.0667	0.5204
Lam Dong	3.0539	0.8920	1.7466	0.4152
Binh Phuoc	2.9016	0.9680	1.5269	0.4068
Tay Ninh	2.9815	0.8288	1.7529	0.3998
Binh Duong	3.4685	1.2121	1.9030	0.3534
Dong Nai	2.8300	0.8527	1.6157	0.3616
BRVT	3.1973	1.0331	1.7256	0.4387
HCMC	2.9737	0.9005	1.7309	0.3423
Long An	3.1519	0.8682	1.8447	0.4389
Tien Giang	4.1798	1.2097	1.9576	1.0125
Ben Tre	3.2558	1.0076	1.6850	0.5632
Tra Vinh	3.1573	0.9467	1.7737	0.4369
Vinh Long	3.6535	0.9803	1.8711	0.8021
Dong Thap	4.6264	0.9875	1.8893	1.7496
An Giang	4.1012	0.9785	1.9393	1.1833
Kien Giang	3.8779	1.0128	1.8404	1.0247
Can Tho	4.0717	1.0167	1.9332	1.1217
Hau Giang	4.3719	1.1482	1.7947	1.4290
Soc Trang	3.8120	1.2286	1.9742	0.6091
Bac Lieu	3.6758	1.1243	1.9400	0.6115
Ca Mau	3.4749	1.0396	1.7653	0.6700

Note: Figures are mean scores based on a scale of 1-10 points for the dimensional level (the first left column), and a scale of 0.33-3.33 points for sub-dimensional levels (the other three columns). The provinces are ordered by provincial codes, not their scores. The longer the bar, the higher the score.





### Dimension 8: E-Governance

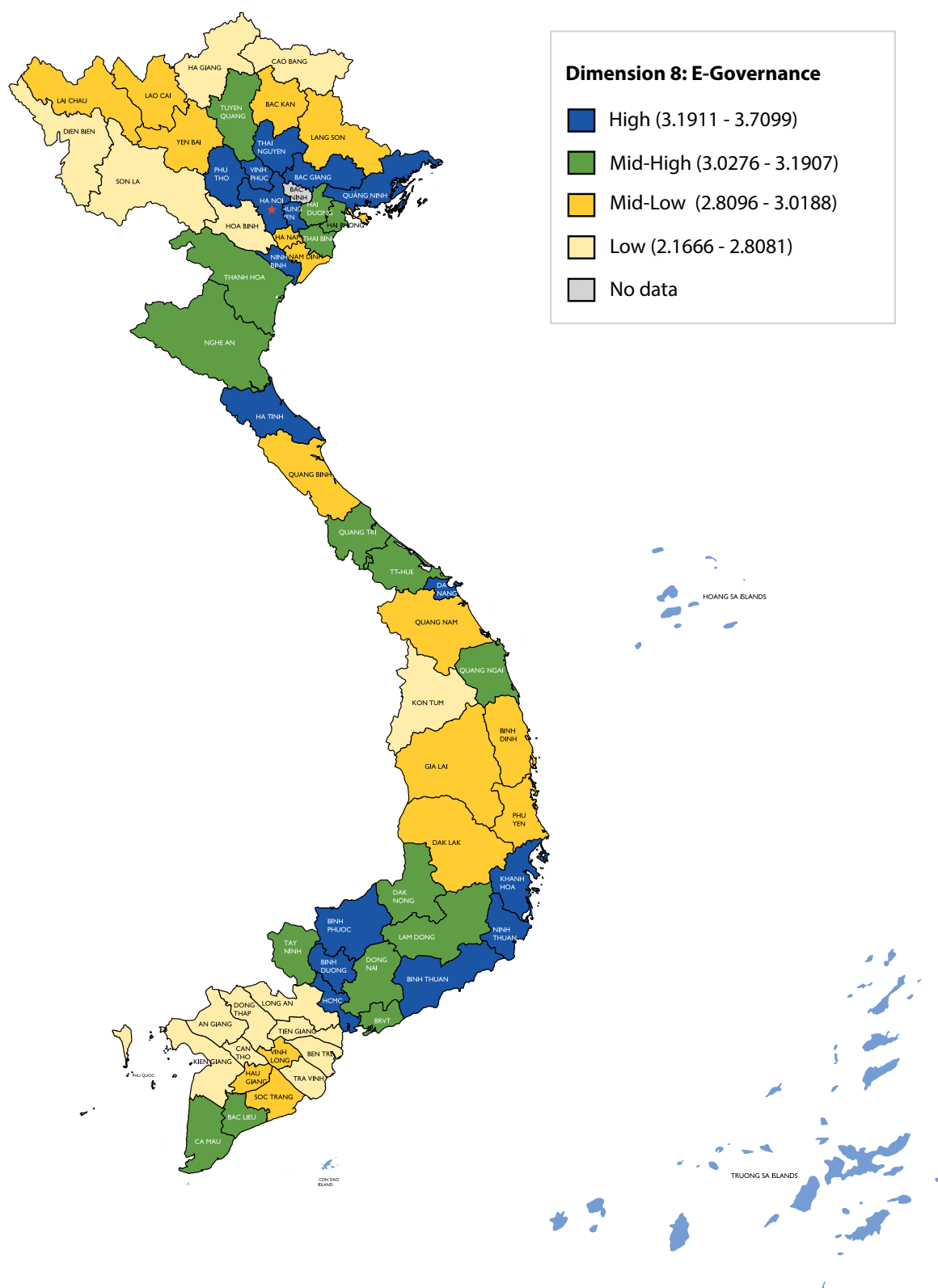
The E-Governance dimension presents citizens' assessment of key e-government aspects: that is the availability, accessibility, and responsiveness of online public services. The dimension provides information about the availability of local government online portals for citizens to access public services and whether citizens have internet access—the enabling environment to participate in e-government. The dimension helps to create baselines so provincial governments can better understand conditions for e-government in their localities. It also assists local governments to more effectively interact with citizens via online platforms at every stage of the policy cycle—from policy-making and policy implementation—to policy monitoring and evaluation.

Below is an overview of provincial performance in the e-governance dimension in 2022. First, Box 3.8 highlights key findings at the provincial level. Then, Map 3.8 presents the aggregate dimensional scores for all 63 provinces by four quartiles: (i) from 3.19 to 3.71 points (High), (ii) from 3.03 to 3.19 points (Mid-High), (iii) from 2.81 to 3.02 points (Mid-Low) and (iv) 2.17 to 2.81 points (Low). In addition, Figure 3.8 helps provinces to understand whether they performed better or worse in 2022 compared to 2021. Table 3.8 displays a dashboard summarizing 2022 provincial performance at dimensional and sub-dimensional levels. In addition, Figure 3.8a provides a snapshot of how local government e-portals for administrative services are used vis-à-vis citizens' internet access conditions by province. Finally, Figures 3.8b-d present findings on how the National E-service Portal has been used nationally and in each province in 2021 and 2022.

#### Box 3.8: Key Findings from Dimension 8: E-Governance in 2022

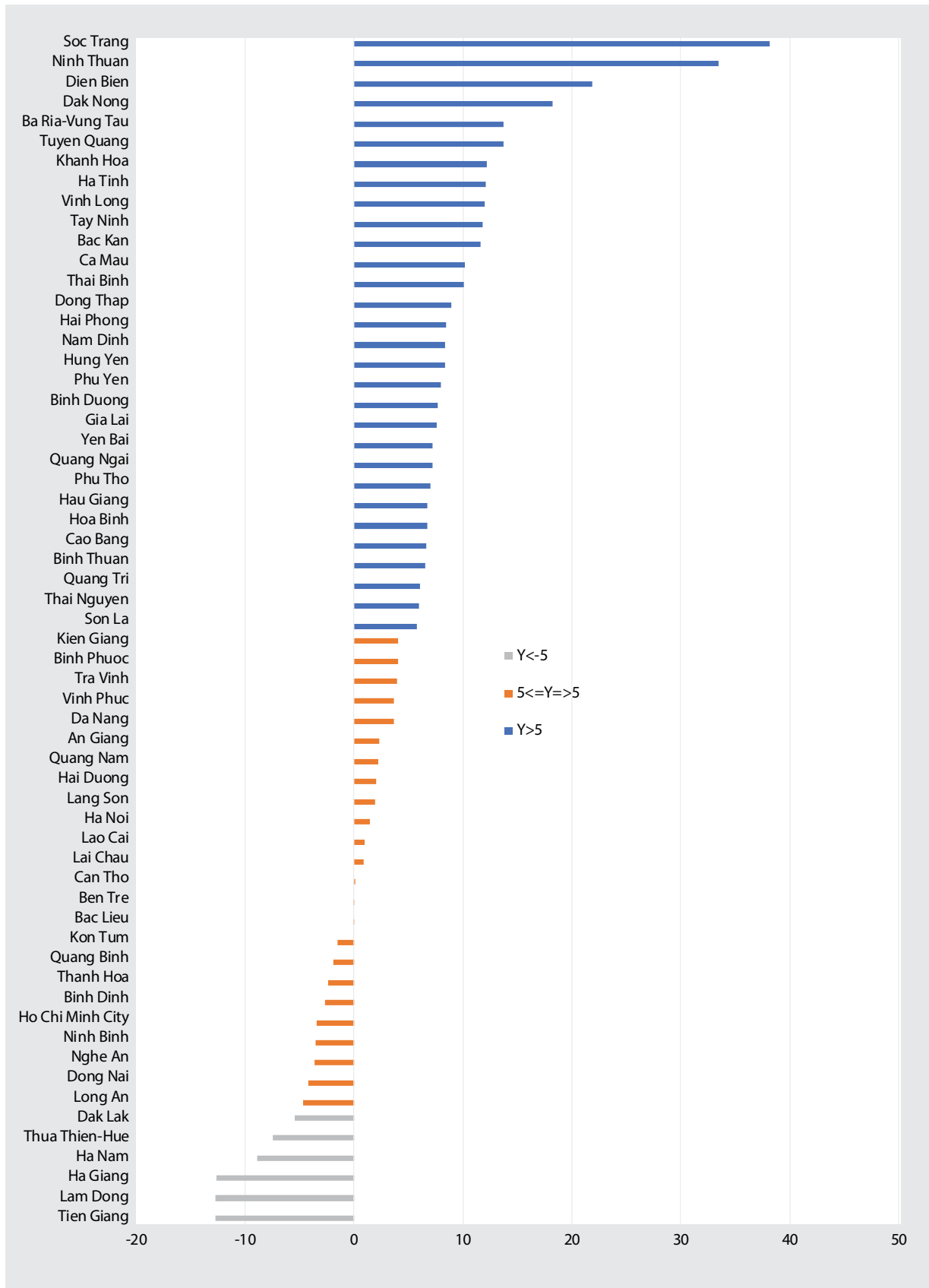
- As Map 3.8 reveals, many provinces in the High and Mid-High quartiles are from the Red River Delta, Northcentral and Central Coastal, and Southeast regions. Meanwhile, poorer performing provinces were concentrated in the Northern Mid-land and Mountainous, and Mekong River Delta regions. Among the provinces in the High quartile are three centrally-governed municipalities of Da Nang, Ha Noi and Ho Chi Minh City, similar to 2021's results.
- All provinces scored below 4 points on the 1-10 point scale, similar to 2020 and 2021's results (Table 3.8). Also, 30 provinces made year-on-year improvements, while six provinces (in particular, Tien Giang, Lam Dong and Ha Giang) saw dramatic declines from 2021 scores (Figure 3.8). Low results in Access to E-government Portals and Government Responsiveness through E-government Portals were attributed to the overall poor performance in e-government services (see Table 3.8).
- Citizens' experiences indicate a constant large divide between access to the internet and access to e-government portals for e-services. As shown in Figure 3.8a, the largest difference between the Access to the Internet sub-dimension and the Access to E-government Portals sub-dimension is seen in Binh Duong, Da Nang, Ninh Thuan and Quang Ninh.
- In terms of provinces' performance in delivery of e-services, as Figure 3.8a also shows, some provinces like Bac Kan, Gia Lai, Ha Noi and Khanh Hoa made some progress in 2022 compared to 2021. In contrast, Cao Bang, Kon Tum, and Lai Chau saw significant falls from 2021 performance levels.
- Less than half of respondents familiar with their provincial websites said they were user-friendly in 2022 (Figure 3.8b). The proportions were higher in 2022 compared to 2021 in only nine provinces, with the largest increase in Binh Duong and Ninh Thuan.
- The National E-Service Portal gained more traction in 2022, but mainly in Ha Noi and Ho Chi Minh City. The national average percentage of respondents confirming that they have set up their users' profiles on the portal in 2022 was about 3.05 percent, a notable rise from 2.08 percent in 2021. Ha Noi and Ho Chi Minh City held the largest share (about 4.62 and 6.97 percent, respectively) (Figure 3.8c). In terms of the share of total user proportion of the portal (4.85 percent, as presented in Figure 1.14a, Chapter 1) by province, Ha Noi and Ho Chi Minh City had the largest shares with 24 and 12 percent, respectively in 2022, significantly higher than their shares in 2020 and 2021 (Figures 3.8d-e).

Map 3.8: Provincial Performance in E-Governance by Quartiles, 2022



Note: Blue is for provinces with their scores within the High quartile (75th ≤ x ≤ 100th percentiles), green is for 16 provinces with scores within the Mid-High quartile (50th ≤ x < 75th percentiles), orange is for provinces with scores within the Mid-Low quartile (25th ≤ x < 50th percentiles) and light yellow is for provinces with scores within the Low quartile (0th ≤ x < 25th percentiles). Gray (No data) is for provinces from which collected data is not qualified (with an estimated value for an indicator larger than 2 standard errors and with field evidence) for use. The score ranges in the legend are not rounded to .00 to show how marginal the differences between quartiles are.

Figure 3.8: Changes in Performance in E-Governance (2021-2022)



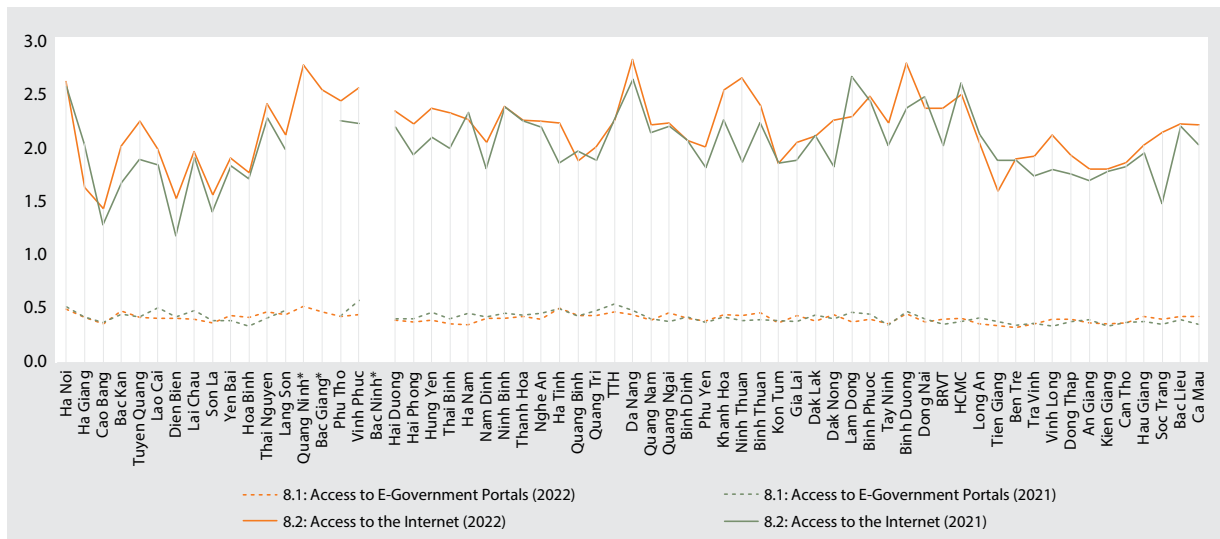
Note: Y = percentage of change in 2022 data from 2021 data, with a change of ±5% defined as statistically significant.

**Table 3.8: Dashboard of Provincial Performance in E-Governance at the Local Level, 2022**

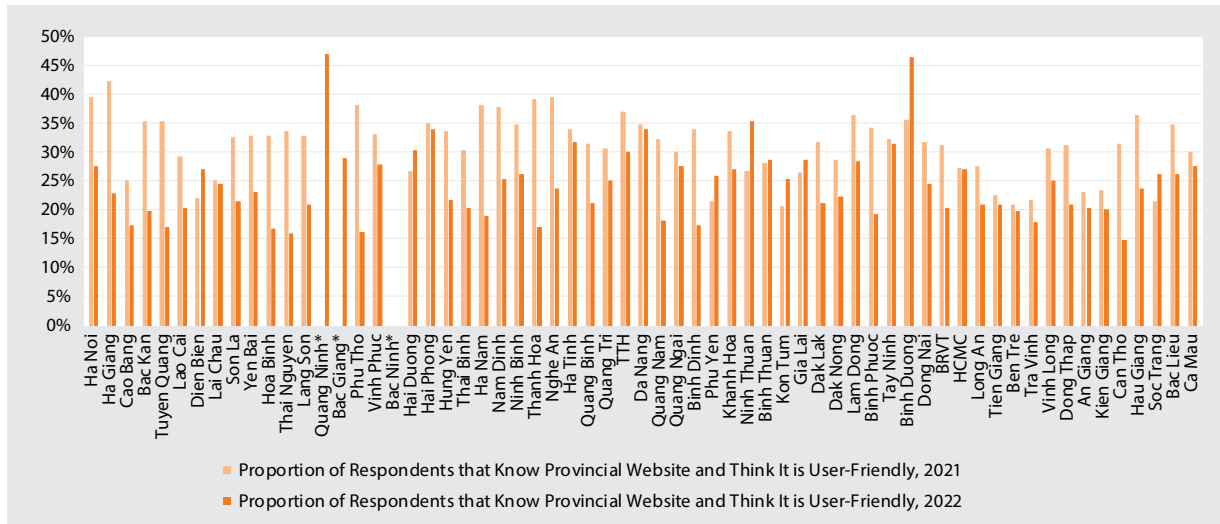
Province	8: E-Governance	8.1: Access to E-government Portals	8.2: Access to the Internet	8.3: Government Responsiveness through E-government Portals
Ha Noi	3.6578	0.4993	2.6396	0.5189
Ha Giang	2.5864	0.4235	1.6458	0.5170
Cao Bang	2.1666	0.3624	1.4480	0.3561
Bac Kan	2.8831	0.4865	2.0338	0.3628
Tuyen Quang	3.1172	0.4248	2.2659	0.4266
Lao Cai	2.8538	0.4138	2.0109	0.4291
Dien Bien	2.4510	0.4178	1.5409	0.4924
Lai Chau	2.8810	0.4089	1.9820	0.4901
Son La	2.3282	0.3725	1.5726	0.3831
Yen Bai	2.8122	0.4449	1.9212	0.4460
Hoa Binh	2.5880	0.4223	1.7799	0.3858
Thai Nguyen	3.3167	0.4752	2.4302	0.4114
Lang Son	2.9756	0.4460	2.1387	0.3909
Quang Ninh	3.7099	0.5296	2.7924	0.3878
Bac Giang	3.4343	0.4739	2.5571	0.4033
Phu Tho	3.2919	0.4335	2.4595	0.3989
Vinh Phuc	3.4672	0.4491	2.5779	0.4402
Bac Ninh				
Hai Duong	3.1223	0.4001	2.3609	0.3613
Hai Phong	3.0276	0.3848	2.2414	0.4014
Hung Yen	3.2393	0.3954	2.3914	0.4526
Thai Binh	3.1160	0.3677	2.3463	0.4021
Ha Nam	3.0167	0.3547	2.2826	0.3794
Nam Dinh	2.8973	0.4170	2.0709	0.4095
Ninh Binh	3.2076	0.4120	2.4081	0.3875
Thanh Hoa	3.0906	0.4317	2.2783	0.3805
Nghe An	3.0683	0.4062	2.2648	0.3973
Ha Tinh	3.1911	0.5127	2.2485	0.4299
Quang Binh	2.7667	0.4373	1.8905	0.4389
Quang Tri	3.0321	0.4441	2.0268	0.5612
TT-Hue	3.1190	0.4788	2.2754	0.3648
Da Nang	3.6941	0.4540	2.8426	0.3974
Quang Nam	3.0102	0.3967	2.2321	0.3815
Quang Ngai	3.1907	0.4668	2.2468	0.4770
Binh Dinh	2.8702	0.4135	2.0815	0.3752
Phu Yen	2.8096	0.3914	2.0207	0.3975
Khanh Hoa	3.4786	0.4464	2.5573	0.4749
Ninh Thuan	3.5325	0.4403	2.6764	0.4159
Binh Thuan	3.2897	0.4659	2.4122	0.4116
Kon Tum	2.6107	0.3709	1.8686	0.3712
Gia Lai	2.8889	0.4418	2.0705	0.3767
Dak Lak	2.8875	0.3859	2.1283	0.3733
Dak Nong	3.1219	0.4463	2.2741	0.4015
Lam Dong	3.0928	0.3819	2.3055	0.4054
Binh Phuoc	3.3980	0.4065	2.4968	0.4947
Tay Ninh	3.0884	0.3652	2.2494	0.4737
Binh Duong	3.6564	0.4560	2.8112	0.3892
Dong Nai	3.1488	0.3824	2.3882	0.3782
BRVT	3.1477	0.4061	2.3843	0.3572
HCMC	3.3164	0.4122	2.5143	0.3899
Long An	2.8081	0.3628	2.0664	0.3788
Tien Giang	2.3002	0.3485	1.6113	0.3404
Ben Tre	2.6326	0.3324	1.9099	0.3904
Tra Vinh	2.6677	0.3616	1.9415	0.3646
Vinh Long	2.9328	0.4110	2.1400	0.3818
Dong Thap	2.7613	0.4034	1.9420	0.4159
An Giang	2.5923	0.3763	1.8150	0.4010
Kien Giang	2.5970	0.3641	1.8121	0.4208
Can Tho	2.6240	0.3731	1.8748	0.3761
Hau Giang	2.9474	0.4350	2.0382	0.4742
Soc Trang	3.0188	0.4093	2.1639	0.4455
Bac Lieu	3.0856	0.4293	2.2387	0.4175
Ca Mau	3.0694	0.4349	2.2295	0.4051

Note: Figures are mean scores based on a scale of 1-10 points for the dimensional level (the first left column), and a scale of 0.33-3.33 points for sub-dimensional levels (the other three columns). The provinces are ordered by provincial codes, not their scores. The longer the bar, the higher the score. (\*) Data from Bac Ninh are not included in some dimensions for their manipulated extreme outlier values.

**Figure 3.8a: Divide between Access to the Internet and Access to Local E-Government Portals, 2021-2022**



**Figure 3.8b: Proportion of Respondents that Know Provincial Website and Think It is User-Friendly, 2021-2022**



**Figure 3.8c: Share of Percentage of Respondents Having an Account on the National E-Service Portal by Province, 2021-2022**

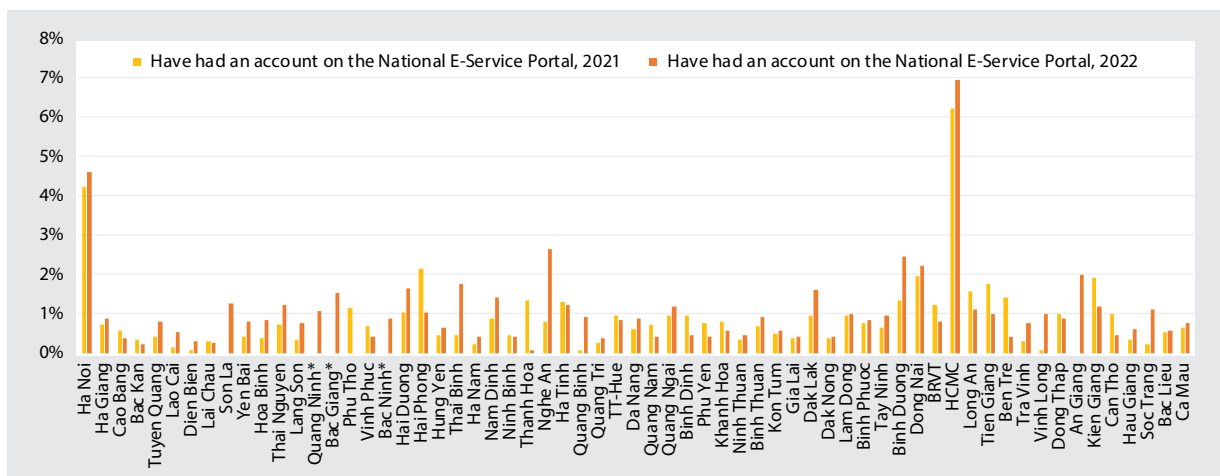


Figure 3.8d: Share of Percentage of Users of the National E-Service Portal by Province, 2020-2022

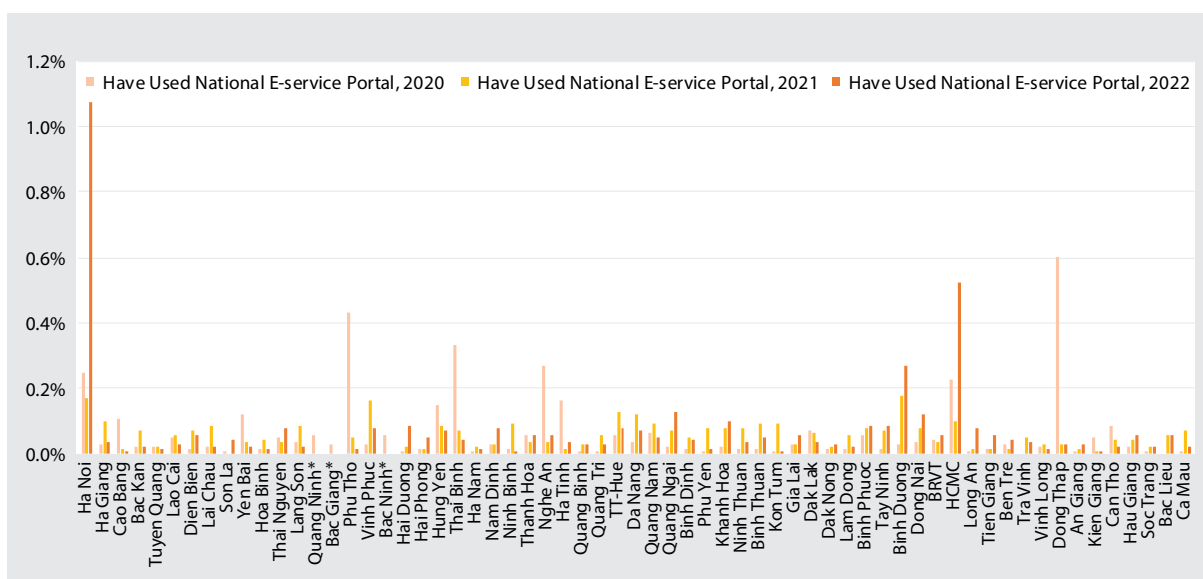
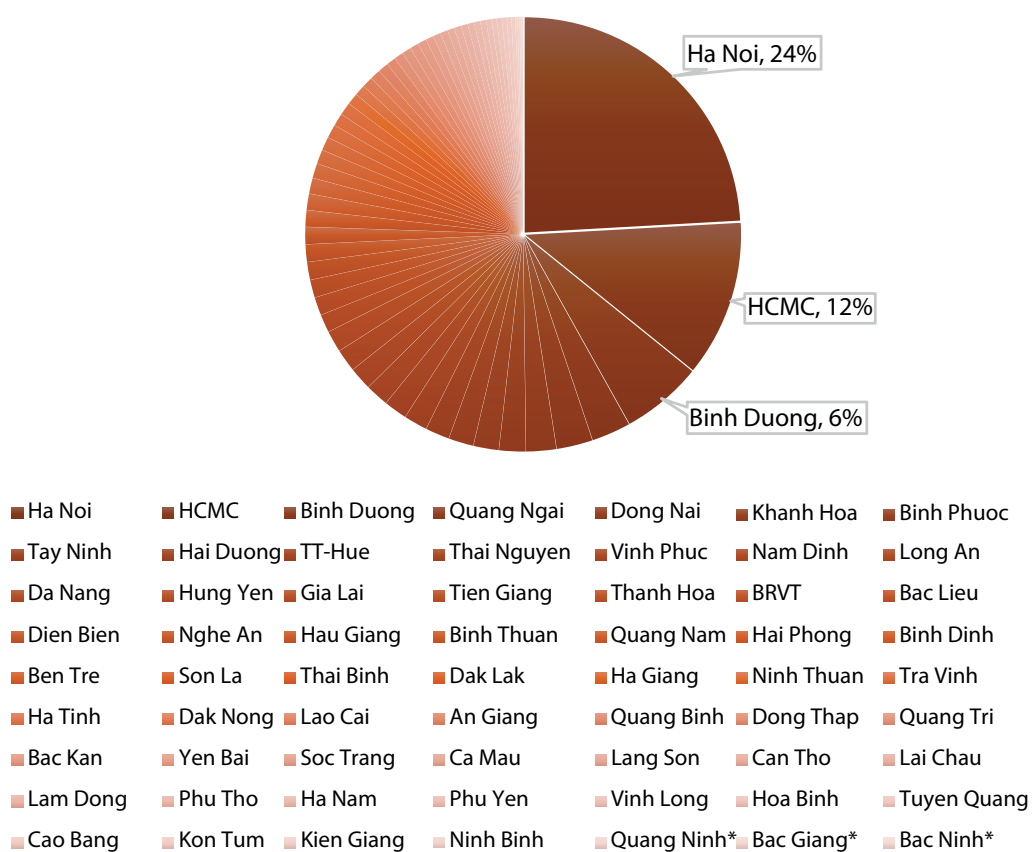


Figure 3.8e: Percentage of Respondents Having Used National E-service Portal, 2022



(\*) Data from Bac Giang, Bac Ninh and Quang Ninh in 2021 or 2022 were not included for their manipulated extreme outlier values.

## Aggregate 2022 PAPI at the Provincial Level: Mind the Gaps

This final section presents 2022 provincial aggregate performances by quartiles, calculated by adding up each province's scores in the eight PAPI dimensions. With the aggregate scores, provinces can assess how they performed relative to other provinces with similar socio-economic and geographic endowments in the same year. In PAPI reports, aggregate provincial PAPI scores are presented by quartiles, not ranks, to assist provinces in identifying their own strengths and weaknesses. Deeper dives into indicator-level findings, available on the PAPI website at [www.papi.org](http://www.papi.org), are the keys to success for provinces that wish to optimize their responses to citizens' expectations.

Below is an overview of key aggregate findings concerning provincial performance in governance

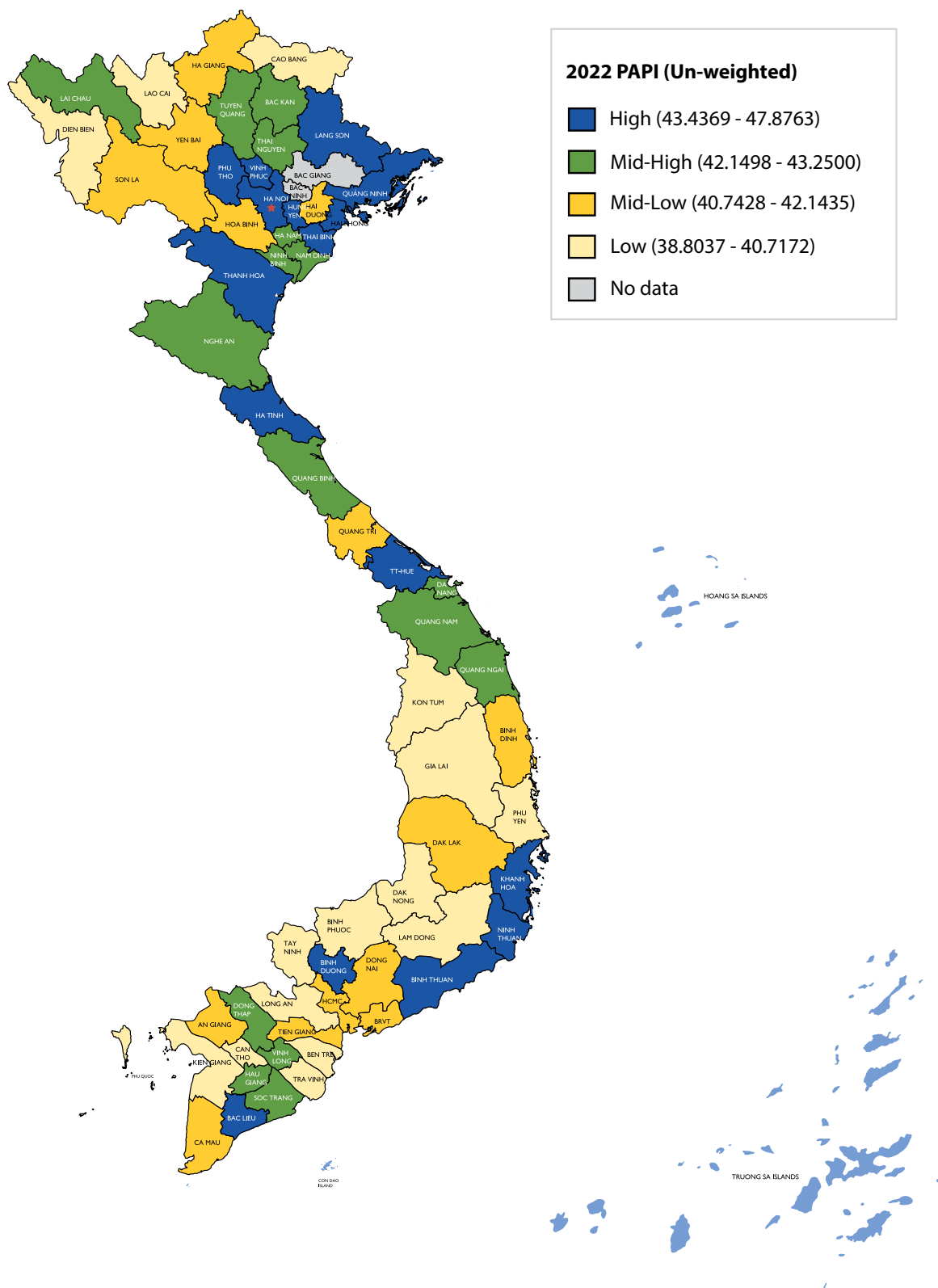
and public administration in 2022. First, Box 3.9 highlights key findings at the provincial level in 2022. Map 3.9 shows the aggregated provincial PAPI scores by four quartiles. On a scale of 10-80 points, the first quartile (High) includes provinces with 2022 PAPI scores ranging from 43.44 to 47.88 points, the second quartile (Mid-High) includes provinces with scores ranging from 42.15 to 43.25 points, the third quartile (Mid-Low) from 40.74 to 42.14 points and the fourth quartile (Low) from 38.80 to 40.72 points. Then, Table 3.9 summarizes 2022 dimensional scores by province. Figure 3.9 illustrates changes made in provincial performance in eight dimensions. Figures 3.9a-b show the gaps between provincial performance in 2022 using the highest, median and lowest scores. Finally, Figure 3.9c reveals the differences in governance and public administration performance as experienced by temporary versus permanent residents in 11 provinces in 2022.

### Box 3.9: Key Findings from the Aggregate 2022 PAPI

- As Map 3.9 shows, among provinces in the High quartile, six are from the Red River Delta region and six from the Northcentral and Central Coastal region. Among 14 provinces in the Low quartile, four are from the Northern Mid-land and Mountainous region, four from the Central Highlands, five from the Mekong River Delta region and one from the Red River Delta region.
- The 2022 gap between the lowest and the highest possible provincial scores (38.80 points and 47.88 points, respectively) is 9.07 points (Table 3.9), smaller than the divide in 2021 (10.84 points). This means that provincial scores became more convergent. In other words, many provinces did not improve their performance in 2022 nor did they regress.
- Compared to 2021's findings, 33 provinces did significantly better in Participation at the Local Levels, 18 in Transparency in Local Decision-making and 30 in E-Governance. However, 29 provinces performed significantly worse in Environmental Governance, 18 in Control of Corruption in the Public Sector, and 18 in Public Service Delivery, respectively (Figure 3.9).
- Also, as Figures 3.9a-b show, both the median and the lowest scores in Transparency in Local Decision-making and E-Governance dimensions increased, indicating improvements in all provinces in these two dimensions. However, the reverse trends are seen in the dimensional scores for Public Service Delivery and Environmental Governance.
- Overall, as shown in Figure 3.9b, there were wider differences in provincial performance in Participation at Local Levels in 2022 than in 2021. Provincial performance in Transparency in Local Decision-making and E-Governance increased notably. However, declines in both the highest and lowest 2022 provincial scores were evident in Public Administrative Procedures and Environmental Governance.
- On how inclusive local governance and public administration is for short- and long-term temporary residents, Figure 3.9c reveals profound differences in Participation at Local Levels and Transparency in Local Decision-making visible across all 11 receiving provinces. The gaps in Ha Noi are larger with more favourable feedback from residents in Participation at Local Levels, Transparency in Local Decision-making and Public Administrative Procedures. Gaps are smallest in Binh Duong. In Lai Chau and Thai Nguyen, migrants had more favourable feedback on E-Governance.



**Map 3.9: Provincial Performance in Governance and Public Administration Index by Quartiles, 2022**



Note: Blue is for provinces with their scores within the High quartile (75th ≤ x ≤ 100th percentiles), green is for 16 provinces with scores within the Mid-High quartile (50th ≤ x < 75th percentiles), orange is for provinces with scores within the Mid-Low quartile (25th ≤ x < 50th percentiles) and light yellow is for provinces with scores within the Low quartile (0th ≤ x < 25th percentiles). Gray (No data) is for provinces from which collected data is not qualified (with an estimated value for an indicator larger than 2 standard errors and with field evidence) for use. The score ranges in the legend are not rounded to .00 to show how marginal the differences between quartiles are.

Table 3.9: Dashboard of Aggregate Dimensional Performance by Province, 2022

Province	Unweighted 2022 PAPI Score	1: Participation at Local Levels	2: Transparency in Local Decision-making	3: Vertical Accountability	4: Control of Corruption in the Public Sector	5: Public Administrative Procedures	6: Public Service Delivery	7: Environmental Governance	8: E-Governance
Ha Noi	43.9049	5.8254	5.7770	4.3707	6.8007	7.3101	7.2294	2.9338	3.6578
Ha Giang	41.1470	4.9973	5.3072	4.1183	6.4752	7.1844	7.0712	3.4070	2.5864
Cao Bang	38.8037	4.4907	4.8964	4.1072	6.0843	7.0614	6.6898	3.3074	2.1666
Bac Kan	42.4369	5.3885	5.4914	4.3556	6.4340	7.3774	7.1491	3.3578	2.8831
Tuyen Quang	43.1092	5.2460	5.5073	4.4065	6.8649	7.1356	7.3079	3.5237	3.1172
Lao Cai	40.3975	5.0276	5.0399	4.2149	5.7831	7.2720	7.1087	3.0975	2.8538
Dien Bien	39.6687	4.4383	5.1839	4.1839	5.7121	7.0126	6.8793	3.8075	2.4510
Lai Chau	42.6906	5.5805	5.3420	4.3171	6.1560	7.1851	7.5264	3.7025	2.8810
Son La	40.8694	4.7769	5.0647	4.2188	6.6229	7.3814	7.0744	3.4021	2.3282
Yen Bai	41.8315	4.9544	5.3534	4.3560	6.6522	7.2091	7.0695	3.4248	2.8122
Hoa Binh	41.0078	5.0890	5.1150	4.3151	6.4411	6.6468	7.3874	3.4255	2.5880
Thai Nguyen	43.0162	5.3816	5.4903	4.4113	6.5588	7.2042	7.6108	3.0425	3.3167
Lang Son	43.8475	5.8164	5.3386	4.4798	6.7476	7.2627	7.7903	3.4365	2.9756
Quang Ninh	47.8763	5.7476	6.3745	4.5821	7.4274	7.6551	8.2584	4.1214	3.7099
Bac Giang*				4.3967			8.0850	4.2021	3.4343
Phu Tho	44.2468	5.7517	5.7251	4.2259	7.0491	7.2750	7.5377	3.3904	3.2919
Vinh Phuc	44.3084	5.4362	5.5964	4.5052	6.7936	7.1579	8.3148	3.0372	3.4672
Bac Ninh*		5.8174				7.5821	8.0850	3.7651	
Hai Duong	42.1435	5.3345	5.1472	4.2873	6.3680	7.2599	7.8049	2.8195	3.1223
Hai Phong	43.6035	5.3939	5.7388	4.5039	6.8897	7.1115	7.5641	3.3741	3.0276
Hung Yen	44.1831	5.4941	5.8100	4.2877	6.8764	7.6276	7.5082	3.3399	3.2393
Thai Binh	43.5140	5.3871	5.4621	4.3361	6.8133	7.0831	8.2383	3.0781	3.1160
Ha Nam	42.7331	5.0631	5.2897	4.4198	7.0017	7.2405	7.3287	3.3730	3.0167
Nam Dinh	43.1525	5.6299	5.3519	4.3349	6.7638	7.3646	7.4107	3.3994	2.8973
Ninh Binh	43.1646	5.2587	5.5234	4.1996	6.7386	7.4361	7.3284	3.4722	3.2076
Thanh Hoa	46.0154	6.1074	5.9741	4.5243	7.2825	7.4393	7.9437	3.6536	3.0906
Nghe An	43.2500	5.6093	5.4373	4.3129	6.5998	7.0632	7.5846	3.5746	3.0683
Ha Tinh	44.3138	5.3758	5.5814	4.5541	6.7050	7.3882	8.0634	3.4549	3.1911
Quang Binh	42.7614	4.9197	5.7066	4.2743	7.2068	7.1305	7.2322	3.5247	2.7667
Quang Tri	41.7742	4.9741	5.2589	4.3313	6.5332	6.9934	7.2275	3.4237	3.0321
TT-Hue	45.3845	5.7721	5.8477	4.3263	7.0358	7.2938	7.9558	4.0340	3.1190

Province	Unweighted 2022 PAPI Score	1: Participation at Local Levels	2: Transparency in Local Decision-making	3: Vertical Accountability	4: Control of Corruption in the Public Sector	5: Public Administrative Procedures	6: Public Service Delivery	7: Environmental Governance	8: E-Governance
Da Nang	42.5704	4.4935	4.9122	4.2023	6.5953	7.3062	8.2000	3.1667	3.6941
Quang Nam	42.2377	4.7813	5.1963	4.3640	6.4916	7.1178	8.0581	3.2183	3.0102
Quang Ngai	42.9284	5.0436	5.3760	4.3955	6.7841	7.1783	7.5196	3.4406	3.1907
Binh Dinh	41.6601	4.3365	5.0405	4.1416	7.0651	7.0359	7.8059	3.3644	2.8702
Phu Yen	40.7423	4.3876	4.9806	4.0884	6.2522	7.0173	7.6973	3.5093	2.8096
Khanh Hoa	43.4369	4.4983	5.4958	4.4444	6.9414	7.3428	7.8072	3.4284	3.4786
Ninh Thuan	46.0002	5.4048	5.8627	4.3562	7.5202	7.5295	8.0621	3.7321	3.5325
Binh Thuan	44.5398	5.4279	5.9622	4.4257	6.9437	7.4388	7.6983	3.3536	3.2897
Kon Tum	39.9756	4.7478	4.6563	4.1791	6.1999	6.8940	7.4359	3.2518	2.6107
Gia Lai	39.6736	5.0253	5.0327	3.9166	6.2284	6.6385	6.8516	3.0916	2.8889
Dak Lak	41.1223	5.1388	4.8389	4.1477	6.3898	7.2450	7.4912	2.9834	2.8875
Dak Nong	40.5274	4.7923	4.8708	4.3239	6.0788	7.2541	6.6208	3.4649	3.1219
Lam Dong	40.7097	5.0607	4.9341	4.1753	6.5236	7.2094	6.6599	3.0539	3.0928
Binh Phuoc	39.9344	5.0273	5.1443	4.0015	5.9706	7.0779	6.4132	2.9016	3.3980
Tay Ninh	39.4170	4.2720	4.5563	4.0199	6.4040	6.5760	7.5189	2.9815	3.0884
Binh Duong	47.4488	5.9494	6.2099	4.5423	7.9400	7.4759	8.2065	3.4685	3.6564
Dong Nai	41.2632	4.7768	4.9619	4.1809	6.5388	7.1641	7.6619	2.8300	3.1488
BRVT	41.9929	4.3235	5.1835	4.2505	6.9530	7.0796	7.8579	3.1973	3.1477
HCMC	41.0204	4.5682	4.8661	4.3025	6.3216	7.1546	7.5173	2.9737	3.3164
Long An	39.8092	4.8123	4.7438	3.9954	6.2436	7.2193	6.8348	3.1519	2.8081
Tien Giang	40.9768	4.0632	4.4102	4.1569	7.4029	7.1930	7.2705	4.1798	3.002
Ben Tre	40.5972	4.2260	4.7946	3.9702	6.6262	7.3836	7.7081	3.2558	2.6326
Tra Vinh	40.7172	4.1161	4.8381	3.9934	6.5999	7.2852	8.0595	3.1573	2.6677
Vinh Long	43.0247	4.5833	5.1310	4.4151	6.7576	7.2796	8.2718	3.6535	2.9328
Dong Thap	42.1498	4.3295	4.6020	4.2402	6.6346	7.5810	7.3748	4.6264	2.7613
An Giang	41.0021	4.4518	4.5969	4.1584	6.4260	7.0619	7.6138	4.1012	2.5923
Kien Giang	40.0401	3.7755	4.7571	4.2855	6.4137	7.1860	7.1473	3.8779	2.5970
Can Tho	39.9747	3.7111	4.7551	4.0008	6.5372	7.0767	7.1981	4.0717	2.6240
Hau Giang	42.5916	4.2705	5.1034	4.2286	7.1992	7.2648	7.2057	4.3719	2.9474
Soc Trang	42.8559	4.4921	5.0884	4.3584	7.3998	7.4121	7.2744	3.8120	3.0188
Bac Lieu	44.9114	5.0390	5.7438	4.5170	7.5075	7.4739	7.8690	3.6758	3.0856
Ca Mau	41.8746	4.1778	5.1472	4.4637	6.9535	7.3368	7.2512	3.4749	3.0694
100th Percentile (Highest)	47.8763	6.1074	6.3745	4.5821	7.9400	7.6551	8.3148	4.6264	3.7099
75th Percentile (Mid-high)	43.4369	5.3925	5.5073	4.3964	6.9437	7.3591	7.8325	3.6536	3.1910
Median	42.2377	5.0263	5.1839	4.3077	6.6346	7.2299	7.5189	3.4237	3.0298
25th Percentile (Mid-low)	40.8694	4.4924	4.9341	4.1796	6.4260	7.1131	7.2285	3.1820	2.8103
0th Percentile (Lowest)	38.8037	3.7111	4.4102	3.9166	5.7121	6.5760	6.4132	2.8195	2.1666
Highest - Lowest Gap	9.0726	2.3962	1.9643	0.6654	2.2279	1.0790	1.9015	1.8069	1.5433

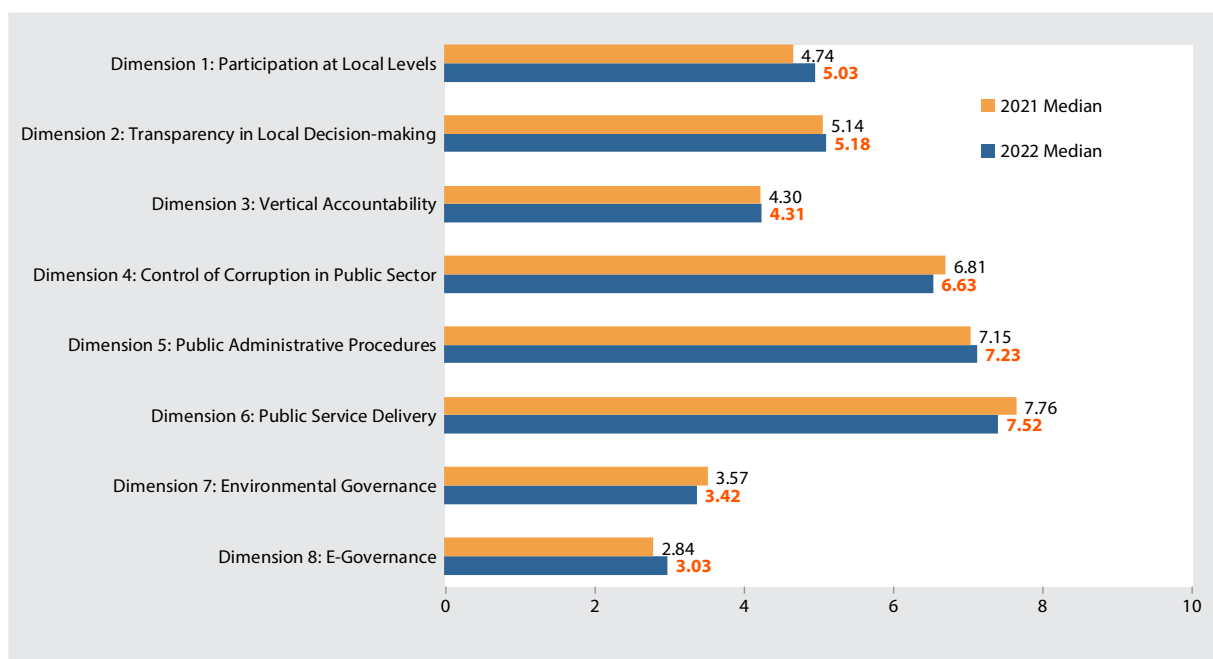
Note: Figures are mean scores based on a scale of 1-10 points for the dimensional level (the last eight columns with numbers), and a scale of 10-80 points for the aggregate PAPI score (the second column from the left). The provinces are ordered by provincial codes. (\*) Data from Bac Ninh and Bac Giang are not included in some dimensions for their manipulated extreme outlier values. The score ranges in the legend are not rounded to .00 to show how marginal the differences between provincial scores are.

Figure 3.9: Changes in Comparable PAPI Dimensions, 2021-2022

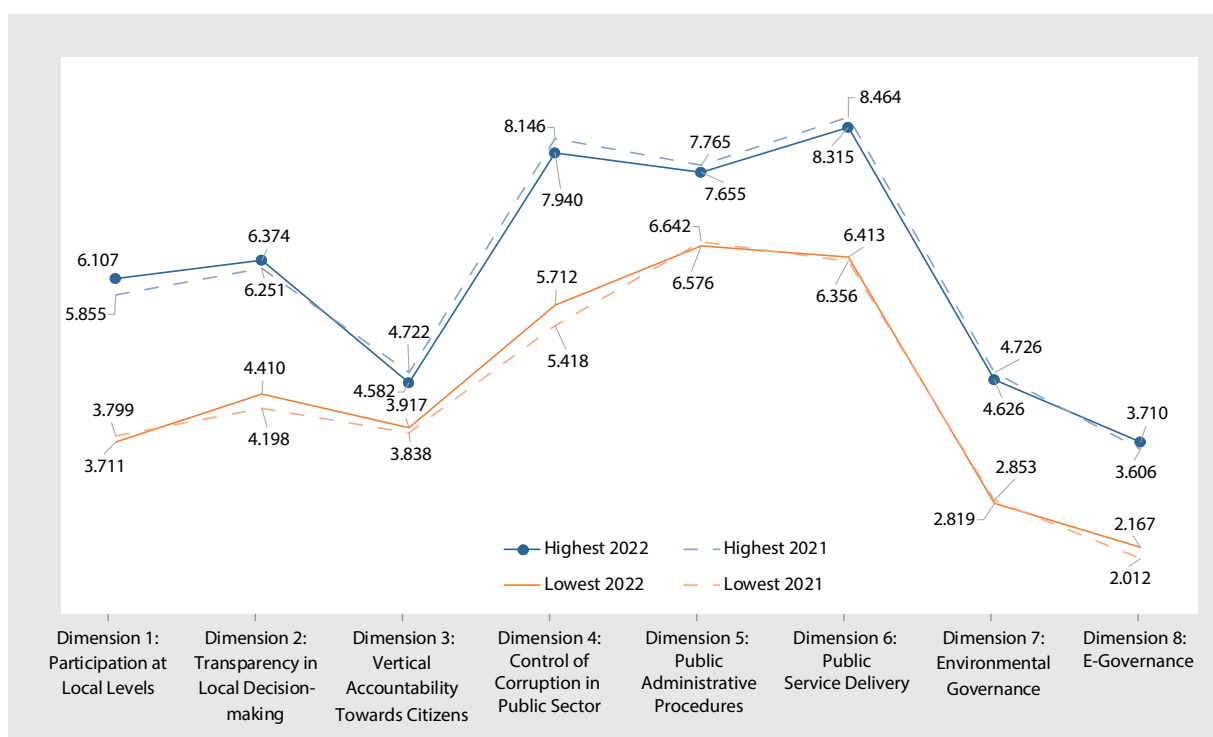
Province	Dimension 1: Participation at Local Levels	Dimension 2: Transparency in Local Decision-making	Dimension 3: Vertical Accountability	Dimension 4: Control of Corruption in Public Sector	Dimension 5: Public Administrative Procedures	Dimension 6: Public Service Delivery	Dimension 7: Environmental Governance	Dimension 8: E-Governance
Ha Noi	↑ 16.28	↓ -2.63	↑ 0.96	↓ -3.89	↓ -3.01	↓ -7.25	↓ -7.18	↑ 1.45
Ha Giang	↑ 3.50	↓ -0.73	↓ -4.02	↓ -4.20	↓ -1.18	↓ -7.52	↓ -7.90	↓ -12.67
Cao Bang	↓ -1.33	↑ 1.61	↑ 7.00	↓ -3.66	↑ 3.07	↓ -7.34	↓ -7.23	↑ 6.66
Bac Kan	↑ 10.92	↑ 5.45	↑ 2.50	↓ -6.20	↑ 6.10	↓ -8.30	↓ -7.89	↑ 11.59
Tuyen Quang	↑ 6.26	↓ -1.92	↑ 0.43	↓ -3.08	↑ 0.11	↓ -6.09	↓ -5.50	↑ 13.70
Lao Cai	↑ 15.22	↓ -3.32	↑ 3.68	↓ -2.89	↑ 2.60	↓ -4.09	↓ -4.07	↑ 0.97
Dien Bien	↑ 6.27	↑ 10.75	↑ 8.74	↑ 5.44	↓ -1.43	↑ 8.24	↑ 5.21	↑ 21.84
Lai Chau	↑ 14.48	↑ 5.99	↑ 0.79	↓ -2.36	↓ -2.36	↓ -1.05	↓ -7.72	↑ 0.87
Son La	↓ -0.44	↑ 7.81	↑ 3.42	↑ 4.79	↑ 6.88	↓ -3.54	↓ -10.61	↑ 5.81
Yen Bai	↑ 1.56	↑ 3.79	↓ -4.28	↓ -3.94	↑ 1.32	↓ -5.03	↓ -6.46	↑ 7.25
Hoa Binh	↓ -2.95	↓ -3.57	↓ -3.04	↓ -14.65	↓ -5.55	↓ -3.49	↓ -10.32	↑ 6.73
Thai Nguyen	↑ 7.91	↑ 0.88	↑ 0.93	↓ -4.72	↓ -1.13	↓ -5.18	↓ -6.01	↑ 6.01
Lang Son	↑ 5.43	↓ -11.66	↓ -0.69	↓ -10.50	↓ -2.52	↑ 0.78	↓ -16.81	↑ 1.98
Quang Ninh*								
Bac Giang*								
Phu Tho	↑ 3.79	↓ -2.00	↓ -5.53	↓ -5.78	↓ -1.51	↓ -4.54	↓ -6.99	↑ 6.99
Vinh Phuc	↑ 15.06	↑ 7.75	↑ 2.00	↑ 8.79	↓ -7.82	↑ 2.48	↑ 0.50	↑ 3.69
Bac Ninh*								
Hai Duong	↑ 10.40	↓ -5.59	↑ 3.77	↓ -8.16	↓ -1.11	↑ 0.04	↓ -10.17	↑ 2.06
Hai Phong	↑ 9.98	↑ 5.89	↑ 2.06	↓ -7.20	↓ -4.70	↓ -4.39	↓ -8.27	↑ 8.44
Hung Yen	↑ 1.68	↓ -0.84	↓ -2.96	↓ -8.80	↑ 1.64	↓ -6.13	↓ -8.52	↑ 8.32
Thai Binh	↑ 8.89	↓ -5.47	↓ -4.85	↓ -6.04	↓ -2.73	↑ 0.01	↓ -13.47	↑ 10.03
Ha Nam	↑ 6.57	↓ -0.58	↑ 0.36	↓ -0.19	↓ -3.37	↓ -2.12	↓ -3.67	↓ -8.93
Nam Dinh	↑ 7.44	↓ -5.67	↑ 1.31	↓ -3.35	↓ -0.73	↓ -6.37	↓ -5.97	↑ 8.38
Ninh Binh	↑ 0.15	↓ -3.32	↓ -7.74	↑ 0.48	↓ -2.56	↓ -8.29	↓ -1.21	↓ -3.48
Thanh Hoa	↑ 4.31	↓ -3.70	↓ -0.78	↓ -6.75	↑ 1.92	↓ -1.56	↓ -11.72	↓ -2.40
Nghe An	↑ 16.21	↓ -0.15	↓ -3.50	↓ -7.66	↓ -2.63	↓ -1.91	↓ -4.98	↓ -3.64
Ha Tinh	↑ 6.05	↓ -1.63	↓ -3.04	↓ -7.10	↓ -0.31	↓ -1.94	↓ -13.57	↑ 12.08
Quang Binh	↑ 1.26	↑ 5.17	↓ -6.09	↑ 1.16	↓ 1.48	↓ -9.47	↓ -6.49	↓ -1.88
Quang Tri	↑ 0.10	↑ 4.08	↓ -1.87	↓ -1.20	↓ -3.84	↓ -5.26	↓ -4.47	↑ 6.05
TT-Hue	↑ 5.43	↓ -5.73	↓ -5.44	↓ -9.47	↓ -5.78	↓ -6.01	↓ -9.54	↓ -7.42
Da Nang	↑ 10.55	↓ -2.94	↓ -1.70	↓ -2.75	↓ -0.26	↓ -0.66	↓ -2.02	↑ 3.67
Quang Nam	↑ 6.82	↑ 2.88	↑ 3.44	↓ -4.98	↑ 2.70	↓ -0.77	↓ -8.88	↑ 2.22
Quang Ngai	↑ 21.58	↑ 11.00	↑ 10.44	↑ 2.65	↓ -0.35	↓ -4.22	↑ 2.10	↑ 7.24
Binh Dinh	↓ -6.16	↑ 2.59	↓ -0.47	↑ 3.98	↑ 1.03	↓ -1.37	↓ -7.21	↓ -2.70
Phu Yen	↓ -4.58	↑ 1.39	↑ 4.42	↓ -9.52	↑ 3.98	↑ 2.02	↑ 0.55	↑ 8.00
Khanh Hoa	↑ 6.78	↑ 6.96	↑ 3.29	↑ 6.04	↑ 3.31	↓ -2.39	↑ 4.49	↑ 12.16
Ninh Thuan	↑ 0.10	↑ 7.39	↓ -0.61	↑ 4.67	↑ 5.89	↓ -0.36	↑ 4.96	↑ 33.49
Binh Thuan	↑ 0.81	↑ 7.97	↑ 0.36	↓ -6.15	↑ 6.73	↓ -2.08	↓ -4.66	↑ 6.57
Kon Tum	↑ 5.69	↓ -2.01	↑ 2.05	↑ 0.27	↑ 0.59	↓ -1.62	↓ -1.76	↓ -1.49
Gia Lai	↑ 8.26	↑ 3.86	↓ -6.25	↑ 4.93	↓ -3.82	↓ -8.99	↓ -4.40	↑ 7.62
Dak Lak	↓ -1.09	↓ -3.29	↓ -0.36	↓ -2.88	↑ 6.53	↓ -0.23	↓ -7.31	↓ -5.48
Dak Nong	↓ -7.39	↑ 7.44	↑ 6.99	↓ -3.02	↑ 4.81	↓ -7.31	↑ 4.33	↑ 18.20
Lam Dong	↓ -5.93	↓ -6.14	↓ -6.02	↓ -1.66	↓ -1.61	↓ -12.98	↓ -7.57	↓ -12.68
Binh Phuoc	↑ 13.96	↑ 6.46	↓ -4.15	↓ -7.21	↓ -0.69	↓ -11.68	↑ 0.52	↑ 4.05
Tay Ninh	↓ 1.21	↓ -17.75	↓ -4.30	↓ -11.26	↓ -6.19	↓ -3.34	↓ -14.18	↑ 11.80
Binh Duong	↑ 12.58	↓ -0.66	↓ -3.81	↓ -2.53	↓ -2.03	↑ 1.66	↓ -5.61	↑ 7.67
Dong Nai	↑ 8.60	↑ 1.89	↓ -6.16	↑ 3.09	↑ 0.08	↑ 0.97	↓ -0.79	↓ -4.23
BRVT	↑ 1.17	↑ 2.95	↑ 0.14	↑ 7.58	↑ 4.93	↓ -1.80	↑ 3.75	↑ 13.75
HCMC	↑ 12.62	↓ -2.45	↓ -0.48	↓ -0.09	↑ 3.64	↓ -3.01	↑ 2.72	↓ -3.38
Long An	↑ 12.39	↓ -6.27	↓ -4.14	↓ -13.65	↓ -0.34	↓ -11.60	↓ -8.46	↓ -4.64
Tien Giang	↑ 4.36	↑ 2.87	↑ 2.06	↑ 16.63	↑ 8.29	↓ -3.18	↑ 12.96	↓ -12.76
Ben Tre	↓ -1.83	↑ 7.46	↓ -3.22	↑ 1.32	↑ 5.68	↑ 7.15	↓ -3.28	↓ -0.02
Tra Vinh	↑ 8.36	↑ 3.93	↑ 0.24	↑ 2.13	↑ 1.73	↑ 1.25	↓ -2.06	↑ 3.93
Vinh Long	↑ 8.14	↑ 8.35	↑ 8.69	↓ -0.93	↑ 2.99	↑ 1.11	↓ -11.06	↑ 11.99
Dong Thap	↓ -5.25	↓ -5.13	↓ -1.89	↓ -1.94	↑ 6.60	↓ -2.36	↓ -2.10	↑ 8.96
An Giang	↑ 10.40	↓ -9.06	↑ 5.30	↓ -11.43	↓ -2.59	↓ -3.19	↓ -3.81	↑ 2.34
Kien Giang	↓ -3.50	↑ 13.33	↑ 4.67	↓ -3.19	↑ 2.31	↓ -2.64	↑ 1.13	↑ 4.07
Can Tho	↓ -11.91	↑ 3.48	↓ -2.48	↓ -3.45	↓ -0.39	↓ -4.65	↓ -4.71	↑ 0.08
Hau Giang	↑ 2.11	↑ 7.31	↓ -5.18	↑ 3.83	↑ 1.84	↓ -3.74	↓ -1.81	↑ 6.76
Soc Trang	↑ 5.09	↑ 13.30	↑ 9.56	↑ 9.69	↓ -0.22	↓ -3.66	↑ 12.74	↑ 38.12
Bac Lieu	↑ 10.44	↑ 3.67	↓ -1.56	↑ 0.62	↑ 1.06	↓ -1.93	↑ 0.29	↓ -0.11
Ca Mau	↓ -3.61	↑ 0.12	↓ -2.74	↑ 9.55	↓ -1.57	↓ -3.19	↓ -4.22	↑ 10.19

Notes: Percentage of change in 2022 data from 2021 data, with a change of ±5% defined as statistically significant. The provinces are ordered by provincial codes. The traffic light colours represent the trend. The green arrow implies an improvement, the yellow arrow indicates a static status, and the red arrow shows a decline. (\*) Data from Bac Ninh, Bac Giang, and Quang Ninh are not included in some dimensions for their manipulated extreme outlier values in 2021 and 2022.

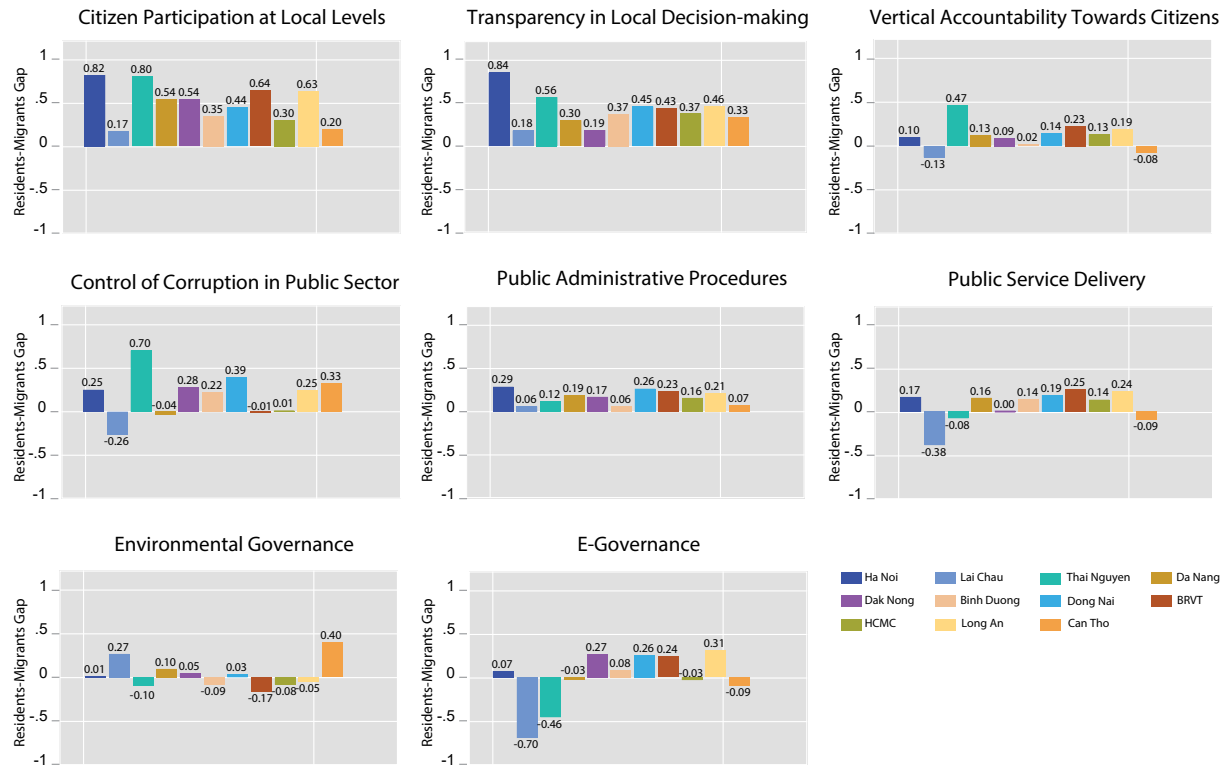
**Figure 3.9a: Comparing Median Values of Provincial Dimensional Scores, 2021 vs. 2022**



**Figure 3.9b: Comparing Highest and Lowest Provincial Dimensional Scores, 2021 vs. 2022**



**Figure 3.9c: Differences in Governance and Public Administration as Experienced by Temporary Residents in Migrant-Receiving Provinces by Provinces, 2022**



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# APPENDICES

## Appendix A: PAPI Score Ranges and Results at Dimensional, Sub-dimensional and Indicator Levels (2020-2022)<sup>57</sup>

**Table A1: List of Indicators for Participation at Local Levels (Dimension 1), 2020-2022**

Dimension and Sub-Dimensions	Name of Indicator	Scale		National Mean Over Time (2020-2022)		
		Minimum	Maximum	PAPI 2020	PAPI 2021	PAPI 2022
<b>Total Dimension</b>	<b>Dimension 1: Participation at Local Levels</b>	<b>1</b>	<b>10</b>	<b>4.78</b>	<b>4.71</b>	<b>4.97</b>
<b>Sub-Dimension 1</b>	<b>Civic Knowledge</b>	<b>0.25</b>	<b>2.5</b>	<b>0.77</b>	<b>0.72</b>	<b>1.00</b>
<b>Sub-Dimension 2</b>	<b>Opportunities for Participation in Elections</b>	<b>0.25</b>	<b>2.5</b>	<b>1.39</b>	<b>1.50</b>	<b>1.43</b>
<b>Sub-Dimension 3</b>	<b>Quality of Village Head Elections</b>	<b>0.25</b>	<b>2.5</b>	<b>1.48</b>	<b>1.47</b>	<b>1.48</b>
<b>Sub-Dimension 4</b>	<b>Voluntary Contributions</b>	<b>0.25</b>	<b>2.5</b>	<b>1.14</b>	<b>1.03</b>	<b>1.06</b>
<b>S1. Civic Knowledge</b>	Knowledge of Policy (%)	0%	100%	61.39%	63.17%	51.48%
	Knowledge of Leaders (%)	0%	100%	15.40%	9.84%	41.18%
<b>S2. Opportunities for Participation in Elections</b>	Participated in Formal Associations (%)	0%	100%	44.70%	45.01%	44.94%
	Participated in Informal Associations (%)	0%	100%	13.87%	13.23%	14.15%
	Voted in Last Commune People's Council Election (%)	0%	100%	52.39%	65.30%	65.30%
	Voted in Last National Assembly Election (%)	0%	100%	44.41%	62.04%	62.04%
	Village Head Elected (%)	0%	100%	83.60%	81.94%	84.59%
	Participated in Village Head Election (%)	0%	100%	62.79%	65.07%	66.48%
<b>S3. Quality of Village Head Elections</b>	More than One Candidate (%)	0%	100%	49.00%	45.43%	48.62%
	Invited to Participate (%)	0%	100%	55.45%	52.18%	57.77%
	Paper Ballot Was Used (%)	0%	100%	83.47%	77.20%	82.20%
	Votes Were Counted Publicly (%)	0%	100%	76.35%	73.51%	70.53%
	Candidate Was not Suggested (%)	0%	100%	29.20%	32.93%	42.42%
	Voted for the Winner (%)	0%	100%	92.04%	92.03%	91.44%
<b>S4. Voluntary Contributions</b>	Voluntary Contribution to Project (%)	0%	100%	47.28%	44.21%	40.91%
	Community Monitoring Board Monitors Contribution (%)	0%	100%	38.22%	29.71%	35.70%
	Voluntary Contribution Recorded (%)	0%	100%	79.58%	67.97%	62.89%
	Participated in Decision-making to Start Project (%)	0%	100%	60.62%	49.87%	47.15%
	Provided Inputs to Project Design (%)	0%	100%	36.56%	30.85%	31.92%

<sup>57</sup> Findings for PAPI from 2009 to 2020 can be found in annual PAPI reports available at <https://papi.org.vn/eng/bao-cao/>. 2020 and 2021 PAPI findings are included herein for comparison.

**Table A2: List of Indicators for Transparency in Local Decision-Making (Dimension 2), 2020-2022**

Dimension and Sub-Dimensions	Name of Indicator	Scale		National Means Over Time (2020-2022)		
		Minimum	Maximum	PAPI 2020	PAPI 2021	PAPI 2022
<b>Total Dimension</b>	<b>Dimension 2: Transparency in Local Decision-Making</b>	<b>1</b>	<b>10</b>	<b>5.28</b>	<b>5.19</b>	<b>5.25</b>
<i>Sub-Dimension 1</i>	<i>Access to Information</i>			<b>0.80</b>	<b>0.81</b>	<b>0.81</b>
<i>Sub-Dimension 2</i>	<i>Poverty Lists Transparency</i>	<b>0.25</b>	<b>2.5</b>	<b>1.73</b>	<b>1.71</b>	<b>1.69</b>
<i>Sub-Dimension 3</i>	<i>Commune Budgets Transparency</i>	<b>0.25</b>	<b>2.5</b>	<b>1.39</b>	<b>1.37</b>	<b>1.44</b>
<i>Sub-Dimension 4</i>	<i>Transparent Land Use Plans/ Price Frames</i>	<b>0.25</b>	<b>2.5</b>	<b>1.36</b>	<b>1.29</b>	<b>1.32</b>
<b>S1. Access to Information</b>	Searched for Information about State Policy and Legislation (%)	0%	100%	13.60%	14.40%	13.80%
	Received Information Needed about State Policy and Legislation (%)	0%	100%	11.82%	12.37%	11.62%
	Information Received Useful (%)	0%	100%	12.55%	12.72%	12.62%
	Information Received Reliable (%)	0%	100%	12.32%	12.69%	12.38%
	Did Not Pay a Bribe for the Information (%)	0%	100%	97.10%	97.61%	97.76%
	Reasonable Waiting Time for Information (%)	0%	100%	99.67%	99.87%	99.72%
<b>S2. Poverty Lists Transparency</b>	Poverty List Published in last 12 Months (%)	0%	100%	60.19%	59.29%	61.12%
	Type 1 Errors on Poverty List (% Disagree)	0%	100%	33.31%	34.99%	37.08%
	Type 2 Errors on Poverty List (% Disagree)	0%	100%	30.91%	30.33%	33.93%
<b>S3. Commune Budgets Transparency</b>	Commune Budget is Made Available (%)	0%	100%	42.11%	42.31%	45.38%
	Respondent Read Commune Budget (%)	0%	100%	28.78%	25.22%	25.35%
	Believe in Accuracy of Budget (%)	0%	100%	81.70%	80.25%	86.38%
<b>S4. Transparent Land Use Plans/ Price Frames</b>	Aware of Local Land Plans (%)	0%	100%	16.32%	13.89%	15.66%
	Comment on Local Land Plans (%)	0%	100%	4.49%	3.88%	4.67%
	Land Plan Acknowledges Your Concerns (%)	0%	100%	89.39%	84.92%	90.59%
	Impact of Land Plan on Your Family (1=no impact; 2=hurt my family/villagers; 3=Beneficial)	1	3	2.23	2.20	2.29
	Did not Lose Land as a Result of Land Plan	0%	100%	86.92%	84.08%	80.10%
	Compensation Close to Market Value (%)	0%	100%	36.96%	32.52%	31.94%
	Informed of Land Usage (%)	0%	100%	78.08%	79.05%	81.28%
	Land Used for Original Purpose (%)	0%	100%	85.73%	91.89%	86.80%
	Know Where to Go to Get Land Price Information (%)	0%	100%	52.81%	42.39%	46.08%

**Table A3: List of Indicators for Vertical Accountability Towards Citizens (Dimension 3), 2020-2022**

Dimension and Sub-Dimensions	Name of Indicator	Scale		National Mean Over Time (2020-2022)		
		Minimum	Maximum	PAPI 2020	PAPI 2021	PAPI 2022
<b>Total Dimension</b>	<b>Dimension 3: Vertical Accountability Towards Citizens</b>	<b>1</b>	<b>10</b>	<b>4.91</b>	<b>4.29</b>	<b>4.28</b>
<b>Sub-Dimension 1</b>	<b>Interactions with Local Authorities</b>	<b>0.33</b>	<b>3.3</b>	<b>2.02</b>	<b>1.99</b>	<b>1.97</b>
<b>Sub-Dimension 2</b>	<b>Government Responsiveness to Citizens' Appeals*</b>	<b>0.33</b>	<b>3.3</b>	<b>0.95</b>	<b>0.49</b>	<b>0.48</b>
<b>Sub-Dimension 3</b>	<b>Access to Justice Services*</b>	<b>0.34</b>	<b>3.4</b>	<b>1.94</b>	<b>1.81</b>	<b>1.83</b>
<b>S1. Interactions with Local Authorities</b>	Contacted Village Head (%)	0%	100%	29.14%	29.10%	26.69%
	Contact with Village Head Successful (%)	0%	100%	91.78%	91.08%	92.32%
	Contacted Commune People's Committee (%)	0%	100%	20.11%	17.67%	16.99%
	Contact with Commune People's Committee Successful (%)	0%	100%	90.27%	90.45%	90.36%
	Contacted Mass Organization (%)	0%	100%	12.27%	11.23%	10.02%
	Contact with Mass Organization Successful (%)	0%	100%	96.33%	93.68%	95.48%
	Contacted People's Council (%)	0%	100%	5.44%	4.65%	4.76%
	Contact with People's Council Successful (%)	0%	100%	93.68%	89.56%	90.65%
<b>S2. Government Responsiveness to Citizens' Appeals</b>	Actions Taken by Citizens (%)	0%	100%	22.40%	23.23%	21.50%
	Successful Actions of Citizens (%)	0%	100%	19.31%	20.23%	18.72%
<b>S3. Access to Justice Services</b>	Trust in Courts and Judicial Agencies (%)	0%	100%	88.38%	86.91%	86.79%
	Use of Local Courts when in Civil Disputes (%)	0%	100%	84.92%	73.90%	75.63%
	Use of Non-courts when in Civil Disputes (%)	0%	100%	4.46%	10.46%	11.02%

**Table A4: List of Indicators for Control of Corruption in the Public Sector (Dimension 4), 2020-2022**

Dimension and Sub-Dimensions	Name of Indicator	Scale		National Mean Over Time (2020-2022)		
		Minimum	Maximum	PAPI 2020	PAPI 2021	PAPI 2022
<b>Total Dimension</b>	<b>Dimension 4: Control of Corruption in the Public Sector</b>	<b>1</b>	<b>10</b>	<b>6.96</b>	<b>6.84</b>	<b>6.69</b>
<b>Sub-Dimension 1</b>	<b>Limits on Corruption in Local Governments</b>	<b>0.25</b>	<b>2.5</b>	<b>1.73</b>	<b>1.67</b>	<b>1.64</b>
<b>Sub-Dimension 2</b>	<b>Limits on Corruption in Public Service Delivery</b>	<b>0.25</b>	<b>2.5</b>	<b>2.06</b>	<b>2.01</b>	<b>2.00</b>
<b>Sub-Dimension 3</b>	<b>Equity in State Employment</b>	<b>0.25</b>	<b>2.5</b>	<b>1.22</b>	<b>1.21</b>	<b>1.15</b>
<b>Sub-Dimension 4</b>	<b>Willingness to Fight Corruption</b>	<b>0.25</b>	<b>2.5</b>	<b>1.95</b>	<b>1.94</b>	<b>1.90</b>
<b>S1. Limits on Corruption in Local Governments</b>	No Diverting of Public Funds (% in agreement)	0%	100%	68.92%	67.84%	66.20%
	No Bribes for Land Use Rights Certificates (% in agreement)	0%	100%	63.95%	59.99%	57.86%
	Frequency of Bribes for Land Use Rights Certificates (% of users)	100%	0%	46.46%	47.57%	44.86%
	No Kickbacks for Construction Permit (% in agreement)	0%	100%	64.59%	62.16%	60.85%
<b>S2. Limits on Corruption in Public Service Delivery</b>	No Bribes in Public District Hospital (% in agreement)	0%	100%	69.74%	66.27%	66.17%
	Frequency of Bribes at Public District Hospital (% of users)	100%	0%	44.24%	51.45%	48.15%
	No Bribes for Teachers' Favouritism (% in agreement)	0%	100%	73.91%	71.65%	70.89%
<b>S3. Equity in State Employment</b>	No Bribes for State Employment (% in agreement)	0%	100%	54.76%	53.27%	49.92%
	No Relationship for State Employment (a 0-5 point scale)	0	5	1.59	1.61	1.51
<b>S4. Willingness to Fight Corruption</b>	Corruption Had No Effect on Respondent (%)	0%	100%	97.47%	96.71%	96.81%
	Provincial Authorities Serious about Combating Corruption (%)	0%	100%	50.32%	48.13%	45.91%
	Denunciation Price '000s VND (Imputed)	0	150,000	26,012	26,425	31,001
	Victims Denunciated Bribe Request (%)	100%	0%	3.68%	5.03%	4.66%

**Table A5: List of Indicators for Public Administrative Procedures (Dimension 5), 2020-2022**

Dimension and Sub-Dimensions	Name of Indicator	Scale		National Mean Over Time (2020-2021)		
		Minimum	Maximum	PAPI 2020*	PAPI 2021	PAPI 2022
<b>Total Dimension</b>	<b>Dimension 5: Public Administrative Procedures</b>	<b>1</b>	<b>10</b>		<b>7.19</b>	<b>7.22</b>
<b>Sub-Dimension 1</b>	<b>Certification Procedures</b>	<b>0.33</b>	<b>3.4</b>		<b>2.40</b>	<b>2.44</b>
<b>Sub-Dimension 2</b>	<b>Land Title Procedures</b>	<b>0.33</b>	<b>3.4</b>		<b>2.31</b>	<b>2.32</b>
<b>Sub-Dimension 3</b>	<b>Personal Procedures</b>	<b>0.33</b>	<b>3.4</b>		<b>2.47</b>	<b>2.46</b>
<b>S1. Certification Procedures</b>	Applied for government certification service (%)	0%	100%	29.39%	27.92%	31.07%
	Total Quality of Certification Procedures (4 criteria)	0	4	3.85	3.76	3.81
	Satisfaction with Service on Certification Procedures (5-point scale)	1	5	4.28	4.18	4.18
<b>S2. Land Title Procedures</b>	Took Part in Procedures for Land Use Rights Certificates (LURC) (%)	0%	100%	11.35%	14.00%	12.72%
	Did not Use Many Windows for LURCs (%)	0%	100%	83.27%	78.05%	81.70%
	Received LURCs (%)	0%	100%	84.62%	82.41%	84.02%
	Total Quality of Land Use Rights Certificate Procedures (4 criteria)	0	4	3.50	3.42	3.37
	Satisfaction with Land Use Rights Certificate Procedures (5-point scale)	1	5	3.91	3.83	3.78
<b>S3. Personal Procedures</b>	Took part in personal administrative procedures at the commune level (%)	0%	100%	26.95%	27.06%	25.11%
	Did not Use Many Windows for Personal Procedures (%)	0%	100%	95.25%	94.49%	94.62%
	Total Quality of Personal Procedures (4 criteria)	0	4	3.58	3.43	3.46
	Satisfaction with Services on Personal Procedures (5-point scale)	1	5	4.21	4.21	4.16

**Table A6: List of Indicators for Public Service Delivery (Dimension 6), 2020-2022**

Dimension and Sub-Dimensions	Name of Indicator	Scale		National Mean Over Time (2020-2022)		
		Min	Max	PAPI 2020	PAPI 2021	PAPI 2022
<b>Total Dimension</b>	<b>Dimension 6: Public Service Delivery</b>	<b>1</b>	<b>10</b>	<b>7.06</b>	<b>7.74</b>	<b>7.52</b>
<b>Sub-Dimension 1</b>	<b>Public Health Care</b>	<b>0.25</b>	<b>2.5</b>	<b>1.99</b>	<b>1.97</b>	<b>1.94</b>
<b>Sub-Dimension 2</b>	<b>Public Primary Education</b>	<b>0.25</b>	<b>2.5</b>	<b>1.53</b>	<b>1.82</b>	<b>1.66</b>
<b>Sub-Dimension 3</b>	<b>Basic Infrastructure</b>	<b>0.25</b>	<b>2.5</b>	<b>2.06</b>	<b>2.01</b>	<b>1.97</b>
<b>Sub-Dimension 4</b>	<b>Law and Order</b>	<b>0.25</b>	<b>2.5</b>	<b>1.48</b>	<b>1.94</b>	<b>1.94</b>
<b>S1. Public Health Care</b>	Population with Health Insurance (%)	0%	100%	88.79%	89.58%	90.70%
	Quality of Health Insurance (4-point scale)	1	4	3.60	3.61	3.60
	Quality of Free Medical Care for Children (5-point scale)	1	5	4.21	4.29	4.20
	Poor Households Are Subsidized with Health Insurance (%)	0%	100%	78.45%	75.69%	74.75%
	Checks for Children Are Free (%)	0%	100%	75.70%	73.45%	72.93%
	Total Hospital Quality (10 criteria)	0	10	5.86	5.28	4.87
<b>S2. Public Primary Education</b>	Kilometre Walk to School	Min	Max	1	1	1
	Number of Minutes Travelling to School	Min	Max	8	8	8
	Overall Rating of Primary School (5-point scale)	1	5	4.16	4.21	4.19
	Total School Quality (8 criteria)	0	8	4.73	4.71	4.81
<b>S3. Basic Infrastructure</b>	Households with Electricity (%)	0%	100%	99.21%	98.04%	98.66%
	No Power Cut Over the Past 12 Months (%)	0%	100%	17.36%	22.60%	34.51%
	Quality of Road (1=All Dirt; 4=All Asphalt)	1	4	3.31	3.32	3.29
	Frequency of Garbage Pick-up (0=Never; 4=Every Day)	0	4	2.63	2.54	2.57
	Share Drinking Tap Water (%)	0%	100%	62.61%	58.14%	58.67%
	Share Drinking Unclean Water (%)	100%	0%	3.90%	4.34%	4.50%
<b>S4. Law and Order</b>	How Safe Is Locality (3=Very Safe)	1	3	2.30	2.32	2.32
	Change in Safety Over Time (%)	0%	100%	12.28%	11.66%	13.16%
	Crime Rate in Locality (% Victims of Crime)	0%	100%	9.05%	7.29%	6.67
	Feeling Safe Walking in the Day Time (3 = Very Safe)	1	3	2.34	2.35	2.36
	Feeling Safe Walking in the Night Time (3 = Very Safe)	1	3	2.05	2.07	2.08

**Table A7: List of Indicators for Environmental Governance (Dimension 7), 2020-2022**

Dimension and Sub-Dimensions	Name of Indicator	Scale		National Mean Over Time (2018-2022)		
		Min	Max	PAPI 2020	PAPI 2021	PAPI 2022
<b>Total Dimension</b>	<b>Dimension 7: Environmental Governance</b>	<b>1</b>	<b>10</b>	<b>3.56</b>	<b>3.59</b>	<b>3.46</b>
<i>Sub-Dimension 1</i>	<i>Environmental Protection</i>	<b>0.33</b>	<b>3.33</b>	<b>1.03</b>	<b>1.04</b>	<b>0.97</b>
<i>Sub-Dimension 2</i>	<i>Quality of Air</i>	<b>0.33</b>	<b>3.33</b>	<b>1.83</b>	<b>1.80</b>	<b>1.89</b>
<i>Sub-Dimension 3</i>	<i>Quality of Water</i>	<b>0.34</b>	<b>3.34</b>	<b>0.70</b>	<b>0.74</b>	<b>0.59</b>
<b>S1: Environmental Protection</b>	Firms in Locality Not Giving Bribes to Avoid Environmental Responsibility (% in agreement)	0%	100%	59.12%	59.45%	53.97%
	Citizens Report Environmental Problem if One Exists (%)	0%	100%	85.88%	83.93%	83.85%
	Provincial Government Responds Immediately to Environmental Concern (% in agreement)	0%	100%	56.68%	59.52%	69.13%
	Environmental Protection Being Given Priority over Economic Development (% in agreement)	0%	100%	72.60%	64.87%	56.85%
<b>S2: Quality of Air</b>	Not Wearing Masks to Avoid Polluted Air (%)	0%	100%	17.83%	19.05%	21.64%
	Rating of Air Quality as Good (%)	0%	100%	89.81%	88.80%	89.36%
	Better Air Quality than 3 Years Ago (%)	0%	100%	41.62%	39.31%	44.85%
<b>S3: Quality of Water</b>	Water from Nearby Waterways Good Enough to Drink (%)	0%	100%	4.54%	5.45%	3.03%
	Water from Nearby Waterways Good Enough to Wash Clothes (%)	0%	100%	15.00%	15.95%	10.22%
	Water from Nearby Waterways Good Enough to Swim (%)	0%	100%	17.43%	19.51%	12.87%

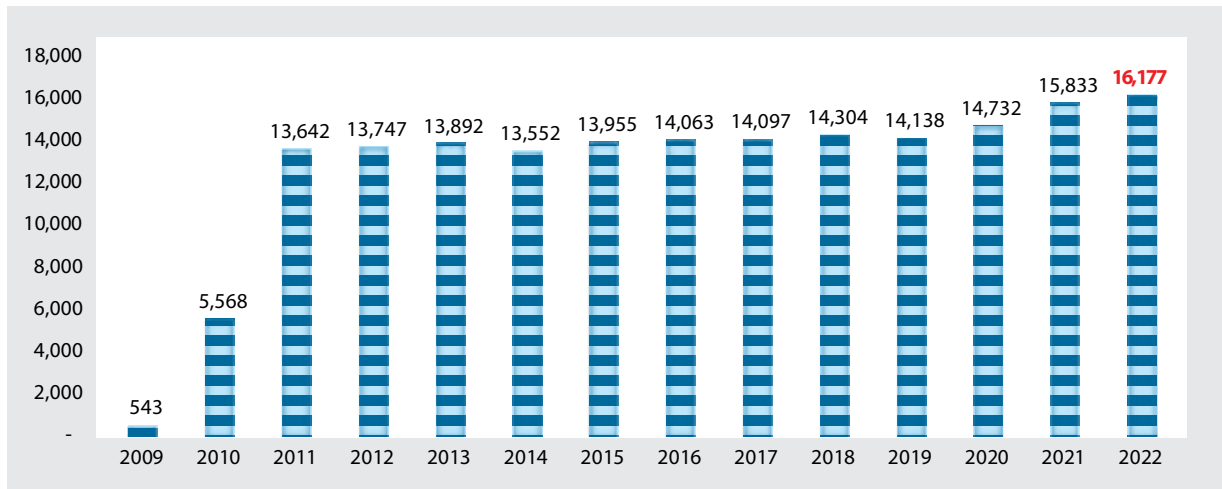


Table A8: List of Indicators for E-Governance (Dimension 8), 2020-2022

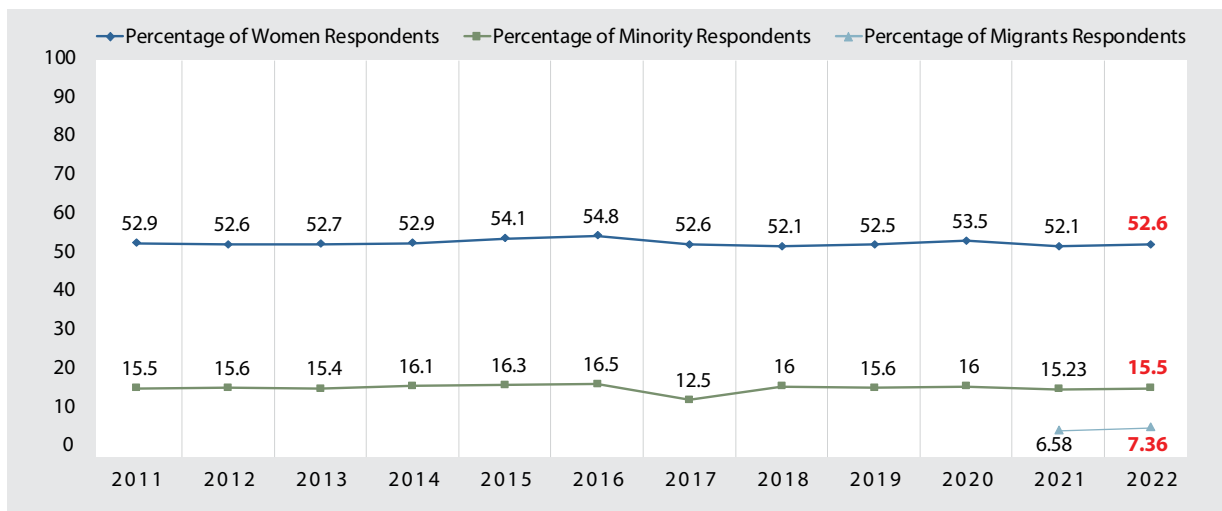
Dimension and Sub-Dimensions	Name of Indicator	Scale		National Mean Over Time (2020-2022)		
		Min	Max	PAPI 2020	PAPI 2021	PAPI 2022
<b>Total Dimension</b>	<b>Dimension 8: E-Governance</b>	<b>1</b>	<b>10</b>	<b>2.77</b>	<b>2.87</b>	<b>3.01</b>
<b>Sub-Dimension 1</b>	<b>Access to E-Government Portals</b>	<b>0.33</b>	<b>3.33</b>	<b>0.39</b>	<b>0.42</b>	<b>0.42</b>
<b>Sub-Dimension 2</b>	<b>Access to the Internet</b>	<b>0.33</b>	<b>3.33</b>	<b>1.97</b>	<b>2.03</b>	<b>2.18</b>
<b>Sub-Dimension 3</b>	<b>E-Responsiveness of Provincial Authorities</b>	<b>0.34</b>	<b>3.34</b>	<b>0.40</b>	<b>0.42</b>	<b>0.41</b>
<b>S1: Access to E-Government Portals</b>	Access to Adequate Information about Certification Procedures from Local E-Government Portal (% in agreement)	0%	100%	3.69%	4.32%	4.27%
	Access to Adequate Information about Land Use Rights Certification Procedures from Local E-Government Portal (% in agreement)	0%	100%	1.54%	2.00%	1.64%
<b>S2: Access to the Internet</b>	Access to Government Information from the Internet (% in agreement)	0%	100%	47.90%	46.75%	53.61%
	Access to the Internet at Home (% in agreement)	0%	100%	62.81%	67.77%	71.04%
<b>S3: E-Responsiveness of Provincial Authorities</b>	Proportion of Respondents Who Used Local Government E-Service Portal for Personal Papers (%)	0%	100%	2.24%	2.78%	2.60%
	Proportion of Respondents that Knows Provincial Website and Thinks It Is User-Friendly (%)	0%	100%	25.56%	31.20%	24.45%
	Proportion of Respondents Aware that Province Posted Draft Regulation for Comment (%)	0%	100%	46.86%	61.63%	56.59%

## Appendix B: Key Demographic Information about PAPI Respondents (2009-2022)

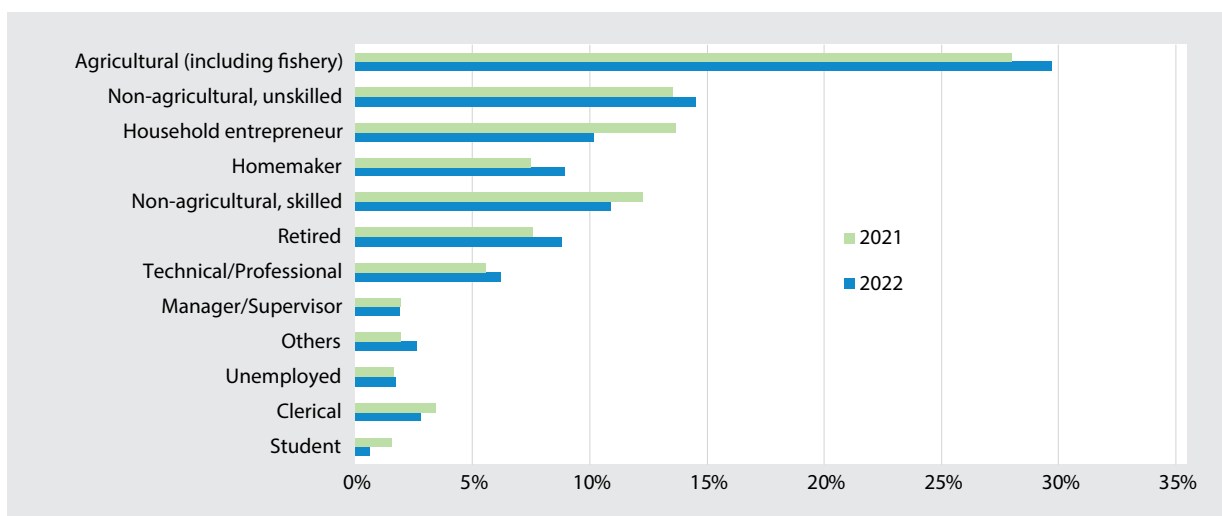
**Figure B1: Total Number of Respondents per Year, 2009-2022<sup>58</sup>**



**Figure B2: Key Demographic Trends, 2011-2022 (Percentage Share)**



**Figure B3: PAPI Respondents' Occupation, 2011-2022 (Percentage Share)**



<sup>58</sup> For more information about PAPI population demographics, visit <https://papi.org.vn/eng/bao-cao/>.

[www.papi.org.vn](http://www.papi.org.vn)

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