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# The Viet Nam Provincial Governance and Public Administration Performance Index Measuring Citizens' Experiences, 2018



Centre for Community Support and Development Studies



Centre for Research and Training of the Vietnam Fatherland Front



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# PAPI 2018

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

*Measuring Citizens' Experiences*

*10 Years of Listening to the Voices of Vietnamese Citizens*

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)

## APPRECIATION TO ALL THOSE WHO HAVE CONTRIBUTED TO PAPI DEVELOPMENT OVER THE PAST 10 YEARS\*

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# FOREWORD

This year marks the 10th anniversary of the Viet Nam Provincial Governance and Public Administration Performance Index (PAPI). Since the first year of the research programme in 2009, we the implementing organisations and our individual partners have searched for measurable aspects of governance, experimented with new research approaches, and overcome a variety of challenges.

The aims of the 2018 PAPI Report are threefold. First, it presents key findings at the national and provincial levels, identifies strengths and weaknesses in policy implementation, and suggests actionable measures based on the 2018 PAPI survey research. Second, because 2018 marked the third year of the 2016-2021 Government of Viet Nam term, the report provides information on how provincial governments performed in their third year in office and suggests what they can do better in the coming years from a citizens' perspective. Third, the report helps Viet Nam to identify areas that need greater attention as the country rolls out its national agenda for sustainable development towards 2030. In the same spirit as the 2030 Agenda for Sustainable Development that Viet Nam has committed to, PAPI puts citizens at the heart of the country's development.

Over time, stakeholders have come to trust in PAPI as an important source of research data and have become increasingly convinced of the power of the PAPI approach. These users of the PAPI results have in turn helped to make PAPI better known and received in Viet Nam. After a decade of implementation involving nearly 120,000 respondents from 63 provinces nationwide, PAPI has become established in the public view as a source of objective and quality indicators that helps government agencies and decision-makers at different levels to reflect on their performance in governance, public administration and public service delivery for the interest of Vietnamese citizens. PAPI facts and figures have been mentioned by heads of the Party, Government, National Assembly, ministerial agencies and mass organizations.

At this 10<sup>th</sup> anniversary, we the implementing agencies want to take the opportunity to acknowledge the significant financial contributions from PAPI donors, including the Government of Spain (from 2009-2010), the Government of Switzerland (from 2011-2017), the Government of Australia (from 2017) and the Government of Ireland (from 2018). We also have received widespread support from various stakeholders from the central to grassroots level, from donors and civil society organisations, from the mass media and ordinary citizens. The use and reception of PAPI findings from these diverse groups have been the source of inspiration for us to further develop PAPI.

To better reflect governance and public administration performance in Viet Nam over time, PAPI continues to be refined and renewed. For instance, this year's report introduces for the first time two new dimensions focused on e-governance and environmental governance—to gauge local governments' performance in progress related to the Industrial Revolution 4.0 and in responding to citizens' growing demands for environmental protection. In addition, the report provides baselines for citizens' experiences in obtaining information from the government—to inform enforcement of the 2016 Law on Access to Information that became effective in July 2018. It also establishes several indicators to provide information about citizens' access to justice services, to help government agencies at different levels review implementation of Resolution 49-NQ/TW of the Viet Nam Communist Party Politburo on judicial reforms towards 2020.

We will continue to make every effort to ensure that PAPI findings have an impact on the policy cycle—from policymaking to policy implementation. We are dedicated to creating a platform for citizens to leverage their active civic roles, and to bring to the fore citizens' voices and expectations for different aspects of Viet Nam's development and international integration. These strong commitments also mean that we have faced numerous challenges and opportunities from the first days of PAPI in May 2009. As we look back on this anniversary at the remarkable growth and impact of PAPI over the past decade, we also look forward with great expectations, knowing that the continued success of this unique monitoring tool is only possible with your continued constructive feedback and support.

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The 2018 report is co-authored by Ms Đỗ Thanh Huyền from UNDP; Dr Đặng Hoàng Giang and Dr Trần Công Chính from CECODES; Associate Professor of Political Economy Dr Edmund J. Malesky from Duke University (UNDP international consultant on governance measurement); and Dr Paul Schuler from the University of Arizona (UNDP international consultant on research quality control). Dr Quynh Nguyen of Princeton University contributed to the analysis in Chapter 2 of the conjoint experiment on environmental preferences in new investment projects. In addition, Ms. Trang Anh Do of Duke University provided research support for the creation of the PAPI sub-dimensions.

The team wishes to thank UNDP Viet Nam, in particular Ms Caitlin Wiesen, Resident Representative, Ms. Akiko Fujii, Deputy Resident Representative, and Ms Catherine Phuong, Head of Governance and Participation Team, for their managerial advice throughout the 2018 PAPI implementation cycle.

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PAPI has been guided by the PAPI Advisory Board composed of both national and international members (see the list of board members herein) who have great insights into Vietnamese public policies and practices and knowledge of international standards in the areas of participatory governance and public administration. The advisors have consistently played an instrumental role in making PAPI relevant and accountable to different beneficiaries.

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Field controllers played a critical role in the 2018 PAPI survey, including Nguyễn Thị Lan Anh, Tạ Kim Cúc, Đặng Phương Giang, Nguyễn Tuấn Hải, Nguyễn Thu Hiền, Nguyễn Công Hiến, Nguyễn Văn Hiệu, Nguyễn Văn Hùng, Lê Thế Lĩnh, Lê Văn Lư, Đinh Y Ly, Trịnh Thị Trà My, Hà Quang Phúc, Lê Minh Tâm, Vũ Chiến Thắng, Phạm Văn Thịnh, Trần Đình Trọng, Phan Lạc Trung, Nguyễn Hữu Tuyên, Trần Bội Văn, Nguyễn Lê Phương, Nguyễn Văn Thắng, Vũ Quang Điệp and Đặng Quốc Trung. These field controllers all deserve special mention as they ensured the data collection process was fully compliant with the strict PAPI procedures and standards throughout the survey period from 19 July to 6 November 2018 (see Figure D7 for villages the survey teams visited in 2018). Ms. Đỗ Thanh Huyền (UNDP), Dr Phạm Minh Trí and Dr Trần Công Chính (CECODES) conducted ad-hoc spot-checks of field surveys in a select number of provinces.

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In addition, thanks must go to the 280 enumerators who were selected from 1,184 university student and graduate applicants across Viet Nam. Without these young and enthusiastic interviewers, the data collection process could not have been completed. Special thanks go to CECODES collaborator Trần Vân Anh for her support in recruiting the enumerators following a rigorous process of enumerator selection and meeting strict PAPI research requirements.

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In celebration of the 10th Anniversary of the PAPI initiative, implementing partners are appreciative of PAPI funding partners over the past decade. Special thanks go to the Government of Spain for their funding for PAPI in its initial stage between 2009 and 2010; to the Swiss Agency for Development and Cooperation (SDC) for their generous funding from 2011 to November 2017; to the Department of Foreign Affairs and Trade (DFAT) of Australia for stepping in to fund PAPI from December 2017 to June 2021; to the Embassy of Ireland for their additional funding for the 2018-2021 period; as well as to UNDP in Viet Nam for their funding support since 2009.

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<sup>1</sup> In memory of Mr. Nguyễn Ngọc Dinh, who passed away on 7 March 2019 after a brave fight against cancer. Mr. Dinh helped negotiate many of the challenges facing PAPI, especially in the initial years of its development, to ensure it became a reality. PAPI exists in part thanks to Mr. Dinh.



**PAPI 2018**

**THE VIET NAM PROVINCIAL GOVERNANCE AND PUBLIC ADMINISTRATION PERFORMANCE INDEX**

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Note: The list is in alphabetical order by family name.

# SNAPSHOT OF PAPI FROM 2009-2018

<b>PAPI:</b>	<b>The Viet Nam Provincial Governance and Public Administration Performance Index</b>									
<b>Aims:</b>	PAPI aims to generate information that can improve the performance of local governments in meeting their citizens' needs by: (i) enabling citizens to benchmark their local government's performance and advocate for improvement; and (ii) promoting self-reflections for improvement, creating constructive competition, and promoting learning among local authorities.									
<b>Approach:</b>	Citizens are at the heart of Viet Nam's development. As "end users" of public administration and public services, they are fully capable of assessing the performance of central and local authorities and of supporting establishment of a state "of the people, by the people and for the people."									
<b>Beneficiaries:</b>	<ul style="list-style-type: none"> <li>• Vietnamese citizens</li> <li>• 63 provincial governments (including Provincial Party Committees, People's Committees, and People's Councils) and their district and commune affiliates</li> <li>• Relevant central agencies (the Viet Nam Communist Party, the National Assembly, and the Government and its ministries)</li> <li>• The media, mass organisations, and civil society organisations</li> <li>• The research community in Viet Nam and abroad</li> <li>• The international community</li> </ul>									
<b>What PAPI measures:</b>	<p>Eight dimensions, 28 sub-dimensions, more than 120 indicators, and more than 550 substantive questions about Viet Nam's policy matters covering:</p> <table border="0"> <tr> <td>1. Participation at Local levels</td> <td>5. Public Administrative Procedures</td> </tr> <tr> <td>2. Transparency in Local Decision-making</td> <td>6. Public Service Delivery</td> </tr> <tr> <td>3. Vertical Accountability Towards Citizens</td> <td>7. Environmental Governance</td> </tr> <tr> <td>4. Control of corruption in the public sector</td> <td>8. E-Governance</td> </tr> </table>		1. Participation at Local levels	5. Public Administrative Procedures	2. Transparency in Local Decision-making	6. Public Service Delivery	3. Vertical Accountability Towards Citizens	7. Environmental Governance	4. Control of corruption in the public sector	8. E-Governance
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3. Vertical Accountability Towards Citizens	7. Environmental Governance									
4. Control of corruption in the public sector	8. E-Governance									
<b>Method:</b>	Face-to-face interviews with citizens	<b>Duration:</b> 45-60 minutes per interview on average								
<b>Sampling and approach:</b>	International state-of-the-art methodological standards with probability proportional to size (PPS), and random selection; real-time tablet-based interviews (since 2015)									
<b>Where:</b>	<b>Across all 63 provinces and municipalities in Viet Nam since 2011, covering</b>									
	<ul style="list-style-type: none"> <li>• 207 districts (including 64 capital districts and PPS-sampled districts)</li> <li>• 414 communes (including district-seated communes and PPS-sampled communes)</li> <li>• 828 villages (including commune-seated villages and PPS-sampled villages)</li> </ul>									
<b>Who:</b>	<b>117,363</b> citizens from all demographic backgrounds (since 2009) <ul style="list-style-type: none"> <li>• <b>2018: 14,304 (52.95% women)</b></li> <li>• 2017: 14,097 (52.6% women)</li> <li>• 2016: 14,063 (54.8% women)</li> <li>• 2015: 13,955 (54.1% women)</li> <li>• 2014: 13,552 (52.9% women)</li> <li>• 2013: 13,892 (52.7% women)</li> <li>• 2012: 13,747 (52.6% women)</li> <li>• 2011: 13,642 (52.9% women)</li> <li>• 2010: 5,568 (30 provinces; 47.5% women)</li> <li>• 2009: 543 (3 provinces; 40.3% women)</li> </ul>	Samples representative of all ethnicities in Viet Nam (since 2010) <ul style="list-style-type: none"> <li>• <b>2018: Kinh 84.54%; non-Kinh 15.46%</b></li> <li>• 2017: Kinh 83.5%; non-Kinh 16.5%</li> <li>• 2016: Kinh 83.7%; non-Kinh 16.3%</li> <li>• 2015: Kinh 83.9%; non-Kinh 16.1%</li> <li>• 2014: Kinh 83.9%; non-Kinh 16.1%</li> <li>• 2013: Kinh 84.6%; non-Kinh 15.4%</li> <li>• 2012: Kinh 84.4%; non-Kinh 15.6%</li> <li>• 2011: Kinh 84.5%; non-Kinh 15.5%</li> <li>• 2010: Kinh 85.0%; non-Kinh 15.0%</li> </ul>								
<b>Implementing partners:</b>	<ul style="list-style-type: none"> <li>- United Nations Development Programme (UNDP)</li> <li>- Centre for Community Support and Development Studies (CECODES)</li> <li>- Centre for Research and Training of the Viet Nam Fatherland Front (VFF-CRT)</li> <li>- Real-Time Analytics (RTA)</li> <li>- Ho Chi Minh National Academy of Politics (HCMA) (<i>qualitative action research using PAPI</i>)</li> </ul>									
<b>Funding partners:</b>	<ul style="list-style-type: none"> <li>- The Government of Spain (2009-2010)</li> <li>- The Government of Switzerland (2011-2017)</li> <li>- The Government of Australia (2018-2021)</li> <li>- The Government of Ireland (2018-2021)</li> <li>- United Nations Development Programme in Viet Nam (2009-2021)</li> </ul>									
<b>Information gateway:</b>	Website: <a href="http://www.papi.org.vn">www.papi.org.vn</a> Twitter: @PAPI_Vietnam	Facebook: <a href="https://www.facebook.com/papivn">www.facebook.com/papivn</a> YouTube: <a href="https://www.youtube.com/user/PAPIVietNam">www.youtube.com/user/PAPIVietNam</a>								





# EXECUTIVE SUMMARY

This 2018 PAPI report presents findings from the eighth edition of the annual nationwide survey of the Viet Nam Provincial Governance and Public Administration Performance Index (PAPI)—a quantitative measurement tool that offers a comprehensive picture of how the government at the central and local levels have performed on an annual basis. It also marks the 10<sup>th</sup> year of the PAPI initiative since its introduction in 2009. This report captures experiences and perceptions related to the performance of local governments in governance and public administration in 2018 based on a survey of **14,304 citizens** with different demographic characteristics, randomly selected from all 63 provinces. It also sums up the statements of **117,363** citizens who have participated in rigorous face-to-face surveys since 2009 to share their experiences and assessments of the performance by the State apparatus from the central to commune levels.

Over the years, PAPI has provided data and evidence that reflect six core dimensions (areas) of government performance: (i) participation in elections and policymaking at the local level, (ii) transparency in decision-making, (iii) vertical accountability, (iv) control of corruption in the public sector, (v) public administrative procedures, and (vi) public service delivery. The index is revised as needed in response to policy changes and reforms, providing updated reviews of government performance that match citizens' needs and expectations in these dimensions. As a result, each of the core dimensions was refined in 2018, with some old indicators removed and some new indicators introduced to reflect policy changes.

Furthermore, as Viet Nam develops, new governance challenges have emerged, such as the need for environmental protection and the implementation of e-governance (using information and communication technology for delivering government services). Therefore, from 2018 onwards PAPI includes two new dimensions: (vii) environmental governance, and (viii) e-governance. These two dimensions focus on emerging areas of governance and public administration, and emphasize the participatory nature of governance, one that involves citizens at large (in addition to the State or other providers of public services). This includes citizen participation in every process of decision-making to protect the environment as a public good, and to develop e-government tools for public use.

The 2018 PAPI Report summarizes what national and provincial governments have done to improve their performance in governance and public administration and provides suggestions about how they can better serve their citizens over time. The report also highlights key changes made to the 2018 PAPI to respond to policy reforms at the national government level and concrete actions at the local government level. Provinces can refer to the "Core PAPI"—which refers to the six dimensions that have remained mostly the same since the first national survey in 2011—for progress and results over time, and to the 2018 PAPI for new aspects of governance that citizens provided feedback on in 2018. Below are highlights of the national trends and main findings from the 2018 PAPI Report, as well as implications for policy changes and practical actions



that national and provincial authorities can take to improve performance in governance and public administration.

## Overview of Governance and Public Administration Performance in 2018 and from 2011 to 2018

As Viet Nam develops, a wide range of new governance challenges in areas such as environmental protection and e-governance have emerged. Although these new challenges require new solutions, other long-standing issues persist. Anti-corruption efforts, public service delivery, administrative procedures simplification, transparency, and government responsiveness remain as important as ever. In short, governance and public administration challenges in Viet Nam exhibit both continuity and change. These evolving trends create challenges and opportunities for PAPI, which must be flexible and adapt to new conditions. At the same time, to provide insights about improvements over time, the index must provide continuity. The first chapter of the report, therefore, provides information and analysis about both longer-term trends and emerging dimensions of governance.

**Continued positive trends in the performance of governments in the third year of the 2016-2021 term.** Results for the “Core PAPI” show that there was improvement, although at different rates, in all of these six dimensions in 2018. Three of the dimensions—Participation at Local Levels, Transparency, and Vertical Accountability—showed significant progress, while the other three—Control of Corruption in the Public Sector, Public Administrative Procedures, and Public Service Delivery—exhibited steady improvement.

**Coerced participation in local projects decreased.** The most significant improvement over time in the Core PAPI dimension of Participation at Local Levels involves decreased use of pressure to force citizens to contribute to local projects either financially, in-kind or with their labour. Findings from the report show that there has been a consistent decrease in the number of citizens reporting that they were forced by local officials to contribute to a project; about 50% of those contributing said they did so voluntarily in 2017 and 2018, up from an average of about 45% prior to

2017. This suggests that citizens have more freedom to decide if they wish to contribute to local projects.

**Progress was made in transparency of poverty lists and commune budgets and expenditures, but not in transparency in land use plans.** What stands out for the dimension Transparency in Local Decision-making (which includes the three core sub-dimensions of transparency in poverty lists, transparency in commune budgets and expenditures, and transparency in land use plans and price frames) is that there was a higher level of citizen satisfaction with transparency in how poverty lists were formulated in 2018, and in transparency of commune budgets and expenditures. However, transparency in land use plans remains an important issue for local governments to improve. One critical issue pertaining to transparency in land use plans is that over time, less than one-fourth of the population was able to access information about local land use plans and less than one-third had opportunities to provide comments.

**There were more direct interactions between citizens and local government officials.** The third dimension, Vertical Accountability, underwent the most change in 2018. Only one sub-dimension—Interaction with Local Authorities—remains constant. Findings from this sub-dimension shows that more citizens reported that they had interactions with village leaders and commune officials in 2018 than in 2017.

**There was less corruption in the provision of health care and education services, but levels of bribery remain constant in state employment, use of public funds, and land titling.** Key findings from the Control of Corruption in the Public Sector dimension, which remains constant over time, show that citizens were less likely to observe corruption in provision of health care and education services, and in hiring for local government positions. The data also indicate that the percentage of respondents agreeing or somewhat agreeing with the statement that they had to pay a bribe in 2018 for state employment, public health care services, primary education, or construction permits maintained its decline since 2017. However, concerns about bribery for land use rights certificates (LURCs) and public officials’ diversion of public funds remained constant over the two years.



**Citizens perceived a greater decrease in corruption at the commune level than at higher levels of government.** While citizens across all groups of citizens were more likely to say that corruption had decreased than increased, there are large differences by administrative level. While nearly 60 percent of citizens said that corruption at the commune level had decreased in the past three years, the proportion dropped to less than 50 percent when citizens responded to the same question about corruption at the national level. Also, corruption emerged as one of the top three issues of greatest concern in 2018.

**Noticeable improvements were made to land titling services.** Quality of services related to Public Administrative Procedures is another dimension that PAPI has tracked since 2011. Findings from this dimension reflect slight improvements in 2018, particularly regarding the administrative services for LURCs. This, combined with some improvement in land transparency, suggests that while much work remains to be done to enhance land governance performance, noticeable gains have been made.

**Performance improved in provision of basic public services, except for primary education.** The sixth core PAPI dimension—Public Service Delivery—reveals a significant divergence between different basic services. The Public Health sub-dimension, for example, saw continued improvement in 2018, largely thanks to the increased number of respondents accessing health insurance; the rate rose from 80 percent in 2017 to 87 percent in 2018. Scores in the Basic Infrastructure sub-dimension, which includes garbage collection, road quality, electrification, and drinking water quality, also improved dramatically in 2018. Compared to the other public services, public primary education saw some decline, which was mainly due to lower satisfaction with the quality of primary schools and of primary education.

**More citizens were concerned about water quality than air quality, with citizens showing strong support overall for environmental protection.** Concrete findings from the new Environmental Governance dimension suggest that more citizens were concerned about water quality than air quality in 2018 compared to prior years. More than half of the respondents said water quality had worsened in the past three years, while about 36 percent said air quality had declined over the

same period. Also, the percentage of respondents preferring environmental protection to economic development at all costs increased from 69 percent in 2016 to 74 percent in 2018.

**A large gap remains between the number of citizens using the Internet and those accessing e-government portals.** Findings from the new E-Governance dimension show that the percentage of respondents who access news on the Internet surged from 28 percent in 2017 to 38 percent in 2018. Fifty-three percent of respondents said they had Internet access at home, an increase of more than 15 percent from 2017. However, the percentages of respondents using government e-portals for administrative procedures and services remained extremely low, ranging from about 1 percent (for construction permit procedures) to 4 percent (for certification procedures), although some increase could be seen from the 2017 figures.

**Overall, despite progress in some areas, significant room for improvement remains.** As findings from the six Core PAPI dimensions show, governance and public administration performance in 2018 improved across a wide range of aspects, while challenges remain in important areas such as voluntary participation, land transparency, corruption in state employment, land use rights certification and public primary education. Similarly, findings from the new dimensions of Environmental Governance and E-Governance show that there are opportunities for increased efforts in these areas. Because air, water and environmental pollutants are both endogenous and heterogeneous in nature, provincial governments can partner with neighbouring provinces to find common solutions besides simply implementing local measures to prevent environmental pollution in their provinces. Lastly, the more citizens receive access to the Internet, the higher their expectations are for strengthened e-governance and better access to online facilities for administrative procedures to reduce transaction costs, including informal costs.

## Issues of Greatest Concern in 2018 from the Perspective of Citizens

The second chapter provides findings about issues of great importance for Vietnamese citizens and the Government. While noting that the sharpest increases in 2018 compared to previous years were



in concerns about corruption, economic growth, law and order, and education, Chapter 2 focuses on analysing economic inequality, environmental trade-offs and gender equality—to better understand citizens' expectations for the State in these areas.

**Poverty was the greatest concern in 2018.** While Viet Nam's economic growth rate in 2018 was reported to reach 7 percent, respondents continued to cite poverty as the top matter requiring additional efforts by the State. Poverty ranked first in the list of issues of greatest concern for the fourth year in a row (since 2015). Fears about falling back into poverty and concerns about the impact of poverty on overall national development were still the main reasons given for the continued importance of poverty reduction. Deeper analysis shows that income inequality was a key economic driver for poverty concerns. In terms of solutions, wealthier respondents are more likely to support paying taxes for redistribution of resources to poorer provinces.

**Strong preference for environmental protection, "clean" investors and greener energy.** In-depth analysis in this report shows that negative environmental impacts have a consistent effect on respondents' preferences for environmental protection across different societal groups. In general, Vietnamese citizens said they were willing to contribute to improved environmental conditions. Citizens also prefer environmentally "clean" investors over those that contribute comparatively more to job growth and local tax revenues but less to protecting the environment. In terms of willingness to pay for greener energy, reduced local air pollution and the ability to improve power generation were more important factors in citizens' support than mitigating climate change. Overall, the findings in this area suggest that environmental issues are critically important for Vietnamese citizens of all types.

**No strong preference regarding which gender should be in leadership roles, although some, especially women, showed biases towards men.** As gender equality is a high priority in Viet Nam's sustainable development agenda, the 2018 report examines public views regarding gender and leadership positions. Findings from the research show that a majority of voters have no preference for either male or female candidates. Among the minority who do have a preference, more are likely to prefer

men than women. This bias is most pronounced for political leadership positions, and, interestingly, is most pronounced among women.

**Implications.** Chapter 2 has important but nuanced policy implications for Viet Nam: poverty reduction, environmental protection and gender equality are important priorities within the agenda of continued support for high economic growth. Therefore, as the Government continues searching for solutions to poverty reduction and for higher economic growth, it should consider the types of policy options citizens would support.

Despite rapid declines in poverty and improvements in economic conditions, many Vietnamese—particularly those in lower income strata—remain concerned about poverty and the environment. As the government continues searching for solutions to poverty reduction and for higher economic growth, they should consider the types of policy options citizens would support. The option of taxation for redistribution to poorer areas tends to receive a high level of support among the wealthier and more educated respondents. With 90 percent of the population earning less than 20 million Viet Nam dong (VND) (equivalent to 862 US dollars (USD) per person per month, and a much smaller group of wealthier people, policy on tax-based redistribution should be well articulated and well designed so as to not to upset low-income earners.

Findings on environmental trade-offs also hint at the need for continued difficult juggling acts by the Government: citizens consistently prioritize environmental protection, even at the expense of economic growth. The desire for a secure power supply amidst the quest for cleaner energy to replace coal power plants poses another development challenge. This suggests that any decision-making processes for new investment projects and energy development need to incorporate deliberative consultation with the public to ensure that citizens' opinions regarding the trade-offs are fully and openly considered, and to avoid potential conflicts when the projects are carried out.

On the issue of gender equality, while some progress has been made toward equal rights to LURCs, much work remains to increase equal opportunities for both women and men in leadership positions. While the 2018 data show that a majority of citizens do not

have a gender preference when electing candidates to political leadership positions, a substantial minority express a preference for male candidates, and the greatest bias appears to be among female rather than male respondents. These findings highlight a great opportunity for more women to be elected to political positions, while also suggesting that more work needs to be done to end societal stigma against women, especially among female voters.

## Provincial Performance in 2018

### Overview of Provincial Performance in 2018

The third chapter analyses provincial performance in eight dimensions of governance and public administration. Of the eight dimensions, the six conventional (core) ones are Participation at Local Levels, Transparency in Local Decision-making, Vertical Accountability, Control of Corruption in the Public Sector, Public Administrative Procedures, and Public Service Delivery, and two new dimensions are Environmental Governance and E-Governance.

It is worth noting that major changes to the 2018 PAPI include three new sub-dimensions and several new indicators added to the composition of the index. Access to Information is a new sub-dimension in Dimension 2: Transparency in Local Decision-making. It provides baseline indicators to gauge the enforcement of the 2016 Law on Access to Information, which became officially effective from 1 July 2018. Another new sub-dimension is Local Governments' Response to Citizens' Appeals, part of Dimension 3: Vertical Accountability. This sub-dimension aims to measure the performance of local governments in responding to citizens when they express concerns about local government-related affairs. Access to Justice Services is also a new sub-dimension in Dimension 3. It provides baseline indicators to measure the performance of judicial services at the local level. Lastly, a few minor additions and removals were made to the composition of Dimension 1 on Participation at Local Levels, Dimension 4 on Control of Corruption in the Public Sector, and Dimension 6 on Public Service Delivery. As a result, comparison over time from 2016 to 2018—the first three years of the 2016-2021 Government term—is encouraged only for the indicators that were kept intact.

Findings from the 2018 PAPI survey presented in Chapter 3 indicate that provincial governments need to do a lot more to satisfy their citizens' expectations. There remains a significant disparity between the highest aggregated provincial score of 47.05 points and the potential maximum aggregated score of 80 points (on the scale of 10-80 points for all eight dimensions). This gap suggests that opportunities exist for further reforms and better implementation of policy by local governments as they strive to be more open, transparent, accountable, and responsive, and to act with integrity.

Dimensional results also show that each province has its own strengths and weaknesses; none of the 63 provinces excelled in all eight dimensions. For instance, Lang Son and Bac Giang were in the best performing groups in six out of the eight dimensions. Still, Bac Giang remained in the low-average performing group for the Vertical Accountability dimension. This suggests that no solution is best all provinces; local governments need to review each indicator to understand where they have performed well and where they need to improve, and then identify relevant solutions for each policy area included in PAPI.

Interestingly, regional patterns have been consistent over time in some dimensions, despite the changes made to the index in 2018. Northern provinces tend to do better in the areas of Participation at Local Levels, Transparency in Local Decision-making, and Vertical Accountability compared to southern provinces. On the contrary, more southern provinces perform better in the dimension Control of Corruption in the Public Sector. However, in the two new dimensions, northern provinces tended to perform better in E-Governance but do more poorly in Environmental Governance than their southern peers. Regional differences may suggest areas of focus for government agencies in charge of regional development, such as encouraging provinces within each region to focus on weak areas and/or to exchange information or experiences with provinces in other regions.

### Highlights of Provincial Performance by Dimension, 2018

**Citizen Participation at Local Levels.** Overall, scores for participation at local levels remained at the average level in 2018, as in previous years. Provincial



performance scores fall within a relatively narrow range, with the difference between the highest (6.16 points) and lowest (4.41 points) dimensional scores only 1.75 points. This implies that all provinces performed at the average level in engaging citizens in local government affairs. Northeastern and North Central provinces tend to perform better in enabling citizen participation at local levels than southern provinces.

Thai Binh was the best performer and Khanh Hoa the poorest in engaging citizens at the local level, based on the aggregated dimensional score. At the sub-dimensional level, Thai Binh was in the best performing group in all four sub-dimensions (i.e., Civic Knowledge, Participation Opportunities, Quality of Local Elections, and Voluntary Contribution).

**Transparency in Local Decision-making.** Overall, scores for this dimension were in the average range in 2018, with the provincial scores ranging from 4.55 to 6 points. There is only a small gap between the best performing and the worst performing provinces, implying that all provinces performed fairly similarly in transparency in local decision-making. The aggregate sub-dimensional score for the new Access to Information sub-dimension was only 0.81 points on the scale from 0.25 to 2.5 points, and as a result it contributed the least to the overall dimensional score. Data for this sub-dimension reveals interesting findings: very few respondents across all provinces said they searched for information about state policies (14 percent), while nearly 12 percent indicated they obtained what they looked for, and of those, only 12.5 percent found the information useful. Almost no respondents in Ha Giang found the information they obtained useful, while this proportion in Thai Nguyen was 27.5 percent.

Another low-scoring sub-dimension is Land Use Plans and Price Frames; the aggregate score was only 1.34 points. At the dimensional level, Thai Nguyen was the best performer. At the sub-dimensional level, Da Nang did best in the Access to Information sub-dimension, Nam Dinh in the Poverty List Transparency sub-dimension, Lang Son in the Commune Budgets and Expenditures' sub-dimension, and Thai Binh in the Land Use Plan and Price Frames Transparency sub-dimension.

**Vertical Accountability Towards Citizens.** Overall, Vertical Accountability dimensional scores remained at a low-average level in 2018, with provincial scores ranging from

4.31 to 5.6 points on the 1 to 10-point scale. The range between the best performing and the worst performing provinces is small, implying that provinces across the country performed similarly in vertical accountability. Northern provinces tend to perform better in this dimension than southern provinces, with 10 out of 16 of the best performers from the North.

At the dimensional level, Thai Nguyen was the best performer. It was also the best performer in the sub-dimension Access to Justice Services. For this new sub-dimension, the proportion of citizens saying they would use local courts for resolving civil disputes ranged from 77 percent (in Ho Chi Minh City) to 96 percent (in Hai Duong). Meanwhile, only about 4 percent said they would use non-court mechanisms, and more respondents in Quang Nam (10.5 percent) said they would opt for non-court solutions than elsewhere. In the Local Governments' Response to Citizens' Appeals sub-dimension, Ha Tinh and Quang Binh were the best performers, while their Central region peers, Thua Thien-Hue and Khanh Hoa, were the poorest performers.

**Control of Corruption in the Public Sector.** Overall, Control of Corruption in the Public Sector dimensional scores were at the above-average level in 2018, with provincial scores ranging from 5.52 to 7.61 points on the scale of 1 to 10. There is a large gap between the best performing and worst performing provinces, implying that provinces across the country performed at varying levels in controlling corruption in the public sector. Regional patterns in this dimension have been consistent over time; southern provinces tend to perform better than northern ones, with 10 of the 16 best performers in the South.

At the sub-dimensional level, Ben Tre, Vinh Long and Tay Ninh, all southern provinces, performed well in all four sub-dimensions. In particular, Ben Tre was the top performer in limits on corruption in public service delivery and willingness to fight corruption.

**Public Administrative Procedures.** Overall, dimensional scores in this area were at the high-average level in 2018, with the provincial scores ranging from 6.9 to 7.95 points on the scale of 1 to 10. The gap between provinces in this dimension is also narrow, implying that provinces across the country performed equally well in provision of public administrative procedures. Consistent improvement over time is evident for all four public administrative services, especially in land procedures,

though this area remained the weakest service in 2018 and over time. There are no clear regional patterns in this dimension, unlike in the first four dimensions, with the best performers more evenly distributed across the country.

At the sub-dimensional level, the gaps between the highest provincial scores and the maximum possible score of 2.5 points were narrower than they are in previous dimensions. Lang Son was the top performer in Government Certification Services with 2.04 points; Quang Ninh was the top performer in the Construction Permits and Land Procedures sub-dimensions, with scores of 2.01 and 1.98 points, respectively; and Tra Vinh was the top performer in Commune-Level Administrative Services for Personal Procedures.

**Public Service Delivery.** Overall, Public Service Delivery dimensional scores were at the high-average level, with the provincial scores ranging from 6.58 to 7.68 points on the 1 to 10-point scale. The gap between provinces in this dimension is also narrow, implying that provinces across the country performed equally well in provision of public services in primary education, health care, basic infrastructure, and law and order. In particular, there has been consistent improvement in public health care since 2016, reflected in better provincial scores in almost every indicator of this sub-dimension.

Results for some indicators of provincial performance in quality of public services are worth highlighting. For total quality of public district hospitals, Vinh Long scored highest at 7.85 points on the 1 to 10-point scale. On total quality of primary schools, Bac Ninh scored highest at 6.25 points, about double the score for Dak Lak on the same indicator. On victims of crime, Quang Binh, Binh Thuan and Binh Duong tend to be the most problematic provinces.

**Environmental Governance.** Overall, Environmental Governance dimensional scores were well below the average level in 2018, with provincial scores ranging from 3.54 to 6.74 points on the 1 to 10-point scale. The gap between provinces in this dimension is large, implying that citizens in different provinces enjoy quite varied environmental quality. Citizens in the Mekong Delta region and mountainous areas in the North tend to rate air and water quality better, and firms' seriousness with regards to environmental protection higher, than in other regions. The three centrally

governed municipalities of Hai Phong, Ho Chi Minh City and Ha Noi were in the poorest performing group for all sub-dimensions. So were Central Highlands provinces and industrial provinces like Binh Duong, Dong Nai, Vinh Phuc and Thai Nguyen.

At the sub-dimensional level, there were large differences between the highest and lowest scoring provinces, and also a significant gap between the scores of the best performing provinces and the maximum possible scores of 3.33 points for each sub-dimension. For instance, in the Quality of Water sub-dimension, Dong Thap received 1.83 points while Bac Ninh only received 0.34 points.

**E-Governance.** Overall, the E-Governance dimensional score was at a very low level, with the provincial scores ranging from 1.93 to 4.24 points on the scale of 1 to 10. The gap between provinces in this dimension is also narrow. This implies that e-governance remains a huge challenge, but also, therefore, represents an opportunity for provinces and users alike to improve implementation of e-governance policy. Regional patterns in this dimension are clear: better performing provinces were mostly in the North, with the geographic concentration greatest in the Access to E-government Portals sub-dimension.

At the sub-dimensional level, the gaps between the highest and lowest provincial scores were narrow, implying that provinces do not differ much in their performance. Among the five centrally governed municipalities, Da Nang and Ho Chi Minh City were the better performers. Da Nang scored the highest in both sub-dimensions, although the scores were very low at 0.77 points in the Access to Government Portals sub-dimension, and 3.47 points in the Access to the Internet sub-dimension.

### **Implications**

Local governments should pay attention to each of the PAPI indicators when seeking ways to respond to citizens' rising expectations. As shown in this report, citizens desire: more opportunities for increased participation in local decision-making; enhanced transparency and accountability; continued efforts to control corruption in the public sector; greater attention paid to managing the environment (the most problematic issue); and improved e-governance so that governments and citizens can interact virtually



to obtain basic information about public policy and public services.

Achieving all this requires both holistic and context-based policies and practical measures to help local governments in responding to citizens' desires for more participatory and inclusive governance. These measures may include, among others, regular and ad-hoc monitoring of local governments' performance (by both government and non-government entities), openness and responsiveness to feedback from citizens, and deliberative participatory processes to engage citizens in decision-making and policy implementation. Open government at all levels may be the next reform endeavour to meet the rising demand from Vietnamese citizens.

At the national level, State and government agencies at the central level should also consider what citizens are most concerned about (in addition to paying attention to specific citizen expectations for local government actions, which can inform central-level policy responses). As this report shows, while citizens are very optimistic about the economic situation of the country and their own households, they are (somewhat paradoxically) most concerned about poverty reduction, economic growth, corruption and the environment—all of which call for attention and action by the State.

Delving into the reasons for these views, there are several key conclusions that can be drawn based on the 2018 PAPI survey responses: citizens are concerned about rising income inequality, about embedded gender disparity within the State apparatus (a majority of citizens support both men and women filling positions of political power), and about systemic large-scale corruption and petty corruption as experienced by citizens. They also have a strong preference for environmental protection and

“clean” investment (as opposed to economic growth at all costs). The desire for greater participatory, transparent, accountable, clean, responsive, and environmentally friendly public institutions and policies is clear from citizens' feedback.

In this context, PAPI acts as a rigorous and objective “open platform,” enabling citizens to benchmark their governments' performance and advocate for improvement while creating constructive competition and promoting learning among local authorities in different aspects of governance and public administration. With the time series data, the PAPI partners have produced the annual reports providing multidimensional and comparative perspectives for central and local governments to review their performance at both the comprehensive and sector-specific levels.

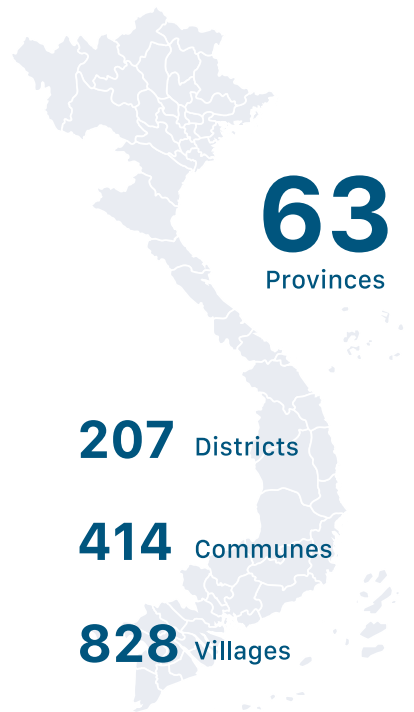
The PAPI findings have contributed to a variety of impacts over the years, and greater impacts are expected in the future. All 63 provinces have hosted local PAPI diagnostic workshops, and 59 of them have issued action plans, directives, official letters or resolutions to request that local government agencies respond to the citizen feedback generated by PAPI. In 2018 alone, at least 38 provinces issued new or renewed provincial responses with a one-year or three-year perspective, aiming at attaining higher citizen satisfaction with their performance. PAPI serves as a means of verification for better governance and public administration at the local level and also informs the policy cycle at the central level in Viet Nam. The data also provide necessary baselines for Viet Nam to review the implementation of the national 2011-2020 Socio-Economic Development Strategy and the Sustainable Development Goals towards 2030 and to plan for the 2021-2030 Socio-Economic Development Strategy.

## PAPI

aims to generate information that can **improve the performance** of local governments in meeting their citizens' needs by:

- (i) enabling citizens to **benchmark** their local government's performance and **advocate for improvement**;
- (ii) promoting **self-reflections** for improvement, creating **constructive competition**, and **promoting learning** among local authorities.

## AIMS



## 8 Dimensions

-  Participation at Local levels
-  Transparency in Local Decision-making
-  Vertical Accountability Towards Citizens
-  Control of corruption in the public sector
-  Public Administrative Procedures
-  Public Service Delivery
-  Environmental Governance
-  E-Governance

**28** Sub-dimensions

**550**

**Substantive Questions** about Viet Nam's policy matters

**120** Indicators

### Method

Face-to-face interviews with citizens



### Duration

~ 45-60 minutes per interview



## Sampling and approach

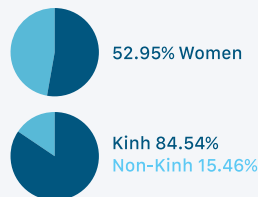
International state-of-the-art methodological standards with probability proportional to size (PPS), and random selection; real-time tablet-based interviews (since 2015).

2009-2018

**117,363** CITIZENS

Citizens from all demographic backgrounds  
Samples representative of all ethnicities in Viet Nam

**14,304**  
(2018)



## Development Philosophy

**Citizens are at the heart** of Viet Nam's development, fully capable of **assessing the performance** of central and local authorities









# 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. Over the years PAPI has collected the views of **117,363** randomly selected citizens about the country's performance in governance and public administration in various sectors, based on their direct interactions with local governments. In 2018 alone, **14,304** respondents shared their reflections based on interactions with public authorities over the prior year.

PAPI generates information about the actual performance of local authorities in meeting the expanding needs and expectations of citizens. By doing so, PAPI promotes self-reflection for improvement, creates constructive competition, and promotes learning among local authorities. In addition, PAPI acts as a rigorous and objective "open platform" that allows citizens to benchmark their local government's performance and advocate for improvements in different aspects of governance and public administration; aspects that are evolving as Viet Nam further develops economically and socially. PAPI also contributes to expectations that the governments at all levels will be more open and responsive to the feedback and expectations of citizens.

## What Does PAPI Measure?

PAPI is a quantitative measurement tool that offers a comprehensive picture of how central and provincial governments have performed on an annual basis. Over the years, PAPI has provided data and evidence that reflect six key dimensions of government performance in an evolving manner: (i) participation in elections and policymaking at the local level, (ii) transparency in decision-making, (iii) vertical accountability, (iv) control of corruption in the public sector, (v) public administrative procedures, and (vi) public service delivery. The index is revised in response to policy changes and reforms in order to provide up-to-date reviews and analysis of government performance and to "catch up" with society's needs and expectations in these areas. As a result, each of the dimensions was refined in 2018, with some old indicators removed and some new indicators added to reflect changes in policy and citizens' expectations.

As Viet Nam develops, a wide range of new governance challenges and opportunities, such as environmental degradation and leveraging technology for e-governance, have emerged. Therefore, from 2018 PAPI includes the two additional dimensions of (vii)



Environmental Governance,<sup>2</sup> and (viii) E-Governance.<sup>3</sup> These two evolving dimensions emphasize the participatory nature of governance that involves citizens at large (in addition to State/public service providers) in every process of decision-making to protect the environment as a source of public goods, and to develop e-government tools for public use.

PAPI is intended to serve as a means of verification for better governance and public administration at the local level, while also informing the policy cycle for the central level in Viet Nam. Ultimately, PAPI aims to assist different stakeholders to understand how governance and public administration performance changes over time at different levels, and suggests ways to address remaining bottlenecks and challenges that affect the sustainable development of Viet Nam.

### What are the Key Outputs of PAPI?

PAPI has contributed to large and increasing impacts, and this has inspired the continuation of this important project. To date, every province has hosted or convened a PAPI diagnostic workshop. Of the nation's 63 provinces, 59 have issued action plans, directives, official letters and/or resolutions to request that local government agencies respond to citizen feedback obtained through PAPI (see Appendix A). The latest to do this were Kiên Giang, Hải Phòng, Tuyên Quang, Tiền Giang, Hòa Bình, Hà Nam, Điện Biên, Hưng Yên and Nam Định. In 2018 alone, 38 of these 59 provinces issued new or renewed provincial responses to PAPI findings with a one- or three-year perspective, aiming at attain higher citizen satisfaction with their performance. Four provinces—Cao Bằng, Long An, Sóc Trăng and Tây Ninh—have not issued action plans but have convened discussions and given direction to government agencies at the grassroots level to improve their performance. In some provinces,

localization of PAPI tools is taking place. For instance, Quảng Ninh Province has developed a district-level PAPI monitoring tool to measure the whole province. Đồng Nai has followed up on PAPI findings with a local initiative to measure users' satisfaction with public administrative services, using the PAPI approach to use of real-time surveys (see Box 1). These are some examples of how PAPI has served as a means of verification for better governance and public administration at the local level, while also informing the policy cycle for the central level in Viet Nam.

The PAPI reports and data have been used extensively by government agencies, development partners, civil society organisations, the media and researchers. The 2017 PAPI Report national launch attracted more than 600 participants from government and donor agencies, non-governmental organisations and the media, including representatives from 59 out of 63 provinces. Over the year, PAPI findings and data have been cited as evidence by ministers of key ministries/agencies like the Government Inspectorate, the Ministry of Natural Resources and Environment,<sup>4</sup> and the Ministry of Health,<sup>5</sup> as well as by National Assembly delegates in different query sessions.<sup>6</sup> More importantly, PAPI has been mentioned by high-level officials from the Communist Party of Viet Nam, Government of Viet Nam, and National Assembly. For instance, Prime Minister Nguyễn Xuân Phúc, during his missions to different provinces and cities (including Ha Noi, Soc Trang, Ninh Binh, Phu Yen, Thua Thien-Hue, Bac Ninh, Thanh Hoa, and Hau Giang), requested that the provincial governments maintain and/or improve their performance, and thus achieve higher PAPI scores. In addition, the National Assembly Library has been sharing PAPI reports with parliament members over the past several years to bring PAPI findings to the table for discussions related to the May

2 See Asia-Pacific Institute of Management and United Nations Development Programme (2018) for insights into the importance of participatory environmental governance in settlement of environmental disputes in Viet Nam.

3 In the United Nation's E-Government Index 2018 (United Nations Department for Economic and Social Affairs, 2018), Viet Nam was 88th in the E-Government rankings. One of the factors that makes up this index is the e-participation rate, which takes into consideration the availability of online information, online public consultation, and online involvement of citizens in decision processes. Viet Nam was grouped in the second quartile, or the "High-EPI" performing group.

4 See MONRE's focus for 2018 as presented in the minister's statement (available at <https://bnews.vn/bo-truong-tran-hong-ha-trong-tam-2018-la-doi-moi-hoan-thien-chinh-sach-phap-luat/76461.html>) and in the ministry's half-year review (available at <http://moitruongachau.com/vn/bo-tai-nguyen-va-moi-truong-trien-khai-nhiem-vu-6-thang-cuoi-nam-2018.html>).

5 Minister of Health Nguyen Thi Kim Tien referred to PAPI findings in her testimony on the quality of health insurance and health services at the National Assembly Committee for Social Affairs.

6 For instance, National Delegate Nguyen Thanh Hai quoted PAPI findings as evidence for some progress made in anti-corruption in 2017 at the National Assembly Standing Committee meeting on 15 May 2018.

2018 National Assembly session. Also, the media, mass organisations and non-governmental organisations have used the wealth of PAPI data to demand more accountability from the government, and to inform their development and business strategies.

Additionally, the Ho Chi Minh National Academy of Politics (HCMA) have been proactively using PAPI in its public policy trainings for public officials at the national and provincial levels. A PAPI module has been added to HCMA high-level trainings focused on preparing public officials for the 2021-2016 Administration (scheduled to start from 2019), and a PAPI methodology curriculum has been introduced into its regular research methodology training. These

new applications will add to the effects of PAPI on prospective central policymakers and provincial leaders before the 2021 national election.

In addition, PAPI has provided data on how Viet Nam has done in implementing the 2030 Agenda for the Sustainable Development Goals (through indicators that PAPI measures), not only for reporting by the UN but also for the Government's report to the UN.<sup>7</sup> Recently, PAPI was highlighted by the World Bank as a tool to assess how citizens view access to information in Viet Nam,<sup>8</sup> and at the International Conference on Sustainability and Development 2018 at the University of Michigan in the United States.<sup>9</sup>

### Box 1: Timeline of Dong Nai's Responses to PAPI Findings

2010 – 2013	PAPI not mentioned in any public communication of the province
20 March 2014	<a href="#">Report capturing Provincial Competitiveness Index (PCI) and PAPI findings</a> submitted to the Chairperson of the Provincial People's Committee by the Department of Home Affairs to call for actions in response to poor performance as reported by citizens in the province.
26 May 2016	Provincial leaders met to discuss ways to improve performance, thus gaining higher PAPI, PCI and Public Administration Reform (PAR) Index scores.
13 July 2017	Dong Nai convened <a href="#">the first ever PAPI diagnostic workshop</a> , with UNDP providing analysis of 2016 PAPI findings for the province and HCMA sharing experiences of other provinces. During this period, Dong Nai was calling for innovative ideas from businesses and the public on how to further reform administrative procedures.
24 July 2017	The Dong Nai Provincial People's Committee issued Directive No. 7213/UB-HC on implementation of measures to improve provincial and public administration performance, in order to achieve higher PAPI scores. Provincial and district agencies followed up with their sectoral and local action plans to roll out the measures. See <a href="#">the action plan by the Department of Science and Technology</a> , dated 15 August 2017, as an example.
6 August 2017	Dong Nai convened <a href="#">its advisory meeting</a> to hear from UNDP and HCMA on how to improve their performance from commune to provincial levels. At the meeting, Dong Nai provincial leaders requested heads of agencies in the province to hear and act upon citizen feedback to improve their performance.
4 April 2018	Dong Nai provincial leaders attended the launch of the 2017 PAPI Report and reported immediately to citizens about how the province performed in 2017 via the province's <a href="#">own public administration reform website</a> .
17 September 2018	Dong Nai Province launched <a href="#">its first-ever real-time surveys to obtain citizen feedback, based on the PAPI model</a> . The surveys, which asked about the quality and performance of one-stop shops from provincial to commune level, were developed <a href="#">with substantive advice from UNDP and assistance from Real-Time Analytics</a> , a PAPI partner.
September – December 2018	Dong Nai kept track of the findings from its real-time survey tool, and informed the public about how <a href="#">the PAPI-like survey</a> on one-stop shop performance works.
28 December 2018	Dong Nai launched the 2018 Report No. <a href="#">14443/BC-UBND</a> on Citizens' Satisfaction with Administrative Services from Provincial to Commune Levels.

7 See Viet Nam's Voluntary National Review on the Implementation of the Sustainable Development Goals, 2018, and Government of Viet Nam (2018).

8 See James Anderson (28 September 2018).

9 See <https://umsustdev.org/wp-content/uploads/2018/11/SDC-Program-Final.pdf>



## What Informs PAPI and the 2018 PAPI Report?

As observed in the 2017 PAPI Report, data-driven policymaking continues to develop in Viet Nam. Feedback from businesses and citizens has gained much greater attention from the State and government agencies at the central and local levels.<sup>10</sup> More importantly, the State and central government agencies have responded better to non-government sources of governance data. The impact of the two largest annual nationwide surveys—PAPI by UNDP and its implementing partners, and the Provincial Competitiveness Index (PCI) by the Viet Nam Chamber of Commerce and Industry (VCCI)<sup>11</sup>—is increasing.

The core principal of using external tools to provide data and evidence for assessment of the performance of State and public agencies has been officially recognised in important national policies and reports. In the Conclusions of the Viet Nam Communist Party Committee's National Congress in October 2017,<sup>12</sup> *independent monitoring* was emphasized as a mechanism to review the performance of public service providers, in addition to the emphasis on strengthening transparency and vertical accountability of authorities. This shows that evidence-based policymaking and efforts to improve performance through mechanisms to collect and reference feedback from citizens and businesses have been placed at the core of Viet Nam's efforts to attain better governance and improve the Government's performance. In addition, PAPI and PCI have been recognized by the Government of Viet Nam as sources of evidence to monitor Viet Nam's progress in implementation of the Sustainable Development

Goals, especially Goal 16 to “promote a peaceful, fair, just, equitable, and equal society for sustainable development, provide access to justice for all and build effective, accountable, and inclusive institutions at all levels.”<sup>13</sup>

Furthermore, 2018 is the third year of the current Government term (2016-2021), a period that has seen important institutional shifts in response to continued internal Government rearrangements and ad-hoc changes in the leadership. Resolution No. 19-TW of the XII Central Communist Party Committee' Plenum in October 2017 calls for continued reforms to the personnel of State agencies and to the organisational system to make them leaner, more effective and self-sustaining.<sup>14</sup> In the last quarter of 2018 there was an ad-hoc change to the position of the President: the General Secretary would take on the role from October 2018, following the eulogy to the late President in September. Public speculation about the recentralisation of power was widespread, to the point that the General Secretary had to make a statement indicating that the dual role was “situational.”<sup>15</sup> These developments may have had an impact on citizens' responses to the 2018 PAPI survey.

In addition, access to information as a right has been strengthened thanks to the issuance of the 2016 Law on Access to Information, which came into effect on 1 July 2018. The law mandates that public agencies and public institutions disclose information that are not state secrets. It sets the foundation for a systematic approach to transparency, vertical accountability and access to information in Viet Nam. This law informed development of the new sub-dimension on access to information (in Dimension 2: Transparency in Local Decision-making) first used in 2018, and the findings on this sub-dimension are expected to create baselines for monitoring the law's implementation over time.

The year 2018 also witnessed scaled-up efforts—in policy and practice—to combat grand corruption at the national level, as well as calls for controlling petty corruption in everyday operations of the public sector.

10 A number of large and small-scale businesses and citizen satisfaction surveys have been conducted since the mid-2000s in a few provinces (e.g., Ho Chi Minh City, Da Nang) with support from international donors. Since 2014, more monitoring and evaluation tools have emerged at the central level. The Public Administration Performance Index (PAR-Index) was initiated by the Ministry of Home Affairs in 2014, the Provincial Anti-corruption Assessment Index (PACA) was initiated by the Government Inspectorate in 2016, and the Patient Satisfaction Survey was launched for the first time in 2018 by the Ministry of Health. Some provinces (e.g., Quang Tri, Quang Binh, Đồng Nai) started assessing public service quality through mobile telephone-based citizen feedback mechanisms (e.g., the M-Scores tools).

11 See PCI reports at <http://eng.pcvietnam.org/>.

12 See Voice of Viet Nam (11 October 2017).

13 See the Government of Viet Nam (2018), p. 80.

14 See the full text of Resolution No. 49-TW on the Ministry of Home Affairs website (accessed 21 December 2018).

15 See Voice of Viet Nam (8 October 2018).



Trials of influential high-level public officials involved in major corruption cases were widely covered by the media in 2018. The National Steering Committee on Anti-corruption reached the conclusion in 2018 that efforts to curb petty corruption at local and grassroots levels must go hand-in-hand with those targeting grand corruption at the central level.<sup>16</sup> In addition, discussions and conclusions regarding the amendments to the 2005 Law on Anti-corruption, which were approved by the National Assembly on 20 October 2018 (new provisions to the law will be effective from July 2019), were widely covered in the media. These may have shaped public awareness about high-level political will to address the systemic corruption problems facing both the public and private sectors in Viet Nam.

Another important governance matter that has constituted one of PAPI's sub-dimensions is the accessibility and quality of justice services provided at the local level. This is a continuation of the 2015 Viet Nam Justice Index<sup>17</sup> that UNDP, the Viet Nam Lawyers Association and other national partners developed in 2012 and conducted nationwide in 2014. The addition to PAPI of this new sub-dimension is expected to provide inputs for the review of the implementation of Resolution No. 49-NQ/TW on the National Strategy on Judicial Reforms in Viet Nam by 2020.<sup>18</sup> It will also provide information for the central and local governments on how judicial services work in their provinces from a citizens' perspective.

In addition, the 2018 PAPI includes the new E-Governance dimension. The development of e-governance has been recently confirmed as a national development priority in Viet Nam following 10 years of determination by the Government to invest in and develop information and technology to enable the operation of State agencies, as described in Decree No. 102/2009/ND-CP.<sup>19</sup> E-governance is

increasingly important given the technological progress globally and in Viet Nam, particularly the digitization of manufacturing often referred to as the Industrial Revolution 4.0. As reported by the National Assembly Committee on Justice, State expenditure on e-governance development was as high as 6 trillion VND per year over the period 2015-2017.<sup>20</sup> In the meantime, concern about cybersecurity has been growing. This is clear in the adoption of the 2018 Cybersecurity Law, and shows that cybersecurity is another national priority. This law may, in return, affect what information citizens can access using e-government tools. Indicators for the E-Governance dimension—which provide information on the experience of users with access to the Internet and e-government services—will help inform policymakers of the practical implications of these new policy priorities over time.

Finally, the 2018 PAPI for the first time incorporates a dimension on Environmental Governance. Environmental pollution and the quality of the environment citizens live in has become a significant public concern, as PAPI reports since 2015 have shown. This new dimension looks into how citizens experience air and water quality in their residential areas, and asks for their views on levels of compliance by investment projects with environmental protection requirements. The dimension sets some baselines to assist local governments in understanding citizens' environmental concerns over time. It also informs local governments about "hotspots" of environmental concern so that they can work towards addressing them. Because air, water and environmental pollutants are not constrained by administrative boundaries, provincial governments can consider partnering with neighbouring provinces to find common solutions to the challenges identified by this dimension, in addition to measures to prevent environmental pollution in their own provinces.

16 See Lao Dong (16 August 2018).

17 See VLA and UNDP (2016).

18 See Viet Nam Lawyers Association's link to the resolution: <http://hoiluatgiavn.org.vn/nghi-quyet-so-49-nqtw-ngay-02-thang-06-nam-2005-cua-bo-chinh-tri-ve-chien-luoc-cai-cach-tu-phap-den-nam-2020-d563.html> (accessed 21 December 2018).

19 See the full version of the decree at the Ministry of Information and Technology's website: [https://mic.gov.vn/Pages/VanBan/9831/102\\_2009\\_N%C3%90-CP.html](https://mic.gov.vn/Pages/VanBan/9831/102_2009_N%C3%90-CP.html)

20 See Tien Phong (17 November 2017).



## How is the 2018 PAPI Report Structured?

The 2018 PAPI Report contains three chapters. Chapter 1 covers overall national performance in the areas of governance and public administration in 2018, and includes a comparison with national trends in previous years (2016-2018). Chapter 2 takes a close look at what citizens viewed as important issues in 2018 and the policy implications of these views. Chapter 3 presents disaggregated findings for provinces in 2018 at the dimensional, sub-dimensional, and indicator levels, as well as time series comparisons for 2011-2018 for indicators that have remained the same over time. Chapter 3 closes with a dashboard summarizing provincial performance in all dimensions, providing provincial leaders and practitioners with a clear overview of what they have achieved and areas where they can improve more to further satisfy their citizens' expectations in the short and medium terms.

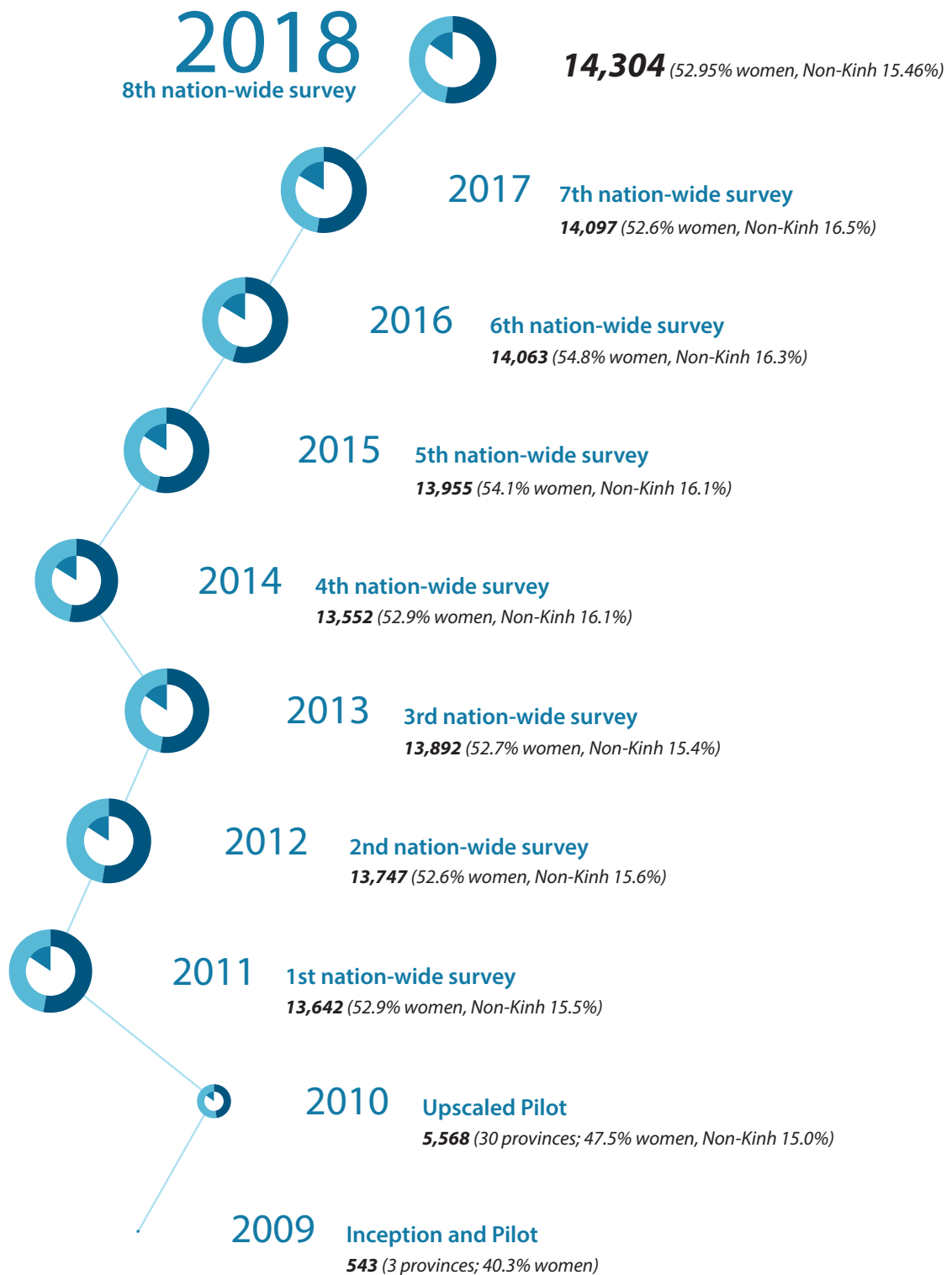
The report also includes four appendices. Appendix A provides an update of provincial responses to PAPI findings through the end of 2018. Appendix B provides data on how Viet Nam has done in terms of implementation of the 2030 Agenda for the Sustainable Development Goals, based on indicators that PAPI measured from 2016-2018. Appendix C presents the Basic Asset Index to capture household living conditions of the PAPI respondents from 2011-2018. Lastly, as in previous annual reports, Appendix D provides demographic characteristics of the 2018 PAPI sample, including data on gender, ethnicity, age, occupation, education level and disability, as well as a map of the 2018 PAPI field survey locations.

The report is accompanied by the website [www.papi.org.vn](http://www.papi.org.vn), which includes up-to-date and detailed provincial profiles, case studies, and policy responses.



# PAPI Timeline 2009 - 2018

10 Years of Listening to the Voices of Vietnamese Citizens









# CHAPTER 1

## OVERVIEW OF GOVERNANCE AND PUBLIC ADMINISTRATION PERFORMANCE IN 2018 AND OVER TIME (2011-2018)

### Overview

As Viet Nam develops, a wide range of new governance challenges have emerged, such as the growing need for environmental protection and leveraging technology for e-governance. However, while new challenges require new solutions, other long-standing issues persist. Anti-corruption work, public service delivery, administrative procedures simplification, and efforts towards greater transparency and government responsiveness remain as important as ever.

This evolving context of governance and public administration in Viet Nam creates challenges and opportunities for PAPI, which aims to reflect citizen concerns and track changes over time. PAPI must be flexible and adapt to new conditions, but at the same time the index must provide continuity in order to generate insights about longer-term trends and areas of governance that are improving (or deteriorating). This chapter addresses both areas of continuity and areas of change.

First, this chapter introduces and provides findings for the “Core PAPI,” which contains the indicators that make up the six PAPI dimensions that have stayed the same since the first national survey in 2011. This core index provides an assessment of how governance and public administration performance has changed over time in the areas measured by

the indicators comprising these six dimensions. As the Core PAPI shows, improvement was noticeable in 2018 in all six of these governance and public administration dimensions. An important trend in the context of recent national anti-corruption efforts is the increasingly positive evaluations by citizens of government performance in control of corruption in the public sector.

Alongside the Core PAPI, this chapter also assesses the two new dimensions—Environmental Governance and E-Governance—and provides a national overview of citizen views on these issues. Findings on environmental governance trends over the past three years shows that citizens are consistently concerned about environmental protection. Regarding e-governance, a dramatic increase in Internet access in Viet Nam in recent years suggests that the Government is wise to invest in e-governance resources.

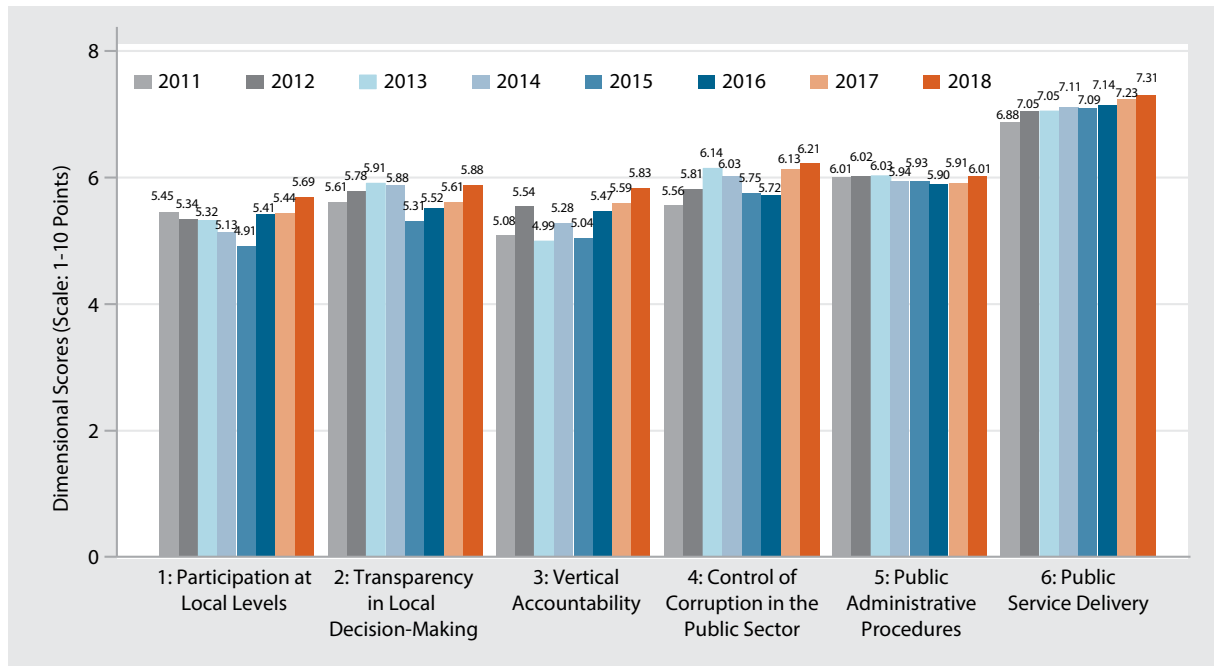
### National Trends in the Core PAPI from 2011 to 2018

Figure 1.1 shows national trends for the six dimensions of the Core PAPI since 2011. As noted above, the Core PAPI includes only indicators that have been used to construct sub-dimensions and dimensions every year since 2011. (See Chapter 3 for lists of indicators that are included in the Core PAPI dimensions). The results

show that there was improvement, although at different rates, in 2018 in all six dimensions. Significant increases were seen in the three dimensions of Participation at Local Levels, Transparency, and

Vertical Accountability, while steady progress is reflected in the other three dimensions—Control of Corruption in the Public Sector, Public Administrative Procedures, and Public Service Delivery.

**Figure 1.1: National Trends from 2011 to 2018 in the Core PAPI**



Notes: PAPI indicators were revised and refined every year; the Core PAPI presented above consolidates indicators that were maintained over time from 2011 to 2018. The exact numbers in this Figure 1.1 may differ from aggregate national figures presented in PAPI reports from 2011 to 2017.

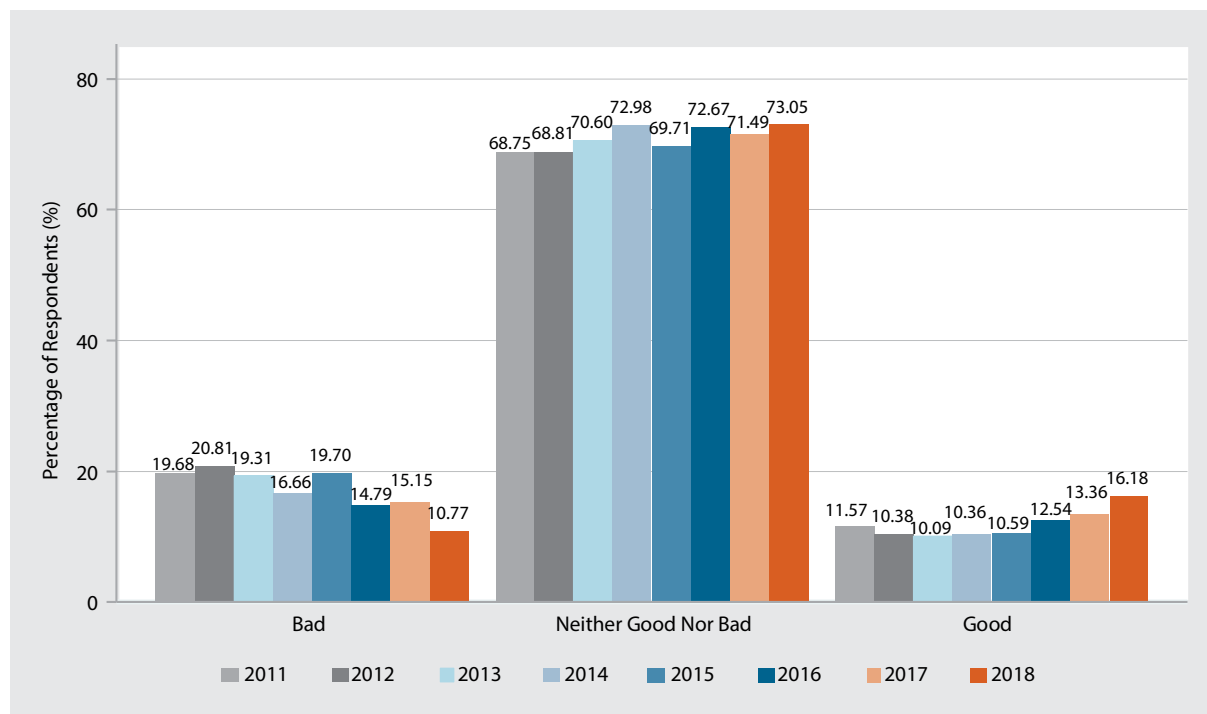
To understand some of the reasons for these changes, this chapter provides an analysis of the data for each of the dimensions. However, at the outset, it is important to note that some of the changes may be due to Viet Nam’s improved economic performance. In 2018, Viet Nam’s gross domestic product (GDP) growth rate was 7.08 percent, reported to be the highest since 2008, according to a recent report by the Government Statistics Office.<sup>21</sup>

This improvement in national economic conditions is reflected in the data about citizens’ perceptions of their household economic condition. Figure 1.2 shows a higher level of citizen optimism about their current household economic conditions. Although the vast majority continued to say that their household

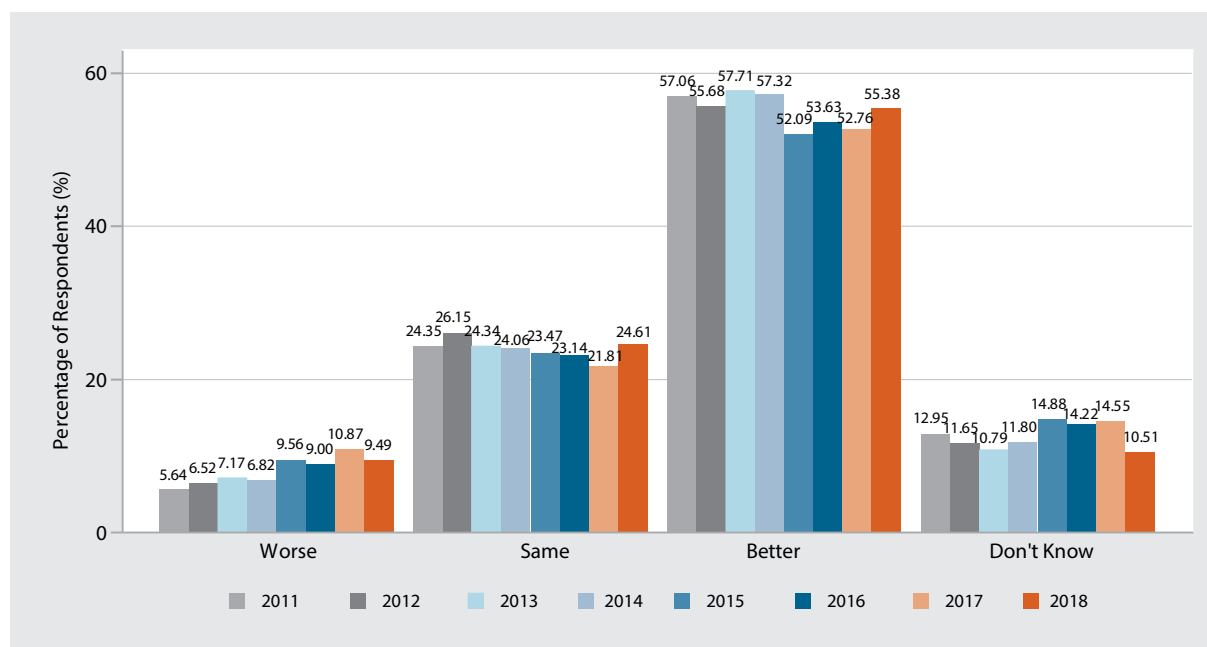
economic situation was neither good nor bad, there was a decrease in the percentage saying their situation was poor, and there was a clear increase in the percentage saying their situation was good. This matches the responses for this question over the past five years, with an increasing number of citizens saying their household economic situation had improved. It is also in line with the trends observed in the 2011-2018 Basic Asset Index presented in Appendix C. As Figure 1.3 shows, the year 2018 witnessed a clear jump in the percentage of citizens saying that they expected their household economic situation to improve in the next five years, alongside a remarkable drop in the number of those saying they expected their situation to deteriorate.

21 See Government Statistics Office’s report at <https://www.gso.gov.vn/default.aspx?tabid=621&ItemID=19037>

**Figure 1.2: Citizens' Perception of Current Household Economic Situation, 2011-2018**



**Figure 1.3: Perceived Economic Situation in the Next Five Years, 2011-2018**



In short, Vietnamese citizens across the board are optimistic about their household economic conditions. Importantly for the PAPI, this also correlates with citizens' assessment of government performance at different levels in governance and public administration. Additional analysis shows that

citizen satisfaction with the economy also correlates with their overall satisfaction with government, suggesting that citizen perceptions of governance heavily influenced by the state of the economy.<sup>22</sup>

<sup>22</sup> Statistical regressions show a correlation between citizens' evaluation of the economy and their views on governance in 2018.

Although optimism about the economic situation of households may impact citizens’ assessment of different aspects in PAPI, to understand the specific areas where citizens expressed the most satisfaction requires looking deeper into the data. This suggests that there is important information contained within the indices that may provide additional insight as to areas where Viet Nam has improved, and areas where more work needs to be done. To address this, the following sections look into each dimension more deeply.

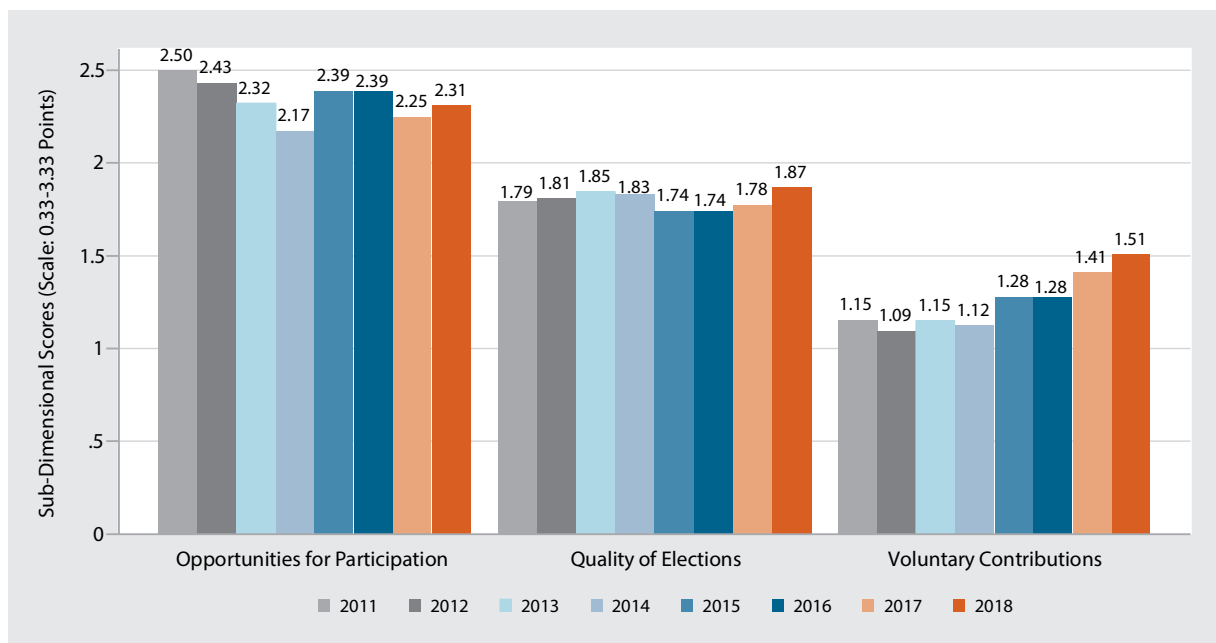
**Dimension 1: Participation at Local Levels**

The composition of Dimension 1 has changed substantially from previous years, so the core version of this dimension is based on a limited set of questions. The Opportunities for Participation sub-dimension looks at whether citizens were invited to vote in National Assembly, People’s Council and village elections. Because elections occur every five years for People’s Councils and every 2.5 years for village heads, this dimension tends to improve during national election years, when citizens are more likely to remember or recall their participation. This is clearly evident in Figure 1.4, which shows an increase in the Opportunities for Participation sub-dimension

in the election years of 2011 and 2016 compared to other years’ scores.

The sub-dimension Voluntary Contributions asks whether citizens were invited to make a voluntary contribution to a local infrastructure project, and whether they were invited to participate in the design and supervision of the project. This sub-dimension also reveals whether or not local officials use pressure to force citizens to contribute to a local infrastructure project financially, with in-kind contributions, or through their labour. As can be seen in Figure 1.4, this sub-dimension saw some improvement in 2017, which continued to 2018. In particular, deeper analysis of the 2018 PAPI data shows that there was a consistent decrease in the number of citizens reporting that they were asked by a village chief or local official to contribute to a project. About 50 percent of those contributing said they did so voluntarily in 2017 and 2018, which was up from an average of about 45 percent prior to 2017. This suggests some decreased use of pressure to force citizens to contribute. Overall, voluntary participation remains stable, while there has been a decrease in coerced participation.

**Figure 1.4: Trends in Participation at Local Levels in Comparable Sub-Dimensions, 2011-2018**

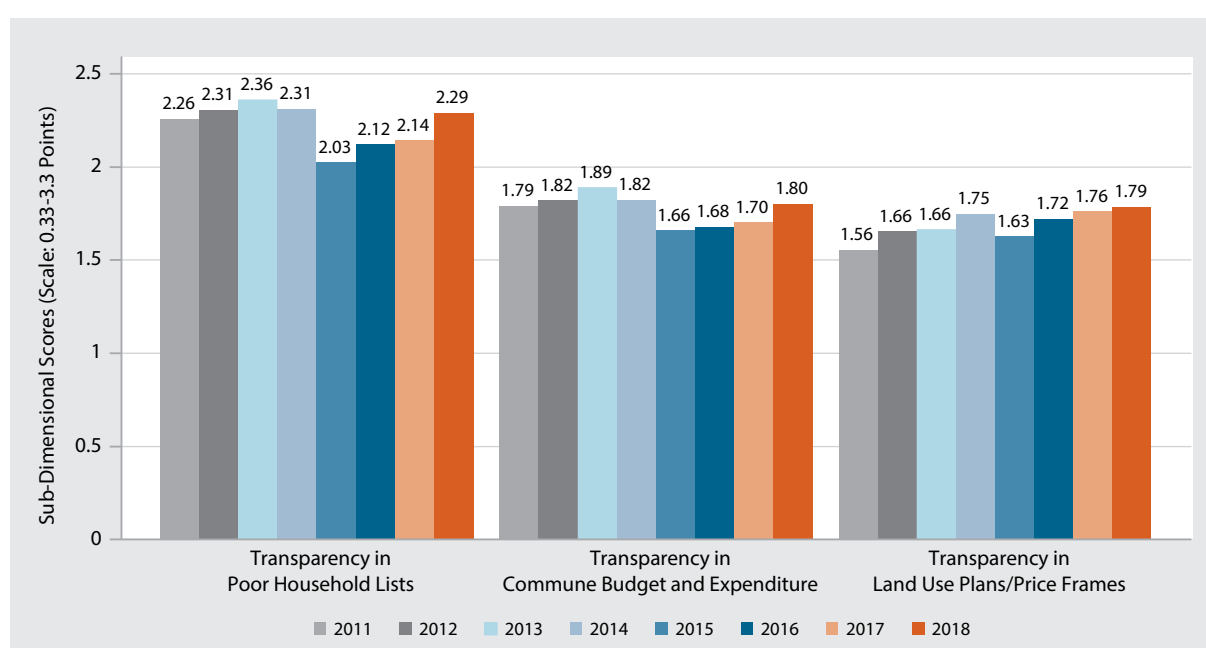


## Dimension 2: Transparency in Local Decision-making

This dimension was updated in 2018, most notably with the new sub-dimension Access to Information. The remaining three sub-dimensions measure Transparency in Poverty Lists, Commune Budget and Expenditures, and Transparency in Land Use Plans and Price Frames; these remained unchanged and thus can be compared over time. As Figure 1.5 shows, there was a higher level of transparency in how

poverty lists were formulated in 2018, indicating that citizens could get more information about the lists and that there was less intentional manipulation of the lists than in 2016 and 2017. Additionally, citizens noted improvements in commune budget and expenditure transparency. This means citizens were more aware of local budgets and expenditures. At the same time, the information was more readable and trustworthy. These are important improvements that speak to increasing openness at local levels.

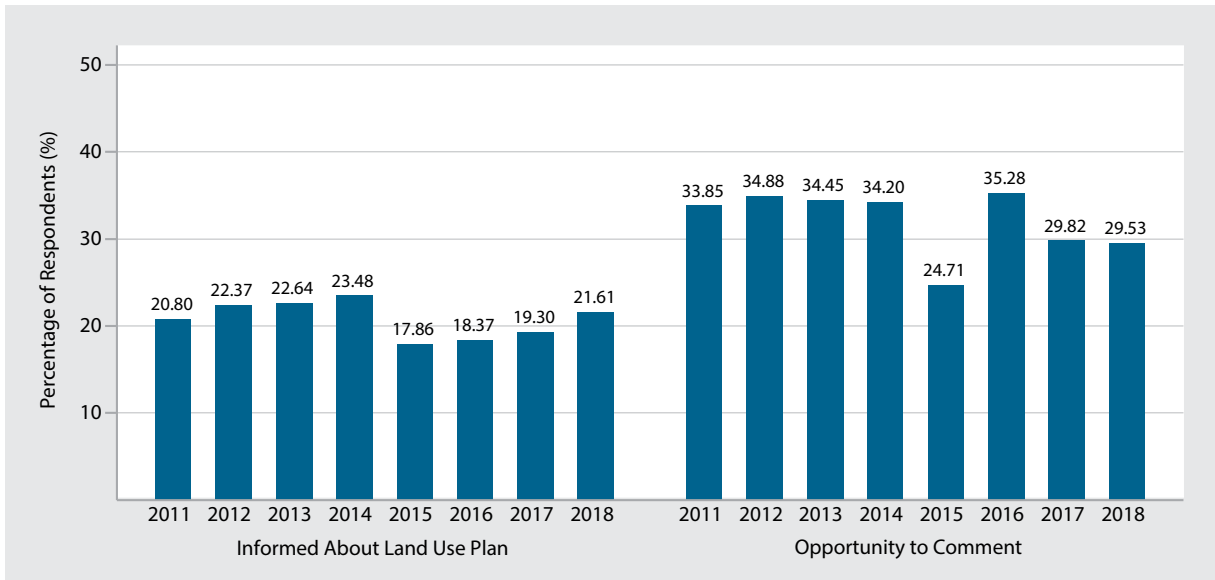
**Figure 1.5: Trends in Transparency in Local Decision-making in Comparable Sub-Dimensions, 2011-2018**



With the exception of 2015, there has been a general trend of rising scores in the transparency of land use plans and land price frames over the past five years since the 2013 amendments to the Land Law took effect. The consistently low aggregate score in this sub-dimension, however, signifies that land transparency remains an important area where local governments should improve. One critical and

pertinent issue with land transparency is that since 2011 less than one-fourth of the population has been able to access information about local land use plans and less than one-third have had opportunities to provide comments. The trend over the past few years, which continued in 2018, seems promising but the rate of annual improvement is modest. Figure 1.6 provides more details about this situation.

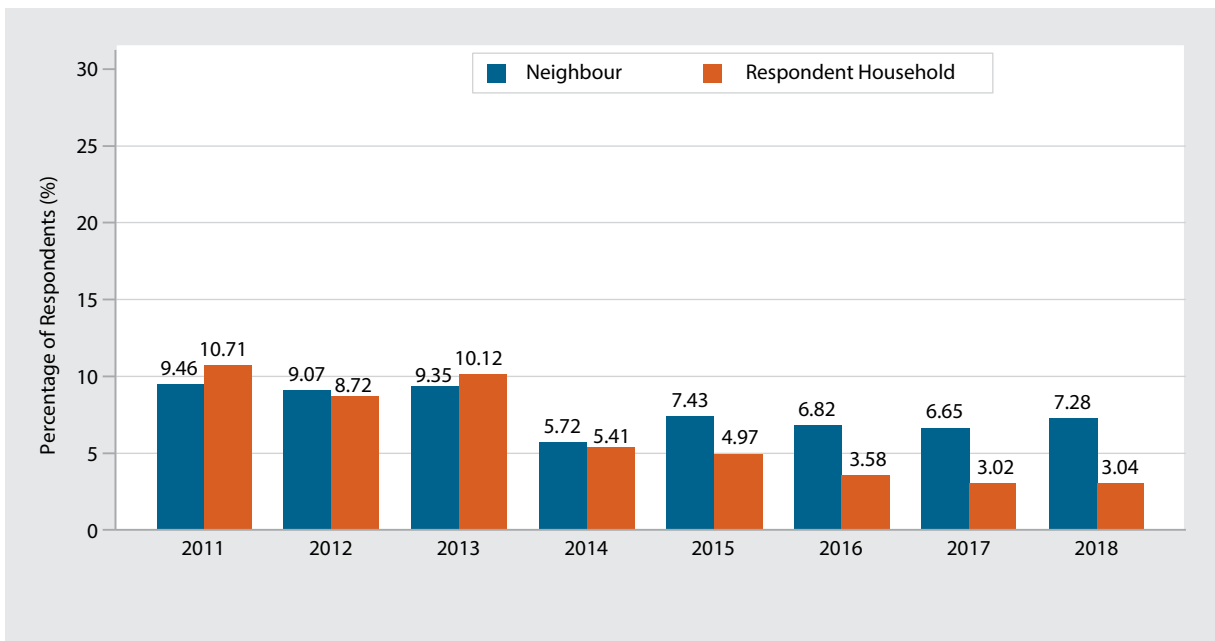
**Figure 1.6: Transparency in Local Land Use Plans, 2011-2018**



On a more positive note, the trends in scores for this sub-dimension are consistent with the noticeable decrease in the level of residential land seizures reflected in PAPI since the passage of the 2013 Land Law. As Figure 1.7 shows, this trend persisted in 2018. In fact, over the past two years the number

of respondents saying they had their residential land taken fell to its lowest levels since PAPI first asked questions on this topic in 2011. Also, in cases where residential land has been taken, the degree of satisfaction with the compensation has slightly increased (see Figure 1.8).

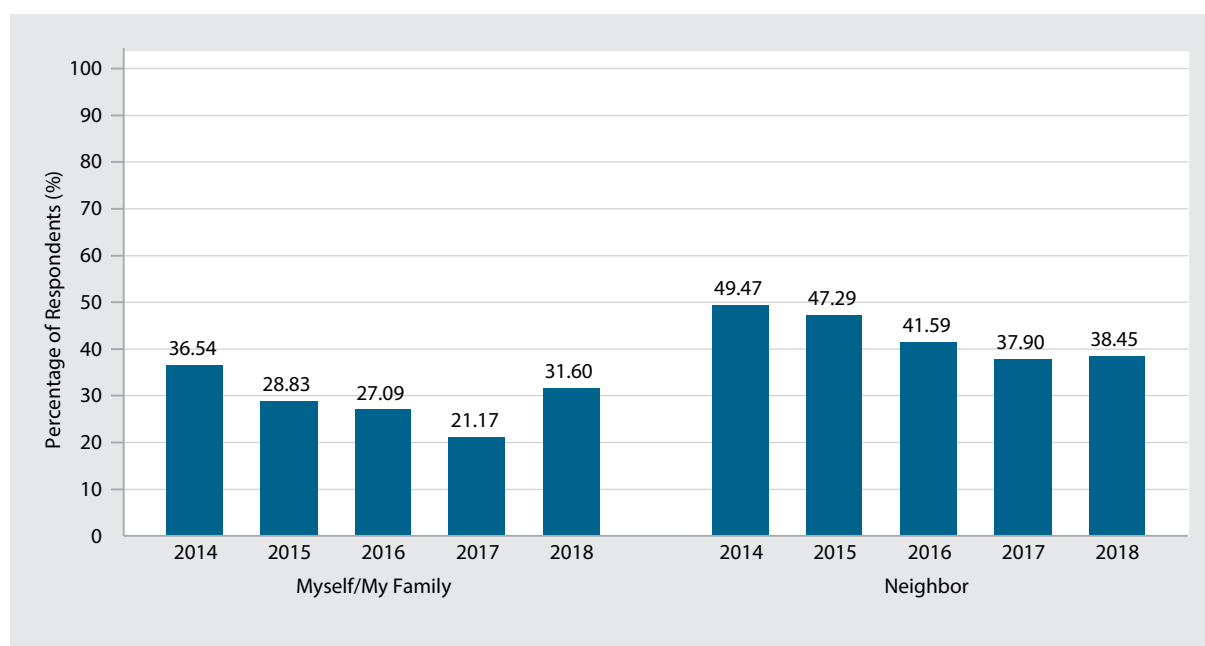
**Figure 1.7: Percentage of Citizens Reporting Residential Land Seizures, 2011-2018**



However, one consistent reason for the low land transparency scores since 2011, as presented in Figure 1.6, is the fact that many citizens who had land seized were not satisfied with the compensation price. Although the percentage of satisfied citizens improved in 2018 relative to 2017, the vast majority

were not satisfied with land compensation levels (see Figure 1.8). In fact, dissatisfaction with land compensation has been a source of land conflicts in Viet Nam.<sup>23</sup> This implies the need for the government at the central and local levels to address land compensation policy.

**Figure 1.8: Percentage of Respondents Reporting that Compensation for Residential Land Taken was Fair, 2014-2018**



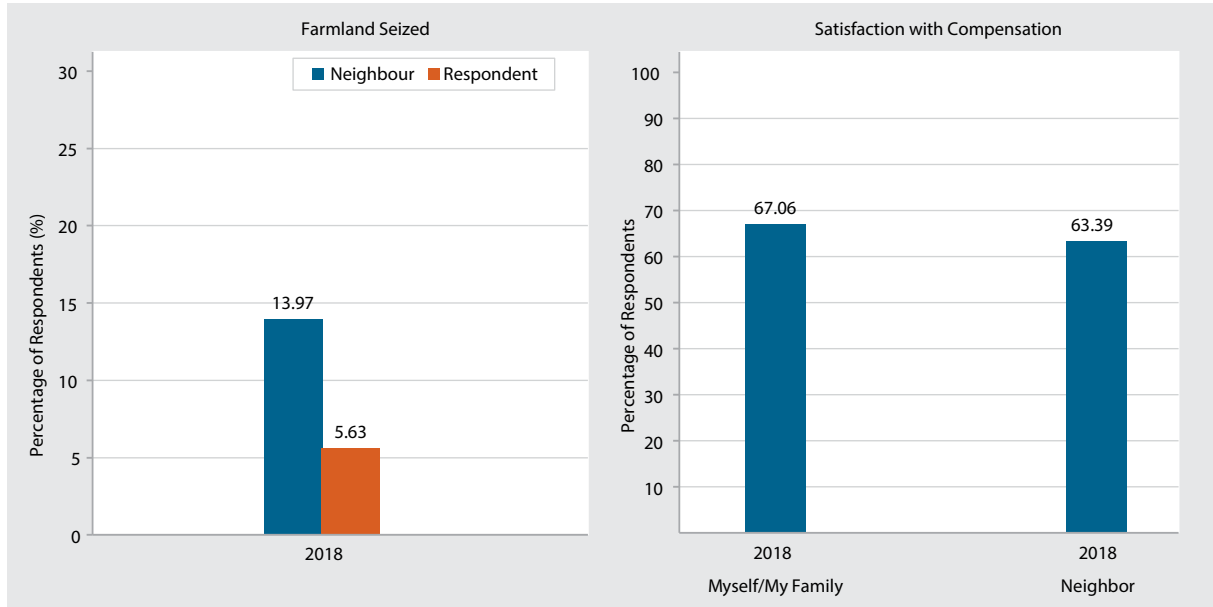
The previous section focused on residential land seizures by local governments for other uses. Because agricultural land is often the subject of the most intense disputes, the 2018 PAPI survey also asked citizens whether they had farmland seized in the previous year. This is an important issue as the percentage of respondents in the PAPI sample working in the agricultural sector in 2018 was 37.5 percent. Although this question was not used in the PAPI index, it does provide additional information for local governments to examine how citizens experience farmland seizures. Figure 1.9 shows that the number of citizens responding that they had farmland taken was higher than for residential land. In

total, 5.6 percent said they had farmland taken in 2018. Regarding compensation, perhaps surprisingly, the percentage of those satisfied with the compensation provided was relatively high; more than 63 percent of those who had farmland seized in 2018 were satisfied with the compensation they received.

In sum, there were notable improvements across all aspects of transparency in local decision-making in 2018. Importantly, given the sensitivity of the issue, citizens show increasing satisfaction with land compensation, although much work remains to be done in this area.

<sup>23</sup> See the National Economic University and United Nations Development Programme (2017), and John, Gillespie, Thang, N. V. et al. (2019) for case studies based on an examination of PAPI findings over time.

**Figure 1.9: Farmland Seizures and Satisfaction with Compensation, 2018**



**Dimension 3: Vertical Accountability**

Of the six dimensions, Vertical Accountability underwent the most change in 2018, apart from changes made in 2017 to its composition. Only one sub-dimension—Interaction with Local Authorities—remains constant. The core of Dimension 3, therefore, simply measures citizens’ interactions with local authorities. As Figure 1.1 above shows, more citizens reported that they had interactions with village and commune authorities in 2018 than in 2017. However, citizens also reported that they had few chances to meet with leaders at the district, provincial and higher levels (see Chapter 3 for further details).

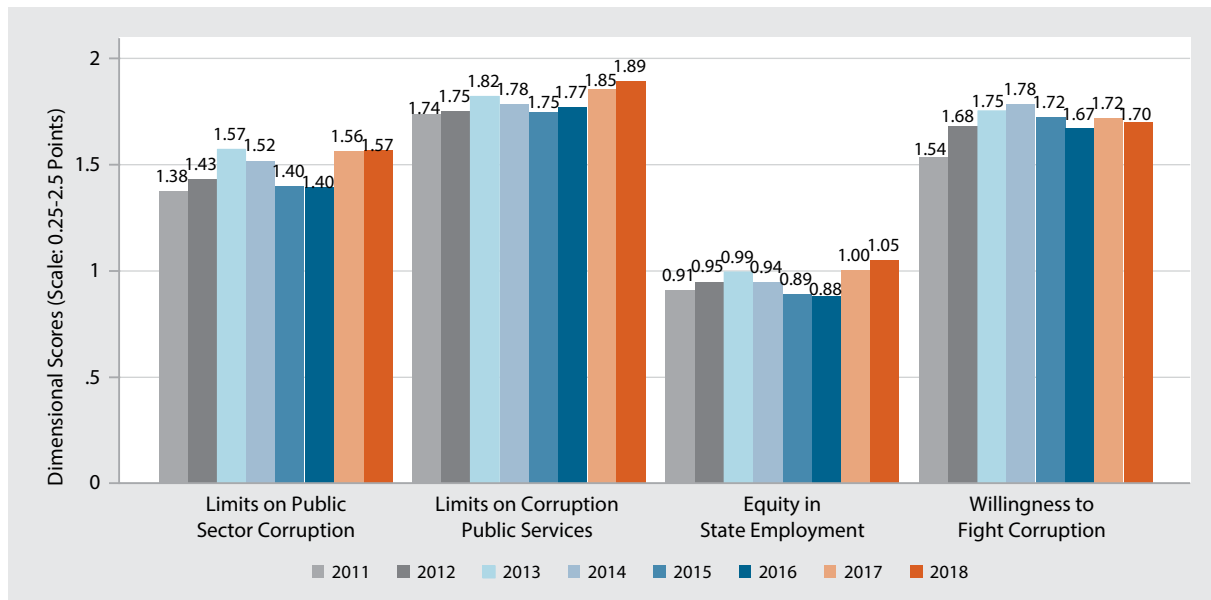
**Dimension 4: Control of Corruption in the Public Sector**

Each year, the most important determinant of overall satisfaction with governance and public administration performance is Dimension 4: Control of Corruption in the Public Sector (as Figure 1.10 shows). Most aspects of this dimension remain constant, meaning that the indicators used in its composition are comparable over time.<sup>24</sup>

24 The exceptions are the addition of the denunciation price to the index in 2014, and moving the indicator on Knowledge of the Anti-corruption Law to Dimension 1. Therefore, the Willingness to Fight Corruption sub-dimension no longer includes these indicators.



**Figure 1.10: Trends in the Control of Corruption in the Public Sector, 2011-2018**



As Figure 1.10 indicates, the results for 2018 show good progress in control of corruption in the public sector, in public service delivery, and in hiring for government positions (equity in state employment). One possible explanation is that the perceptions of reduced corruption are more related to the continued efforts at the central level since 2017 in handling high-profile corruption cases rather than to the work of local-level governments in controlling everyday corruption.

Delving further into these sub-dimensions, Figure 1.11 shows that the percentage of respondents agreeing or somewhat agreeing with the statements that they need to pay a bribe for state employment, public health care, primary education, or construction permits in 2018 maintained the steady decline seen in 2017. The decline is particularly pronounced in the indicator about bribes for teacher favouritism at public primary schools. However, concerns about bribery for land use rights certificates (LURCs) and public officials' diversion of public funds remained constant over the past two years.

**Figure 1.11: Trends in Corruption as Perceived by Citizens, 2011-2018**

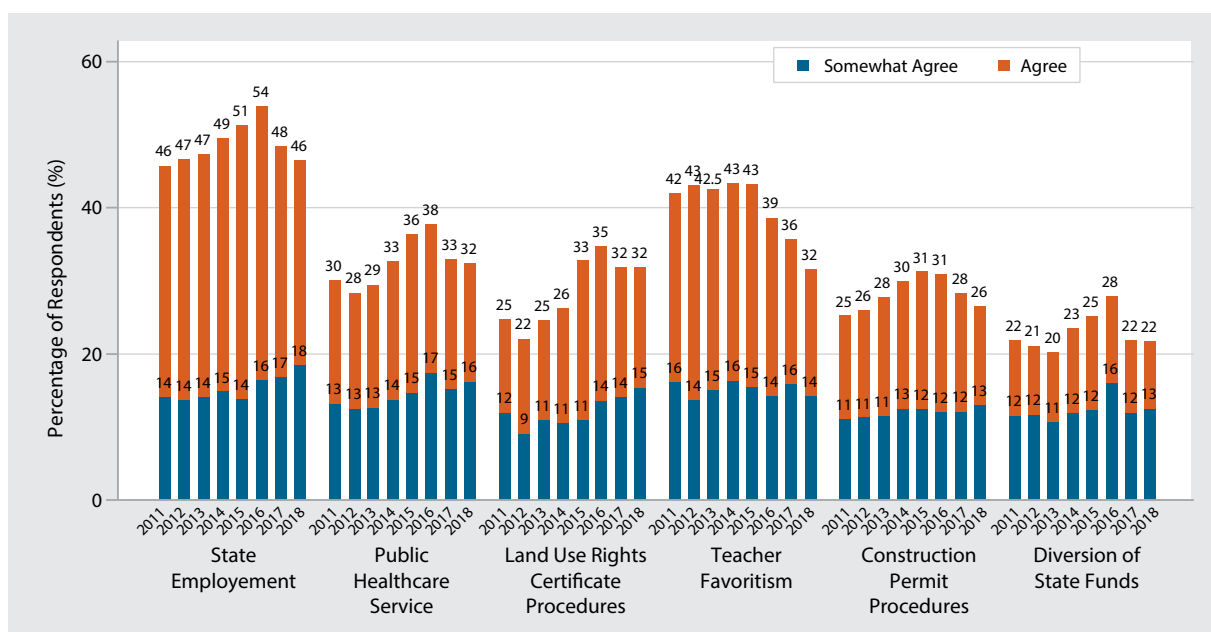
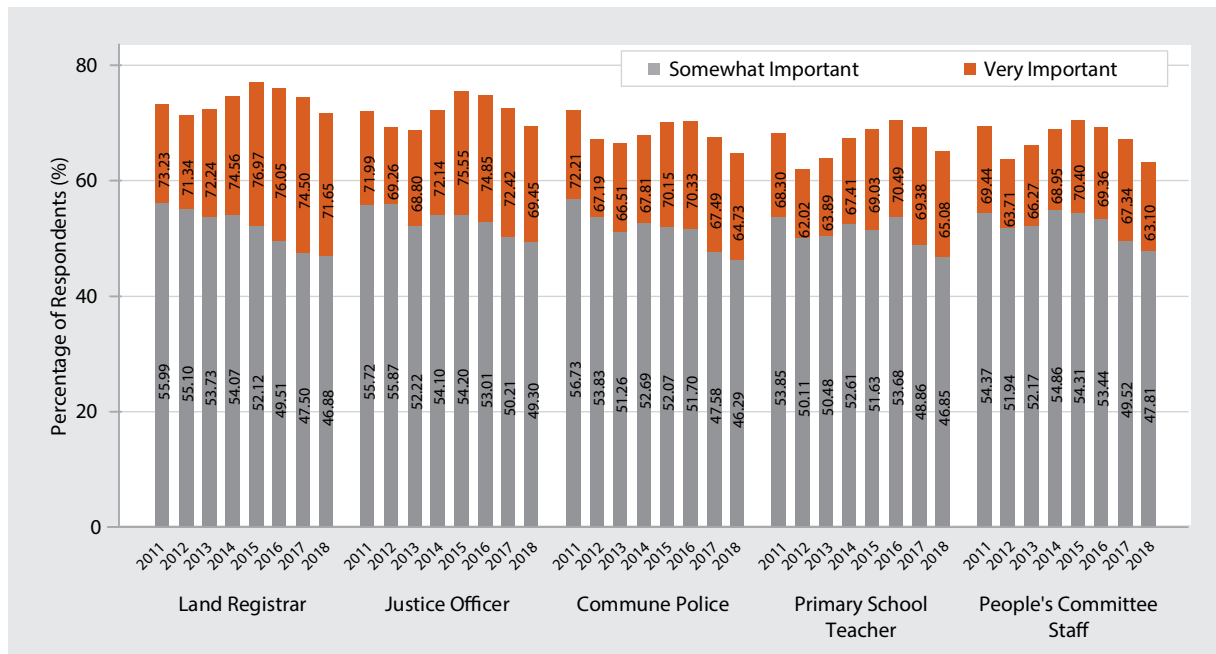


Figure 1.12 looks at another key indicator of corruption: the importance of connections to obtain a job in the public sector. Patronage is a significant concern among Vietnamese citizens. Findings from PAPI over the past decade show that knowing someone in an influential government position makes it more likely for a citizen or their family member to

be selected for entry-level posts in the public sector, even at the commune level. The good news, as Figure 1.12 shows, is that the importance of connections in access to state employment has declined each year since 2016—the year when the 2016 Party Congress promulgated a strong anti-corruption agenda.

**Figure 1.12: Importance of Personal Connections to Access State Employment, 2011-2018**



Because corruption is so central to governance and citizen satisfaction, the 2018 survey introduced new questions aimed at generating additional, deeper insights into how citizens view corruption. Of particular interest is the difference in perspectives about “grand corruption”<sup>25</sup> versus “petty corruption.” As many have noted in response to previous PAPI reports, attitudes about grand corruption, such as major scandals in large enterprises, banks, or national-level ministries, may differ from attitudes about other forms of corruption, such as bribes for government services.

To assess potential differences in how citizens view corruption at the two levels, the 2018 PAPI survey randomly separated respondents into three groups. The first was asked about corruption at the commune level; the second was asked about corruption at

the provincial level; and the third was asked about corruption at the national level. Each group was then asked whether corruption at that level of government had increased or declined over the previous three years.

The findings, presented in Figure 1.13, provide a revealing portrait of how citizens viewed changes to corruption at different levels in 2018 compared to three years prior. While citizens across each group were more likely to say that corruption had decreased than increased, it is noticeable that there are some differences by administrative level. While nearly 60 percent of citizens said that corruption at the commune level had decreased in the past three years, the proportion dropped to less than 50 percent when citizens considered the same question at the national level. Anti-corruption at the provincial level also received better marks than at the national level, but progress was viewed as best at the commune level. This suggests that citizens are seeing

25 Grand corruption is commonly defined as corruption that involves senior political leaders/government officials and serves the interests of a narrow group of businesspeople and politicians, or criminal elements.

improvements in efforts to curb petty corruption, which they are able to witness directly. However, they remain suspicious about grand corruption, which has continued to get the most media attention during

the ongoing anti-corruption campaign. While anti-corruption performance improved, more citizens were concerned with corruption in 2018 than in 2016 and 2017, as noted in Chapter 2.

**Figure 1.13: Perception of Change in Corruption Compared to Three Years Ago by Level of Government, 2018**

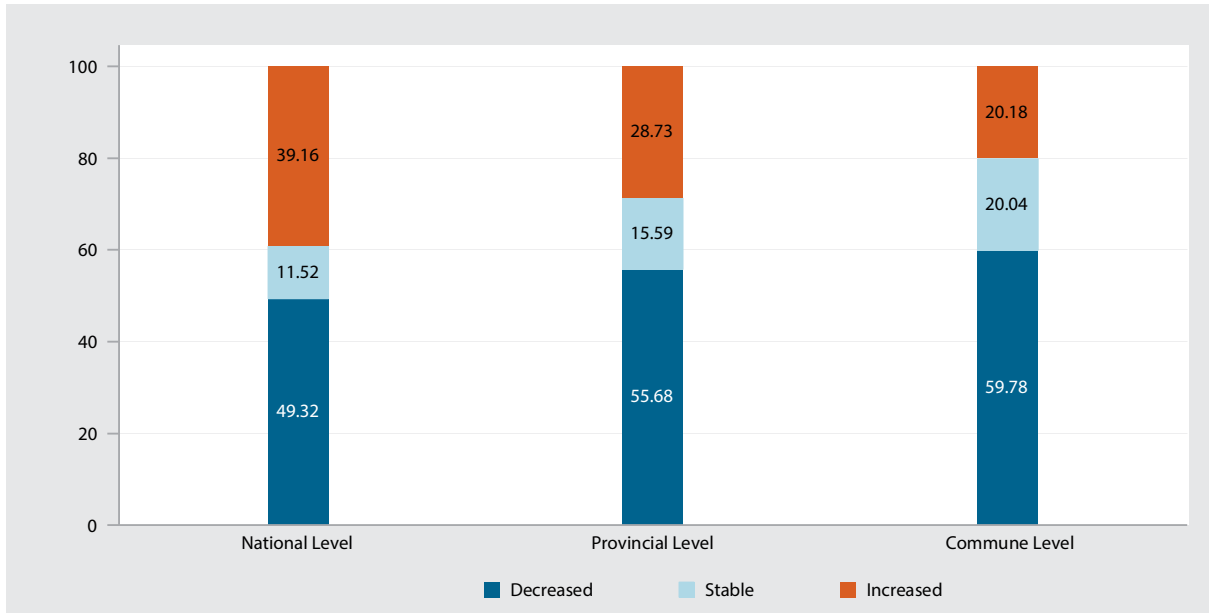
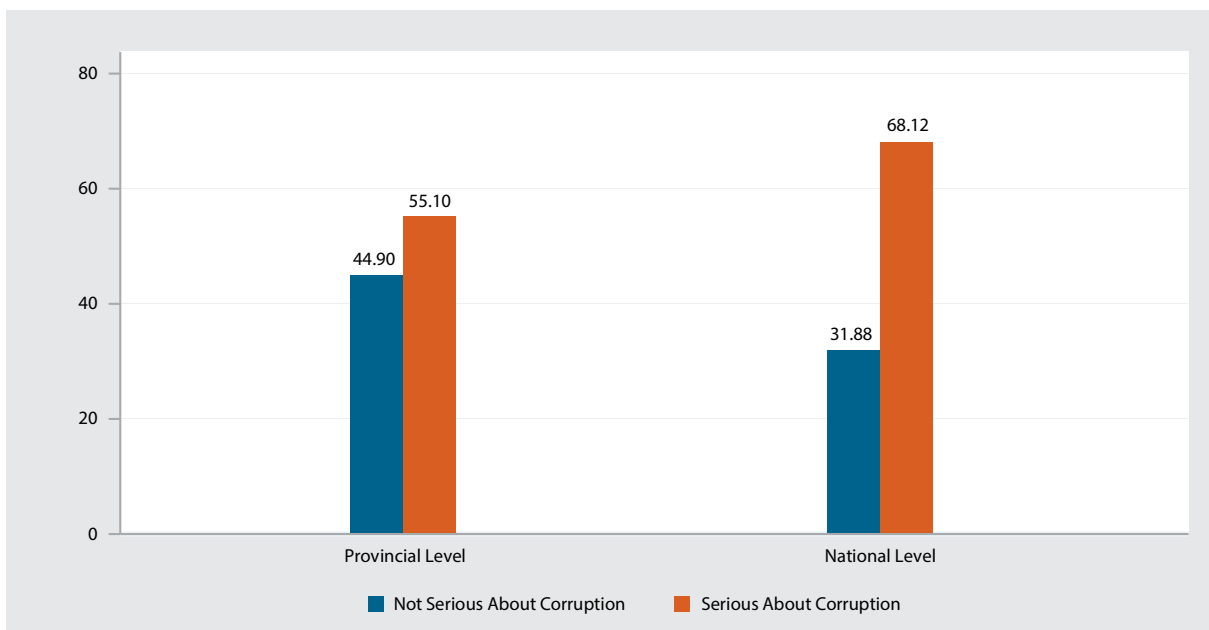


Figure 1.14 shows responses to the question of whether or not citizens feel that the national and provincial governments are serious about dealing with corruption when it arises. As seen in the figure, in a reverse of findings shown in Figure 1.13, more citizens thought the national government and party were

serious about dealing with corruption at the national level than at the provincial level. This indicates that at least part of the perception of heightened corruption at the national level reflects citizens also appreciating that the central government has been paying more attention to corruption when it arises.

**Figure 1.14: Government's Seriousness in Dealing with Corruption, 2018**



In addition, Table 1.1 summarizes experiences with actual corruption from 2012 to 2018. It shows the results from an experimental survey measuring the number of citizens that have paid bribes for land use right certificates (LURCs) or hospital services—without them actually having to admit to doing

so. The results are positive news for the health care sector; almost no one in 2018 had to pay bribes in person to get health care at district public hospitals. For LURCs, the situation changed only marginally in 2018; 15 percent of users said they paid bribes for LURCs—only a slight decline from 2017.

**Table 1.1: Trends in Corruption as Experienced by Citizens, 2012-2018**

Analysis Technique	Year	Land Use Rights Certificates	Public Health Care at District Level
Frequency estimated from size <sup>(1)</sup>	2018	15%	0.4%
	2017	17%	9%
	2016	23%	17%
	2015	44%	12%
	2014	24%	12%
	2013	33%	20%
	2012	17%	10%

<sup>(1)</sup> Reports the share of respondents in the treatment group who said that they paid more for items than those in the control group.

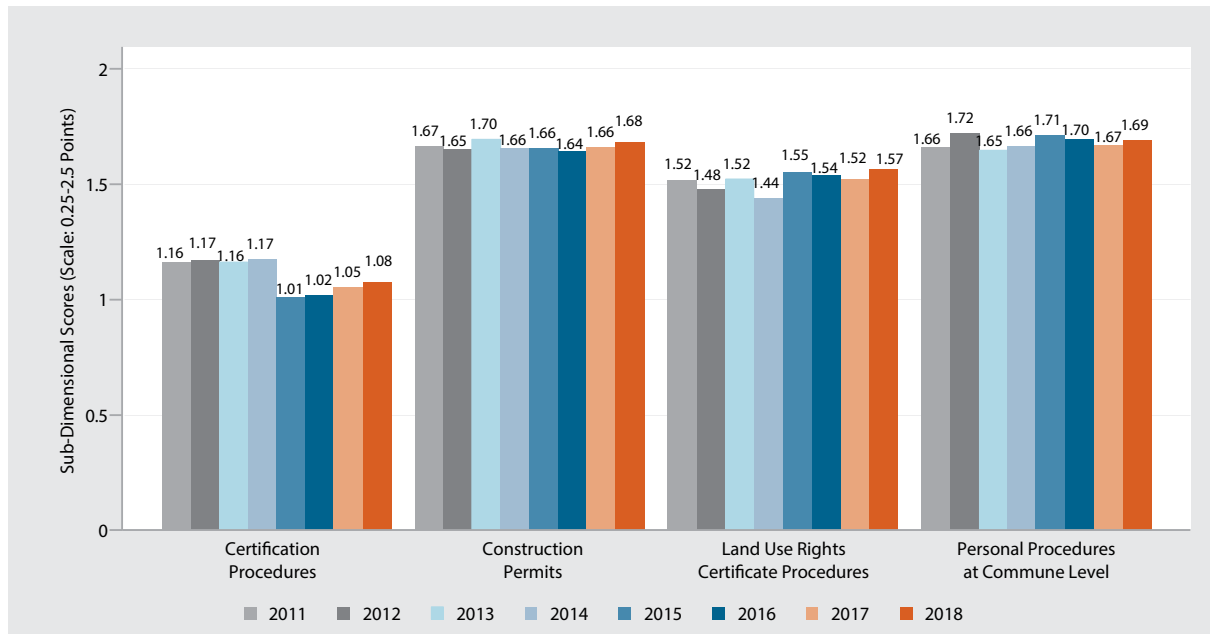
In summary, the findings presented above tell a positive story about efforts to root out corruption since 2016. The anti-corruption campaigns over the past two years seem to have had a measurable effect on citizens’ evaluation of corruption in the public sector. At the same time, it is important to note that while there have been improvements since 2016, the level of concern about corruption remains high (see also Chapter 2 for results on issues of greatest concern in 2018). Therefore, while progress has been made, more work remains to be done, especially at the local levels and in achieving greater equity in access to state employment.

### Dimension 5: Public Administrative Procedures

Quality of Services for Public Administrative Procedures is another area that PAPI has tracked since 2011. This dimension has also undergone some changes, but the overall concepts measured remain unchanged.<sup>26</sup> The results presented in Figure 1.15 show slight improvements in 2018, particularly with regards to land use rights certification. This, combined with the improvements in the land transparency scores, suggests that while much work remains to be done to improve land governance performance, noticeable improvements have been made.

26 There were modest changes to how satisfaction was measured in this dimension in 2016. The Core Index indicators in Figure 1.12 show only those indicators that remain unchanged.

**Figure 1.15: Trends in the Public Administrative Procedures Dimension, 2011-2018**

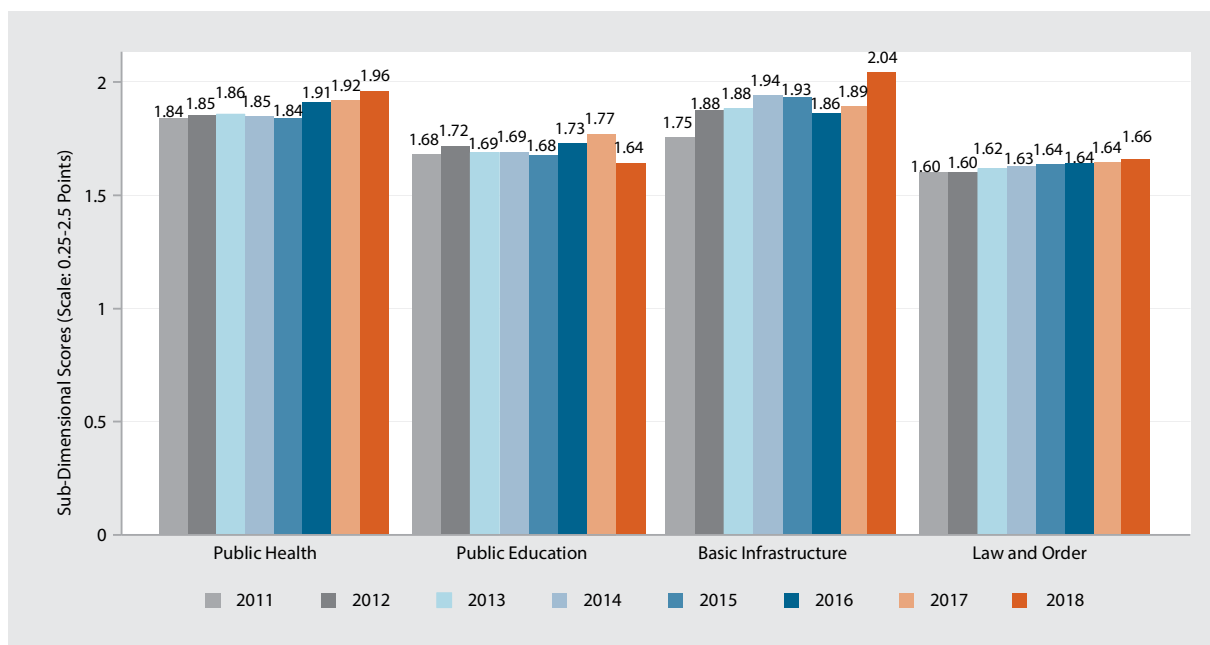


**Dimension 6: Public Service Delivery**

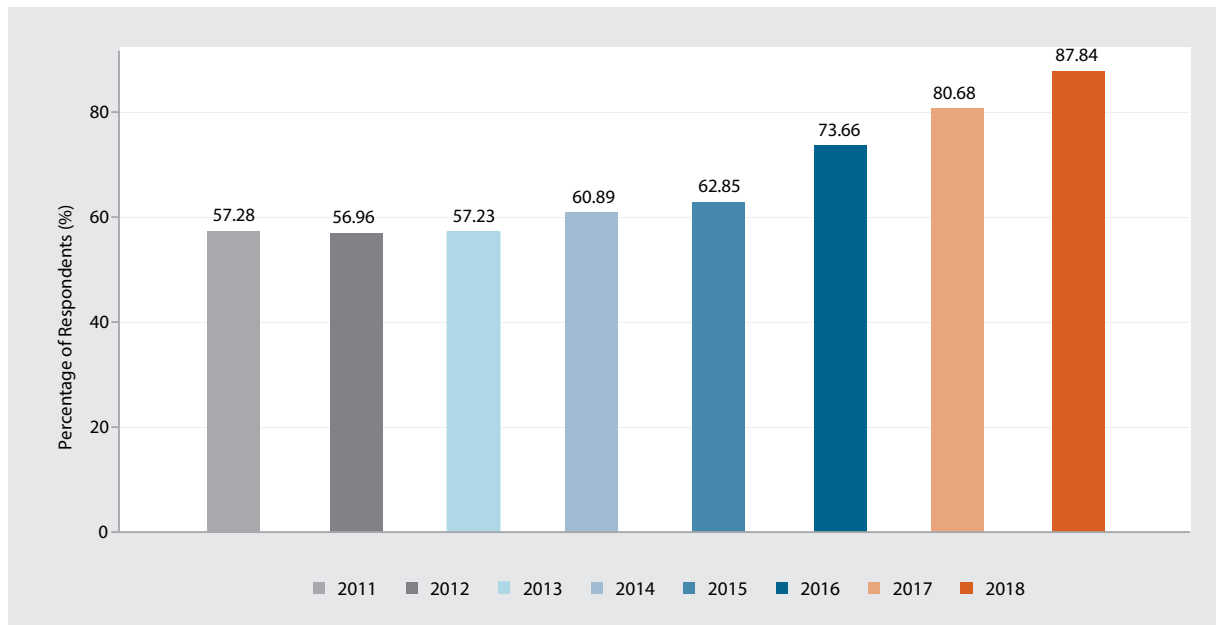
This dimension changed minimally in 2018, with the broad categories consistent over time.<sup>27</sup> The sub-dimensions reveal a striking divergence (see Figure 1.16). The Public Health sub-dimension, for example,

saw continued improvement in 2018. This is due to the increased numbers of respondents saying that they had access to health insurance over time (see Figure 1.17); while 80 percent of respondents reported that they had access to health insurance in 2017, the number increased to 87 percent in 2018.

**Figure 1.16: Trends in the Public Service Delivery Dimension, 2011-2018**



27 There were modest changes to the Basic Infrastructure and Law and Order sub-dimensions in 2018.

**Figure 1.17: Percentage of Respondents with Access to Health Insurance, 2011-2018**

Scores for basic infrastructure, which includes garbage collection, road quality, electrification, and drinking water quality, also improved dramatically in 2018. This increase is largely due to the increased number of respondents saying that their local roads are made of concrete rather than dirt. This suggests that work to improve basic infrastructure has been advancing in rural areas.

Despite the broad improvements in this dimension, it is important to note that the one public service bucking the trend of improvement in 2018 was quality of primary education. As opposed to the other sub-dimensions, satisfaction with public education declined. The decline was mainly because of lower citizen satisfaction with the quality of primary schools and education (see Chapter 3 for further details).

## Overall 2018 Findings in the New PAPI Dimensions

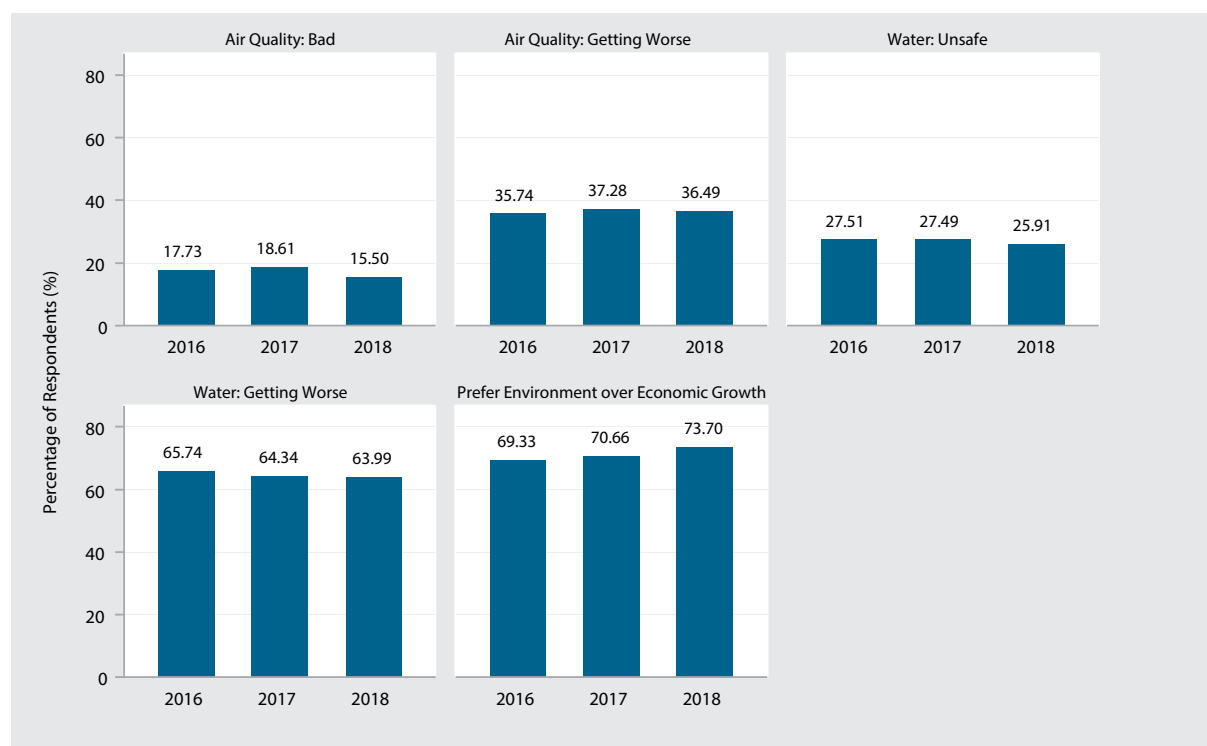
### Dimension 7: Environmental Governance

As noted above, the 2018 PAPI adds a new Environmental Governance dimension. This dimension, which is introduced in greater detail

in Chapter 3, sets baselines to assist central and local governments in understanding citizens' environmental concerns over time. It also informs governments at different levels about "hotspots" of environmental concern so that they can work on addressing these issues. Some of the questions used in this dimension have remained unchanged since 2016. Therefore, a basic assessment of how environmental attitudes have changed over the period 2016-2018 can be provided.

Figure 1.18 shows that on a range of indicators, more citizens were concerned about water quality than air quality over the past three years. On water quality, one-fourth of respondents said water coming from waterways near their homes was unsafe to swim in. Furthermore, more than half said water quality had worsened over the past three years. On air quality, 15 percent of citizens in 2018 believed it was bad or very bad. However, in terms of the trend over time, about 36 percent said air quality had declined over the past three years. The increasing concern among citizens about water and air quality requires prompt government attention and action, including engaging citizens in protecting their living environment.

**Figure 1.18: Perceived Local Air and Water Quality, and Preferences Related to Environmental Protection, 2016-2018**



In terms of attitudes towards the environment, the next chapter contains more details regarding how citizens view trade-offs between environmental protection and economic development, providing some feedback to the central and local governments for them to consider when reviewing investment projects. The bottom right graph in Figure 1.18 shows responses on this basic indicator of environmental preference: whether a citizen prefers environmental protection or economic development. The numbers have remained relatively stable. In 2016, 69 percent said they preferred environmental protection. That number increased to 74 percent in 2018.

### Dimension 8: E-Governance

The new E-Governance dimension, which is discussed in greater detail in Chapter 3, reflects the growing importance of the provision of documents online to ease the completion of administrative procedures. This is particularly relevant given the increasing number of Internet users across the country, as shown in this year's PAPI and other relevant global reports.<sup>28</sup> This new dimension creates some baselines

for provincial governments so that they can better understand local conditions as they develop the infrastructure and supporting systems for e-government. The dimension also aims to facilitate development of local governments that can interact with citizens effectively via online platforms in every stage of the policy cycle—from policymaking and policy implementation to policy monitoring and evaluation.

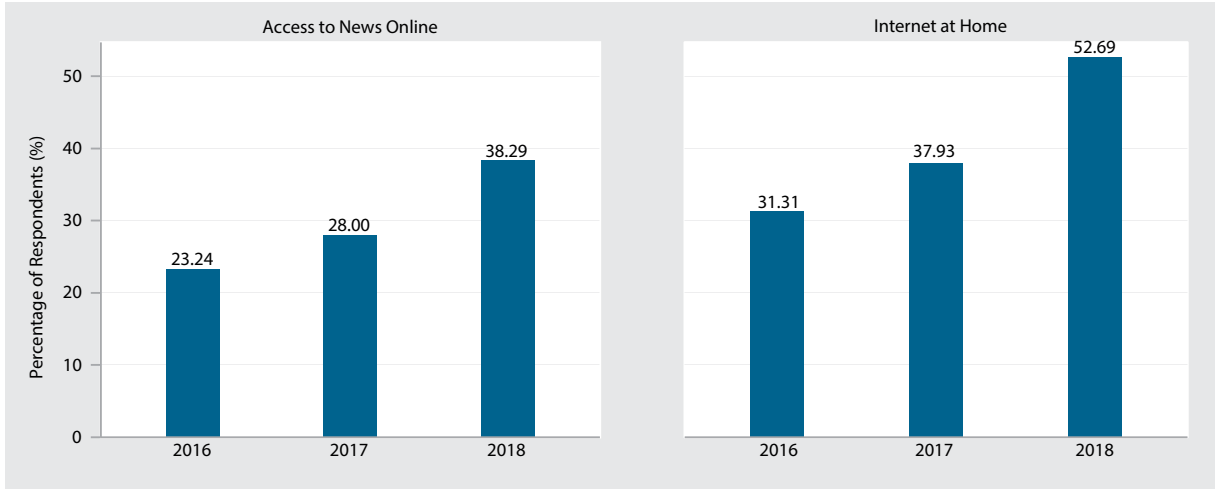
While the E-Governance dimension is evolving, PAPI has tracked the number of Internet uses since 2016. Figure 1.19 clearly shows why PAPI now includes the new E-Governance dimension: between 2017 and 2018, the number of respondents with access to the Internet surged. In 2018, 38 percent of respondents said they accessed news primarily online compared to 28 percent in 2017. Furthermore, 53 percent of respondents said they had Internet access at home, an increase of more than 15 percent from 2017. This shows that Internet access in Viet Nam is becoming ubiquitous, thus justifying the quest for more participatory e-governance.

<sup>28</sup> According to the Digital 2019 Report for Viet Nam, there were 64 million active Internet users as of 2019 (see <https://datareportal.com/reports/digital-2019-vietnam>).

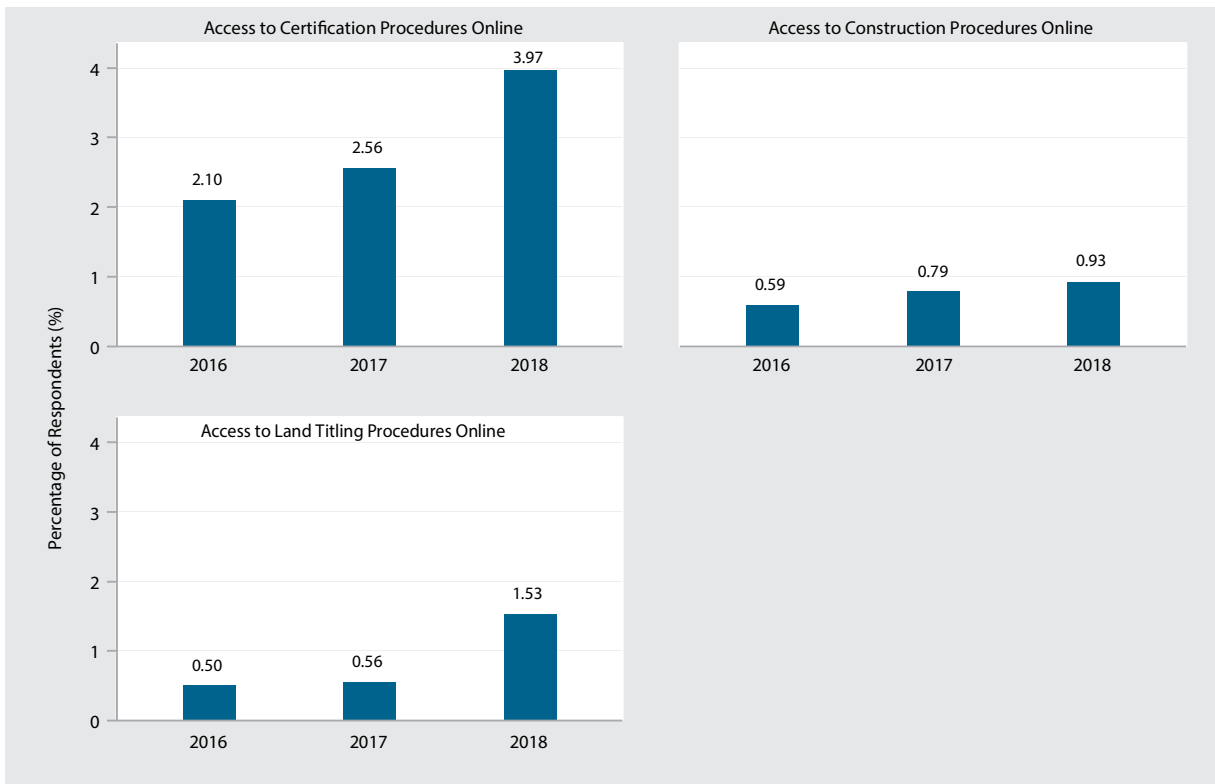
The use of government e-portals, however, has not matched the rate of increased access to the Internet, despite major state investments in information and technology in the public sector. As Figure 1.20 shows, the percentage of respondents using such portals for administrative procedures remained extremely low, although some increase is seen in the 2018 figures.

In other words, far fewer citizens have utilized government portals compared to those using the Internet. It appears the e-governance infrastructure needs to be streamlined and more integrated across government agencies and municipalities to better meet the needs of citizens.<sup>29</sup>

**Figure 1.19: Access to the Internet, 2016-2018**



**Figure 1.20: Use of E-Government Portals for Public Administrative Procedures, 2016-2018**



29 Viet Nam ranks the 54<sup>th</sup> on the 2019 Inclusive Internet Index in the dimension on Availability, largely because of poor e-government infrastructure (see the report at <https://theinclusiveinternet.eiu.com/explore/countries/VN/>)





## Conclusion and Implications

This chapter has reviewed the Core PAPI to provide details on national trends in governance and public administration performance over time, based on indicators, sub-dimensions and dimensions that have remained unchanged. This information helps different stakeholders to have an overview of where government performance has improved and where it has lagged since 2011. The chapter also introduced key 2018 findings for the two new dimensions of Environmental Governance and E-Governance.

Based on analysis of the data, several conclusions are in order. For indicators, sub-dimensions and dimensions in the Core PAPI that can be compared over time from 2011 through 2018, some progress was seen in 2018, although at varying rates across dimensions. The Participation at Local Levels and Transparency dimensions witnessed dramatic jumps. Meanwhile, the Control of Corruption in the Public Sector, Public Administrative Procedures, and Public Service Delivery dimensions showed steady increases. More details about trends over time at national and provincial levels are provided in Chapter 3. As noted, the progress in citizens' satisfaction with governance and public administration performance in general may be attributed to greater public optimism about household and national economic performance in 2018. That said, it is worth noting that the 2018 PAPI survey was completed in November, before news about the promising national economic growth rate, as reported by the central government, was broadcast publicly at the end of 2018.

Findings from the Core PAPI also show that while challenges remain in important areas such as voluntary participation, land transparency, corruption in state employment, land use rights certification and public primary education, governance and public administration in 2018 showed improvements across a wide range of indicators. Anti-corruption efforts appear to influence citizens' (improved) evaluations of corruption monitoring. Citizens were also more satisfied with public administrative procedures, and with public services such as health care and basic infrastructure. In all, the results show an improving governance environment, though with room for further progress.

Similarly, findings from new dimensions imply opportunities for improvement. This is one reason the new features were introduced into the PAPI—which aims to gauge evolving public policy implementation to inform policymakers and practitioners. As Chapter 1 indicates, more diligent work can be done in the areas of environmental governance so that citizens are able to enjoy better living conditions in their localities. Among other things, provincial governments can partner with neighbouring provinces to find common solutions to managing air, water and other environmental pollutants that often cross administrative boundaries. Furthermore, the more citizens receive access to the Internet, the higher their expectations are for strengthened e-governance and better access to online facilities for administrative procedures, to reduce transaction costs, including informal costs, for citizens.





# CHAPTER 2

## IMPORTANT ISSUES IN VIET NAM IN 2018: ECONOMIC, ENVIRONMENTAL AND GENDER CONCERNS

### Overview

While Chapter 1 paints a positive picture of improving governance in Viet Nam, citizens continue to have pressing concerns related to the economy, the environment, and gender equality. In particular, citizens' concerns about economic and environmental issues continued to play an important role in 2018, while there are persistent differences in how gender shapes citizens' views on governance and public administration. To probe deeper, the 2018 PAPI survey added several questions to capture citizens' perspectives on economic, environmental and gender issues. This chapter presents findings from the analysis around those issues, and provides food for thought for policymakers and practitioners on where there are pressing needs that call for prompt responses.

To that end, this chapter first assesses the issues of greatest concern to citizens in Viet Nam. Given that poverty continues to be a dominant concern, the analysis looks at economic issues relevant to citizens' perspectives and experiences, in particular inequality and how citizens' views vary by income level. In addition, because the environment has become an issue of great concern, the chapter examines citizens' willingness to support potentially costly environmental initiatives. Finally, the chapter looks into citizens' perspectives on gender and leadership.

Several findings are evident from the analysis. First, regarding economic concerns, poorer respondents were more concerned with poverty and economic growth in 2018 than other groups, which is consistent with findings in the 2017 PAPI Report. However, in terms of solutions, wealthier respondents were the most likely to support paying taxes for redistribution to poorer provinces. Furthermore, poorer respondents were no more likely to support poverty assistance efforts than wealthier ones.<sup>30</sup>

Regarding environmental trade-offs, the analysis shows a consistent effect from environmental impacts on respondents' preferences for environmental protection across different societal groups. In general, Vietnamese citizens were willing to contribute to improved environmental conditions. Citizens also prefer "clean" investment projects—those that comply with environmental regulations—over ones that contribute more to jobs and tax revenue for the local economy but cause significant pollution. Among the respondents willing to pay for greener energy, reduced local air pollution and the ability to improve power generation were more important factors than mitigating climate change.

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<sup>30</sup> This aligns with some research from Western countries. See Lupu, Noam and Jonas Pontusson (2011).

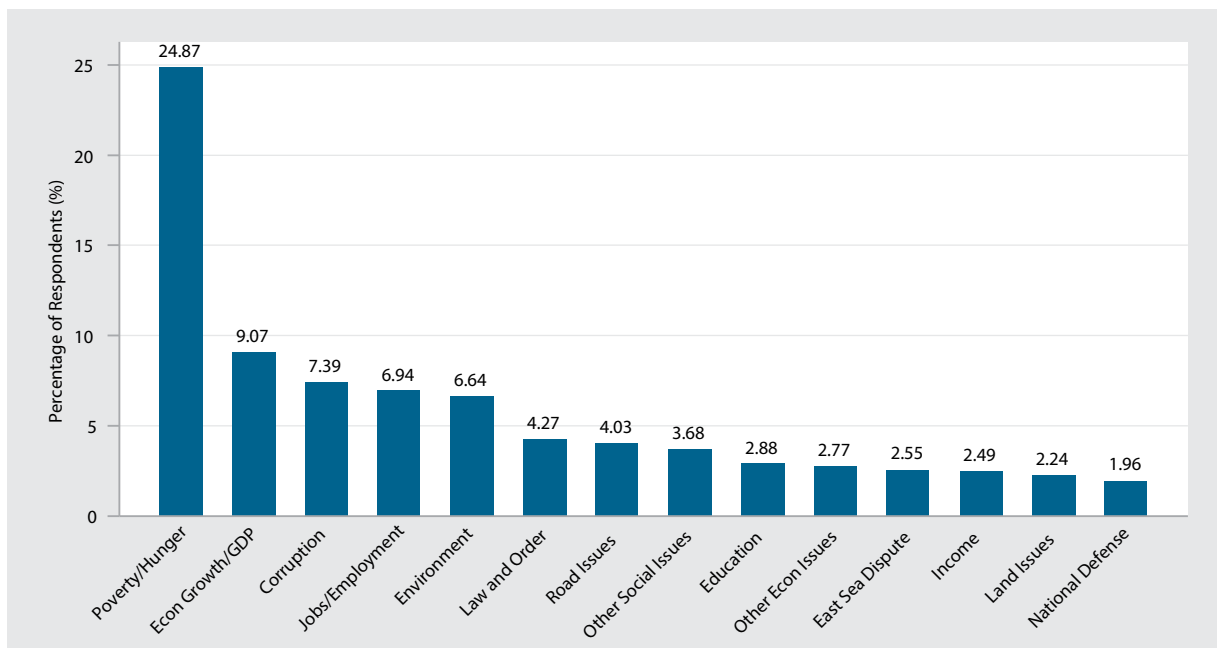
Finally, on gender issues, while most respondents said they had no preference for men or women in leadership positions, those who did have a preference were more likely to prefer men. Furthermore, this bias is most pronounced for political leadership positions. Finally, and perhaps most surprisingly, women were more biased against female leaders than men.

### Issues of Greatest Concern in 2018

One of the most important questions on the PAPI survey is an open-ended question asking citizens to identify the most important issue the government

should tackle. This question allows citizens to provide input as to where they feel the government should devote its energy. As Figure 2.1 shows, poverty reduction remains the issue citizens are most concerned about, as in previous years. Because this has been a puzzling finding to many observers (given the rapid reduction in poverty in Viet Nam), the 2017 PAPI Report probed the issue more deeply and found that many citizens were concerned about falling back into poverty. However, an even greater proportion of citizens said that poverty is an overall drag on the national economy and reduces Viet Nam’s prestige. Citizens had the same views in 2018.

**Figure 2.1: Most Important Issue Facing the Country from Citizens’ Perspective, 2018**

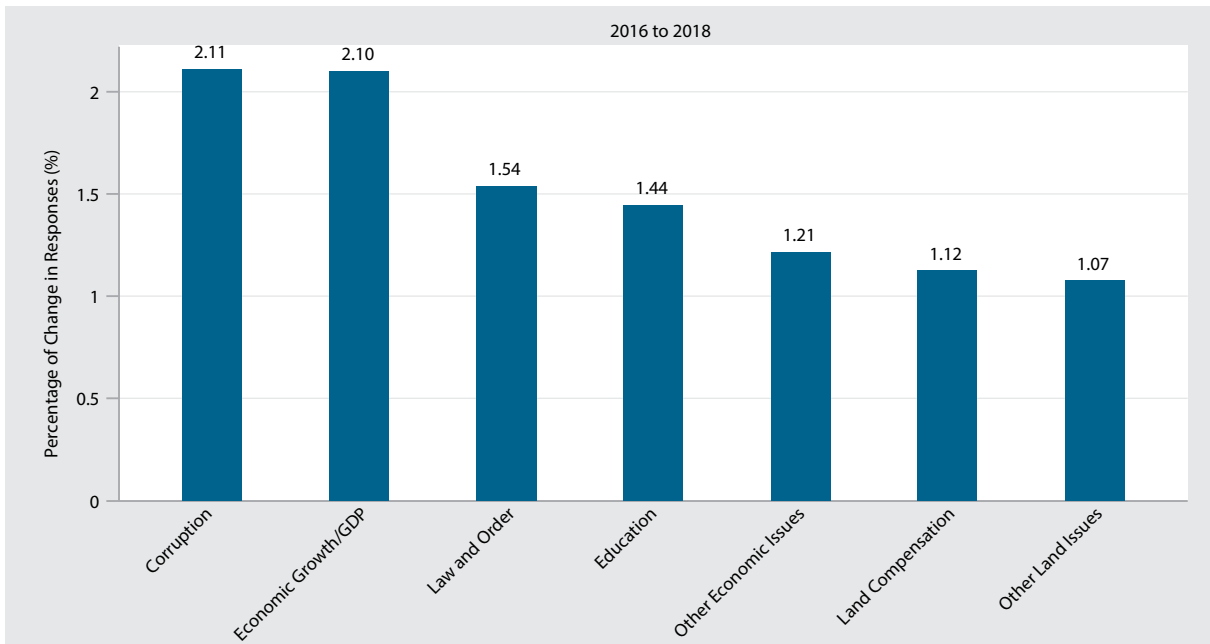


Looking more deeply within the data, while poverty remains the issue of overwhelming concern for 25 percent of respondents, changes in the issues of concern over time reveal some important trends that bear watching. International public opinion experts suggest that as countries develop, citizens are more likely to shift from micro-level economic concerns to non-economic concerns.<sup>31</sup> The analysis of changes

over time, presented in Figure 2.2, shows that this may be taking place in Viet Nam. The sharpest increases in 2018 were in concerns about corruption and economic growth. Concern about law and order, education and land compensation also arose significantly. These correspond to national- and provincial-level findings presented in Chapters 1 and 3.

31 Inglehart and Welzel (2005) call these “post-materialist values.” See Inglehart, Ronald and Chirstian Welzel (2005).

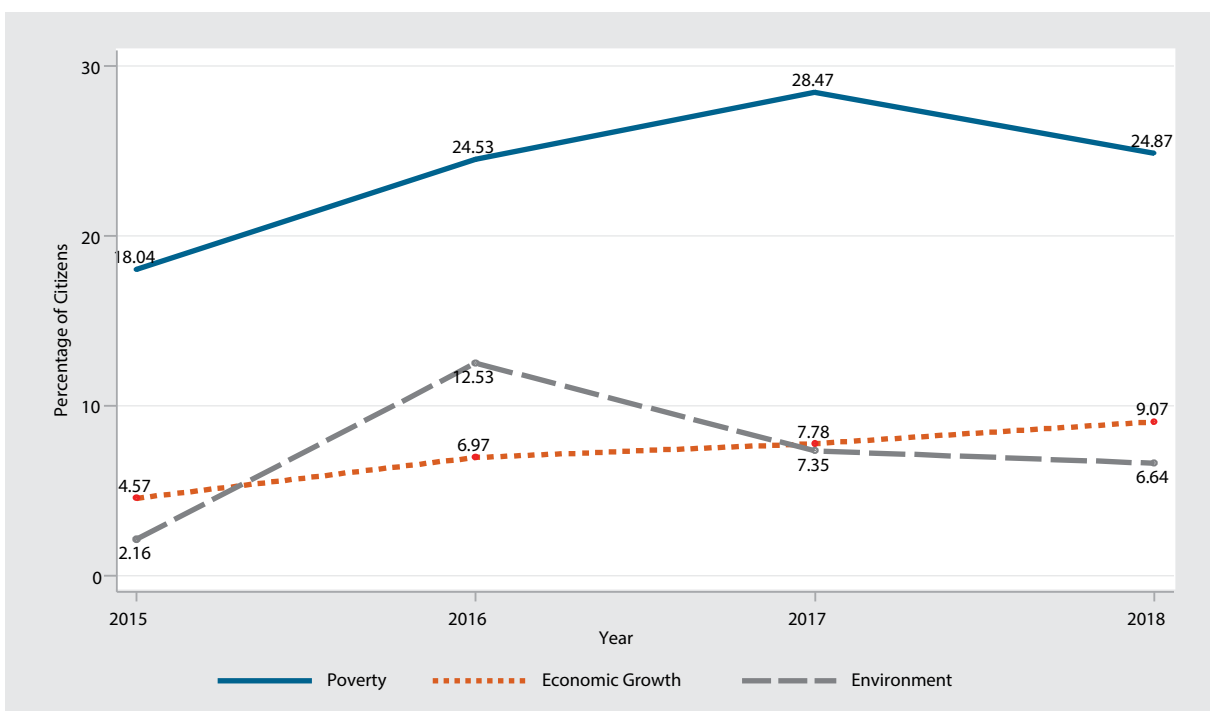
**Figure 2.2: Change in Issues of Greatest Concern, 2016-2018**



It is also worth noting that although concern for the environment has declined somewhat since 2016, when 12 percent of the respondents suggested it was a top concern, it remains a salient issue for about 7 percent of respondents who cited it as the most important issue in 2018. As Figure 2.3 shows, while concern for

the environment in 2018 fell compared to 2016, when a widely publicized environmental disaster took place along the central coast of Viet Nam, it did not drop to pre-2016 levels. Rather, it has settled at a relatively high level and has become a permanent concern among a subset of the Vietnamese population.

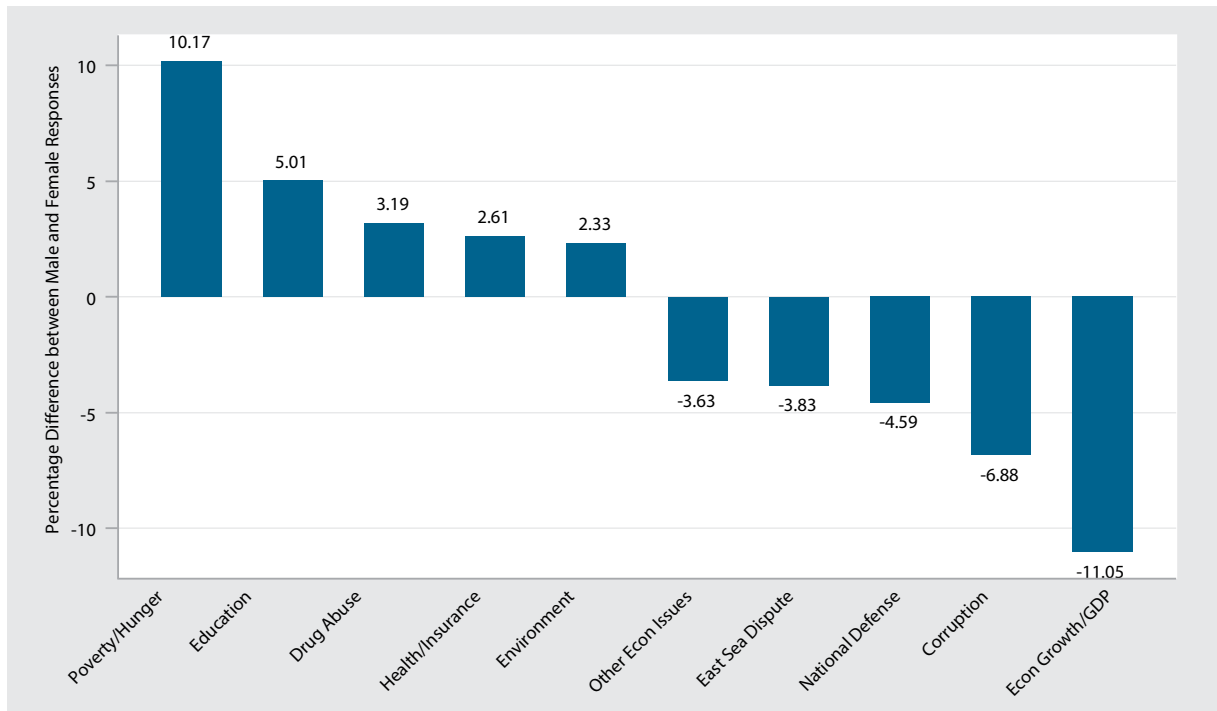
**Figure 2.3: Change in Issues of Greatest Concern, 2015-2018**



Finally, there are clear gender differences in the results to this question. Figure 2.4 reveals that women were far more concerned with poverty reduction and education than men. Men, on the other hand, were more likely to view economic growth, corruption,

and national security issues as primary concerns. As the next section explains, the differences in priorities highlights the need for equitable representation in government leadership positions.

**Figure 2.4: Gender Differences in Issues of Greatest Concern, 2018**



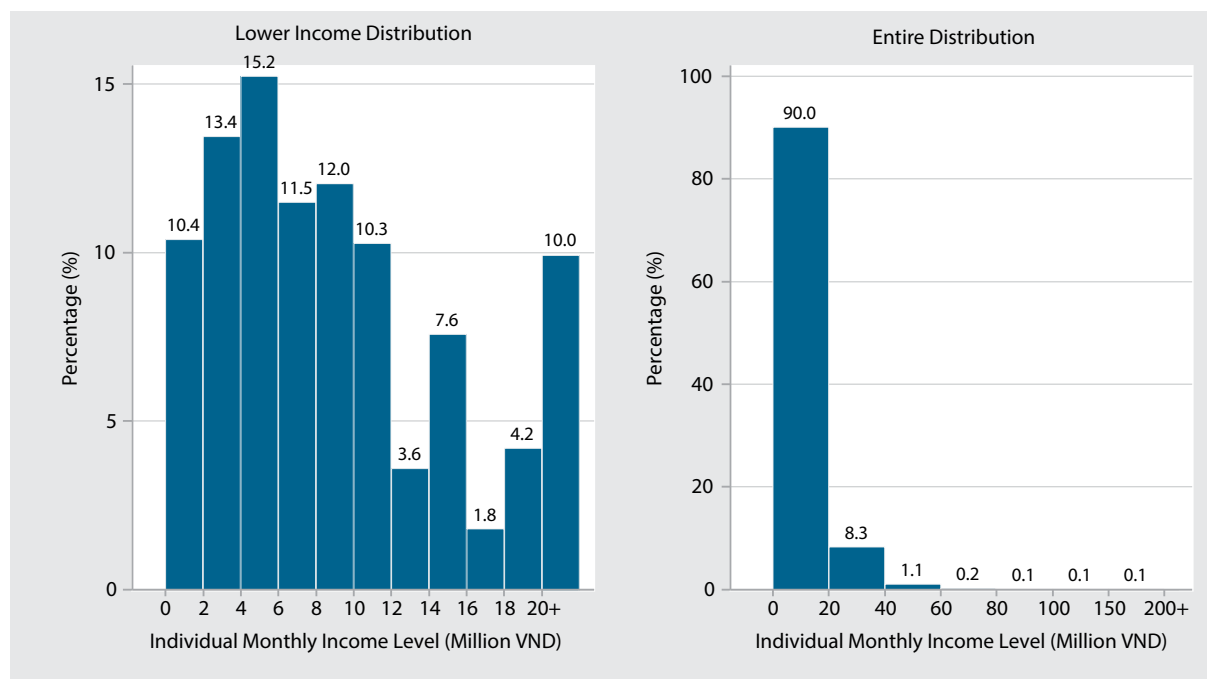
### Economic Inequality

As the previous section makes clear, many Vietnamese citizens have concerns about poverty and economic growth. An important question is how these concerns relate to income distribution, perceptions of economic inequality, and attitudes towards wealth redistribution. This section explores these correlations.

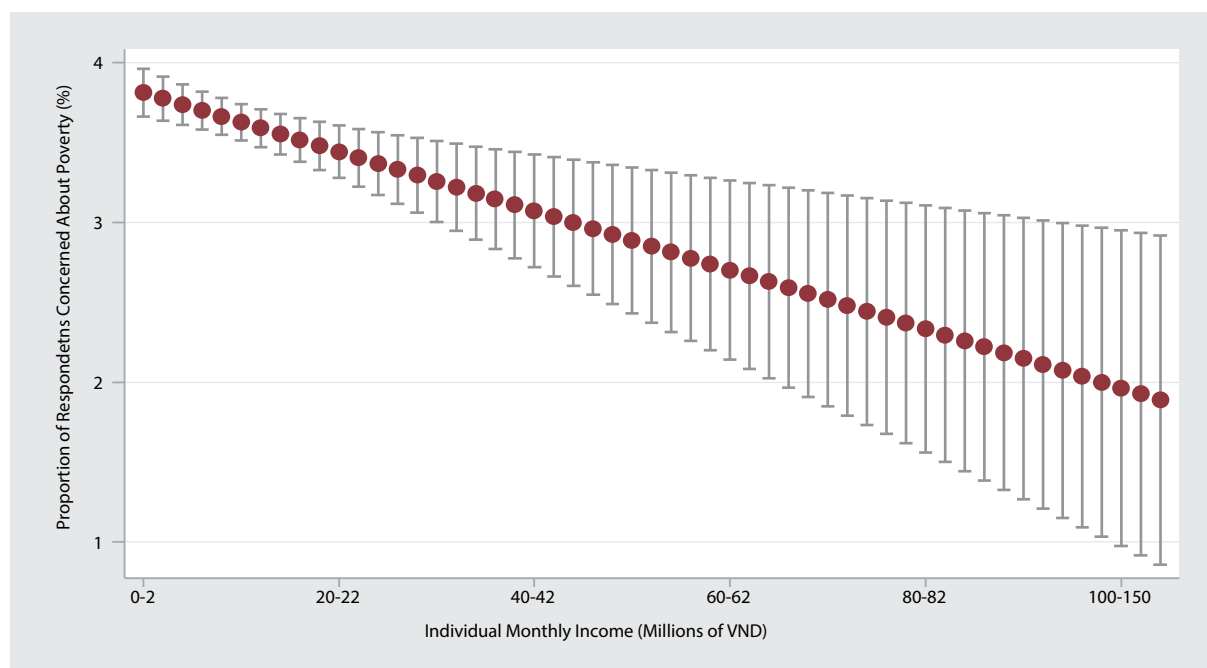
Figure 2.5 presents the income distribution of PAPI respondents in 2018. The right panel shows the entire distribution, while the left panel shows more detail for the lower end of the distribution. As can be seen, about 90 percent of respondents earned less than 20 million VND (approximately 862 USD) per month. About 8 percent made between 20 and 40 million VND per month. The remainder of the distribution features a marginal number of respondents. The bulk of the respondents (more than 50 percent) made less than 12 million VND (approximately 520 USD) per month.

To assess the role that income plays in citizens' attitudes towards poverty, economic inequality and redistribution policy, this section introduces the results of regression analysis undertaken to examine how income is linked to these attitudes. Consistent with expectations, poorer respondents were more concerned about poverty than those with higher incomes in 2018. As Figure 2.6 shows, nearly 40 percent of those at the lowest income levels felt poverty reduction should be a national priority. However, despite the relationship, the effect is not as strong as one might presume. For instance, an estimated 31 percent of those earning 40-42 million VND per month still expressed concern about poverty reduction. However, gender is far more correlated with a concern about poverty; as Figure 2.7 shows, women were almost 10 percent more likely than men to view poverty as an important concern.

**Figure 2.5: Monthly Income Distribution of PAPI Respondents, 2018**

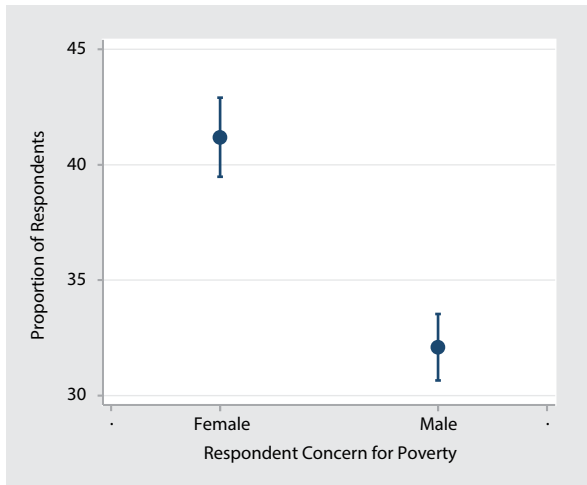


**Figure 2.6: Level of Concern About Poverty by Income Level, 2018**



Notes: This graph shows the estimated percentage of respondents in a given monthly income bracket who said poverty is an important concern that the government should address. The estimates control for other factors that might correlate with income such as region, province, economic sector, gender, or education.

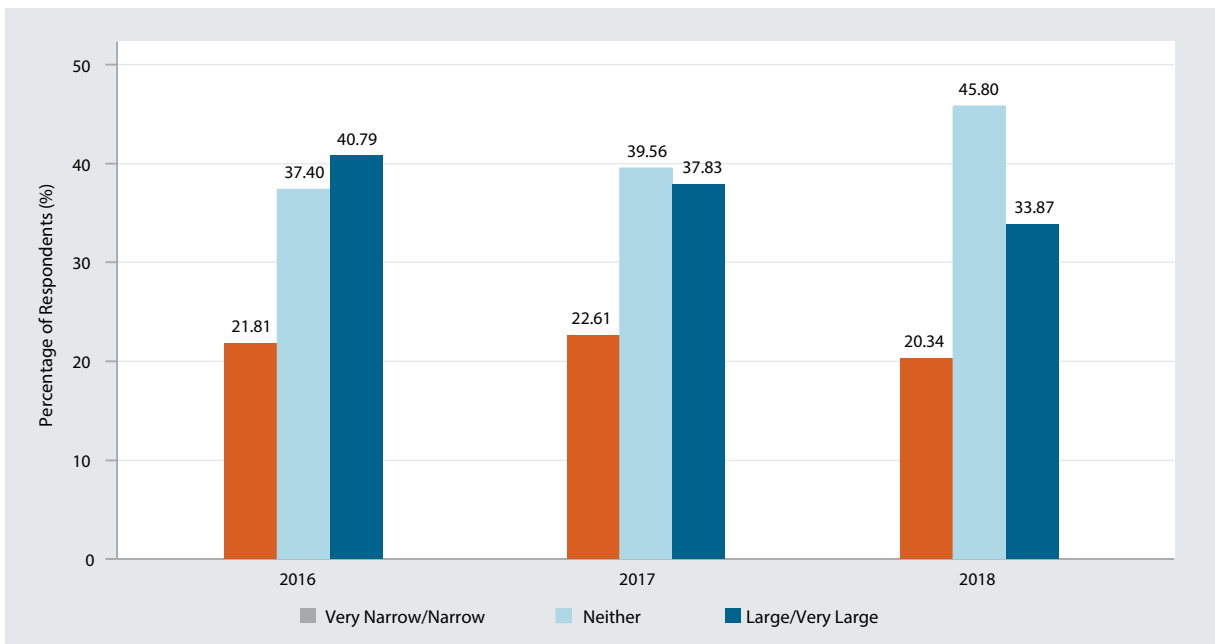
**Figure 2.7: Level of Concern About Poverty by Gender, 2018**



*Notes: This graph shows the estimated percentage of male and female respondents who feel poverty is an important concern that the government should address. The estimates control for other factors that might correlate with income such as region, province, economic sector, income, or education.*

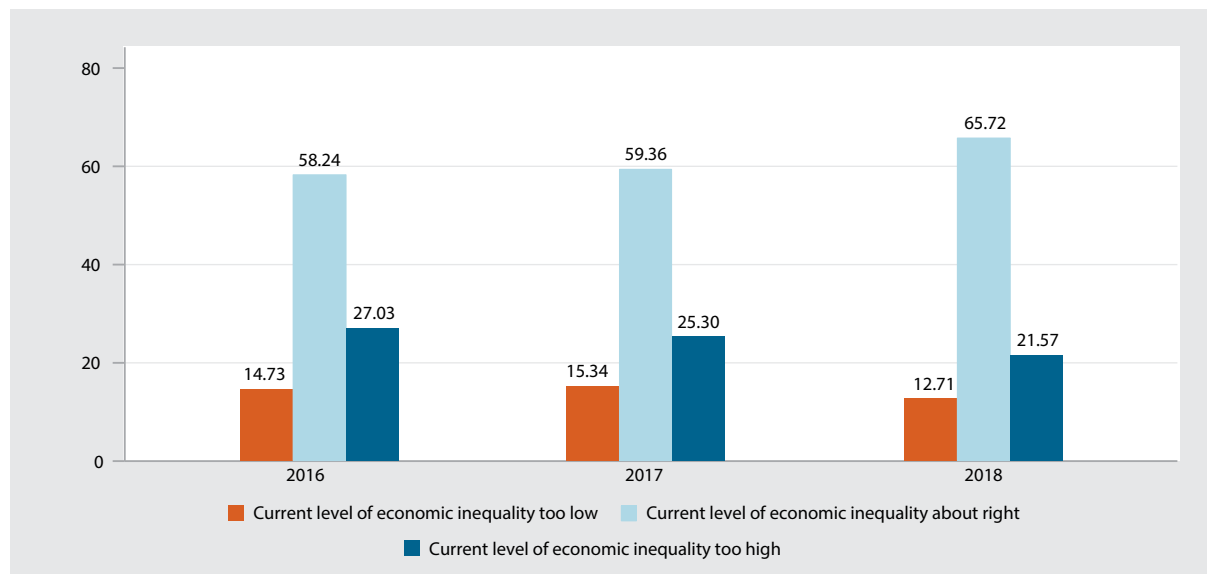
Building on the information presented in Chapter 1 on attitudes towards the economic situation of households and the country, this section assesses attitudes about inequality. In general, as Figure 2.8 shows, a large proportion of respondents did not feel that the current rich-poor gap in Viet Nam is a significant problem. In 2018, there were more respondents who said that the gap was either very narrow or narrow, or neither narrow nor large, than those who said that the gap was large or very large. Furthermore, as Figure 2.9 shows, since 2016 less than 30 percent of respondents have said that current economic inequality is too high. As economic conditions have improved, a declining number of respondents have expressed concern with inequality levels.

**Figure 2.8: Citizens' Perception of Current Rich-Poor Gap in Viet Nam, 2016-2018**





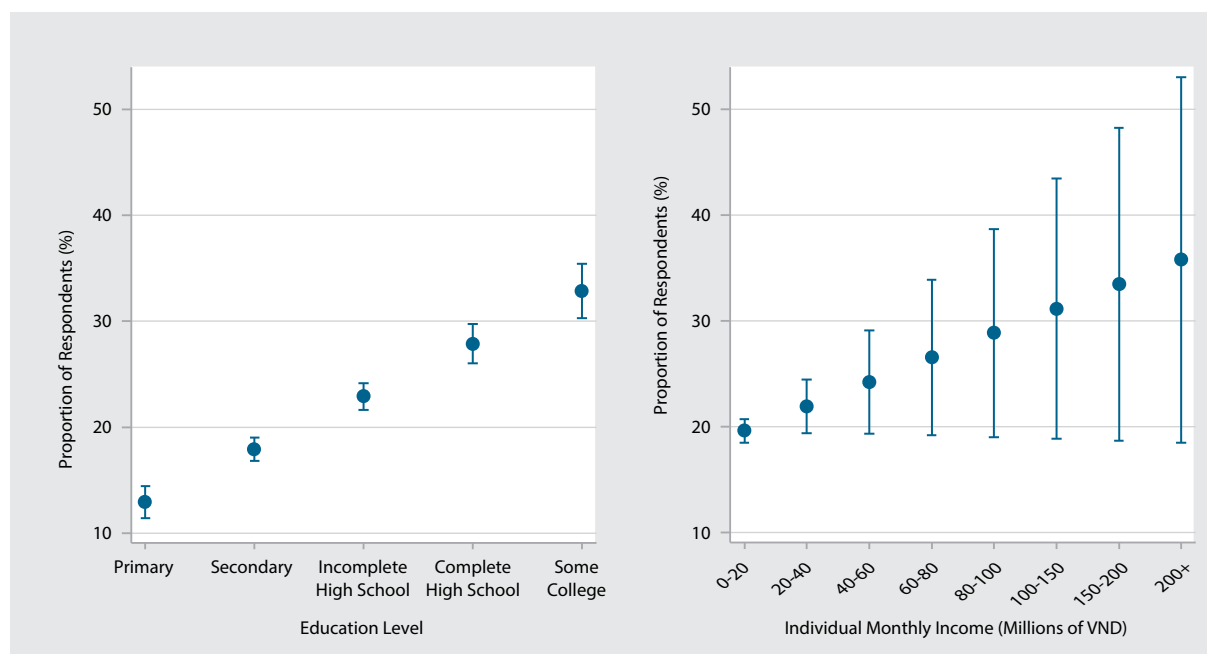
**Figure 2.9: Citizens’ Perception of Current Economic Inequality in Viet Nam, 2016-2018**



Another important question is how concern about inequality corresponds to income levels. In short, are poorer respondents left behind during the economic growth of recent years more likely to express concern about inequality? Figure 2.10 shows that this is not the case. The relationship between income and concern about inequality is quite weak, and if anything, positively correlated with income. That is,

wealthier respondents seem to be more concerned with inequality than lower-income respondents. Further analysis shows that the factor with the strongest impact on a respondent’s concern with inequality is education; more educated respondents are more likely to express concern than less educated respondents.

**Figure 2.10: Concern with Inequality by Income and Education Levels, 2018**

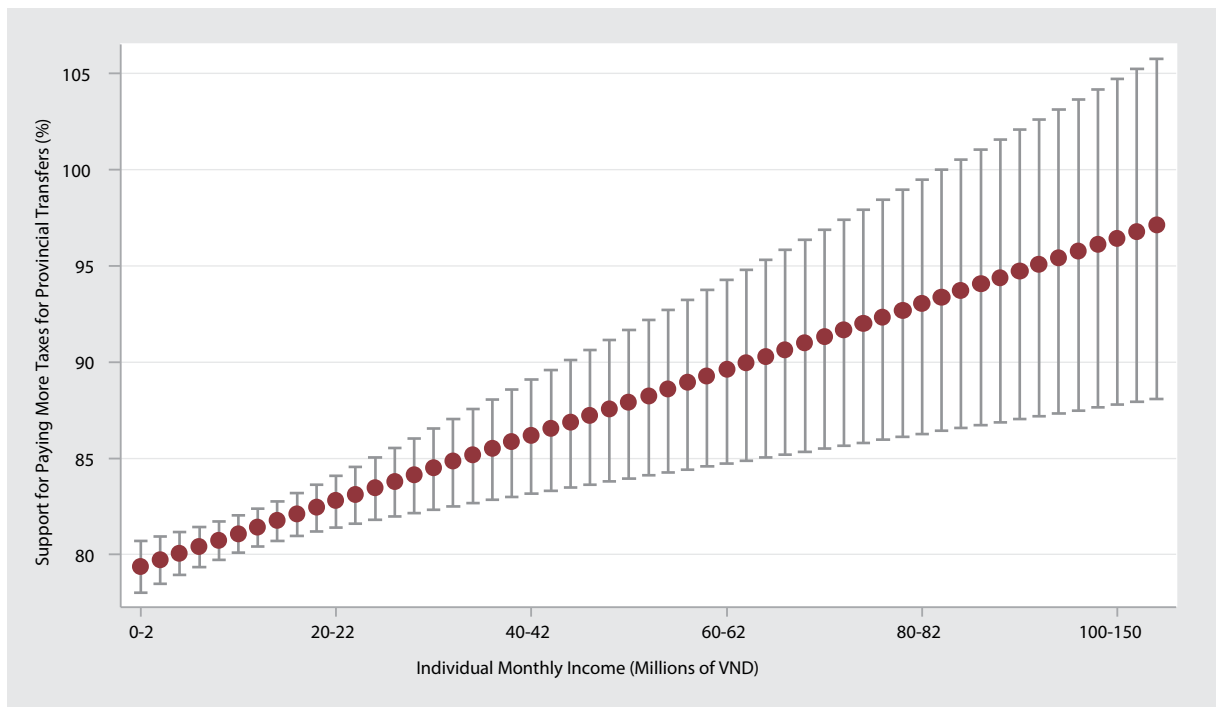


Notes: This graph shows the estimated percentage of respondents in a given income bracket who feel that the rich-poor gap in Viet Nam is too large, based on question a001d1. The estimates control for other factors that might correlate with income such as region, province, economic sector, gender, or education.

The analysis reveals that although poverty remains the issue of greatest concern, particularly among the poor, the rich-poor gap is less important, even among poorer respondents. This leads to the next question about willingness to pay taxes for wealth redistribution to poorer areas. Provincial transfers help provide increased resources for poorer areas. One might presume that richer respondents, who stand

to gain less from individual or provincial transfers, would be less likely to support the policy of collecting taxes for redistribution through provincial transfers. However, as Figure 2.11 shows, this is decidedly not the case. It is not the poorest respondents who are more supportive of paying more taxes for wealth redistribution from their province to poorer provinces, but rather the *wealthier* respondents.

**Figure 2.11: Support for Paying More Tax for Provincial Wealth Transfers to Poorer Provinces by Income Level, 2018**



Notes: Graph shows the estimated percentage of respondents in a given income bracket who support transfers of government resources from richer provinces to poorer provinces. The estimates control for other factors that might correlate with income such as region, province, economic sector, gender, or education.

This analysis suggests a complex relationship between concerns about poverty, attitudes towards economic inequality, and wealth redistribution. In short, while those at the lower end of the income scale are more likely to see poverty as an important concern, this does not necessarily translate into similar attitudes about inequality or support for redistributive policies. As the findings show, poorer respondents are no more likely than richer respondents to view inequality as an important concern, nor are they more likely to

see wealth redistribution as a desirable policy. One possible explanation is that poorer respondents are sceptical that increased resources from their taxes to local governments will actually reach poor people in other provinces. Alternatively, poorer respondents might feel that it is unlikely that richer respondents will be targeted to pay for poverty reduction programs, thus lowering the redistributive effects. These potential explanations demand further exploration.

## Environmental Trade-offs

### *Project Choice*

Although there is no conclusive evidence regarding the environmental impacts of business investment, some have argued that the strong salience of environmental problems in Viet Nam today may have prompted citizens to be highly sensitive to the environmental consequences of large investment projects, including both domestic and foreign projects.<sup>32</sup> As noted above, the environment remains one of the top five issues of greatest concern for Vietnamese citizens. The damage caused by pollution and climate change are more obvious today than they were four decades ago, when the impacts were seen as more speculative and debatable. This visibility of environmental problems has also risen thanks to increased access to the Internet and use of social media, which allow for the more rapid spread of information about environmental degradation and disasters. In addition, Vietnamese citizens have become more directly exposed to environmental pollution and other environmental problems. Consequently, threats to the environment are increasingly perceived as a fundamental threat to human welfare and health.

To study the salience of environmental consequences in individuals' economic decision-making in Viet Nam, a conjoint survey experiment, borrowed from marketing research on consumer choice, was employed. Respondents were asked to compare the profiles of two businesses and indicate to which they would rather see their provincial government grant an

investment license. By varying the economic benefits and the environmental costs of the hypothetical businesses, it is possible to observe the influence on individuals' investment choices of i) economic and environmental considerations, and ii) the particular characteristics of the prospective investors.

A key challenge for policymakers is to understand citizens' multidimensional preferences that influence their view on a single policy choice. In this case, when a respondent selects a certain investor over another, what are the aspects of the investment project that are important to her choice? Does she care about the nationality of the investor, the industry, the size of the project, or some combination of these? The conjoint framework has proven to be a helpful tool to tease out the underlying multidimensionality of individuals' policy preferences. In addition, the conjoint survey can help address concerns about social desirability bias in standard surveys, because it provides shielding for respondents. In other words, respondents are less likely to give the answer they think their interviewer wants to hear. This is because instead of simply asking whether respondents think that environmental protection should be prioritized over economic growth, in the conjoint respondents can make a choice (i.e., to select an investor) without having to reveal the motivation behind their choice.

The design of the conjoint is summarized in Table 2.1. (A similar but simpler conjoint study was undertaken in 2017.) Nine features of a prospective investment in the respondent's locality were randomised. These included whether the investing firm: 1) will bring a small (100), medium (1,000), or large (10,000) number of jobs to the respondent's province; 2) will contribute a small (2 billion VND), medium (20 billion VND), or large (200 billion VND) amount in tax revenues; 3) will generate local income through local sourcing; 4) comes from Viet Nam, a developed, or developing country; 5) is involved in tourism, electronics, or mining; 6) is owned by a private investor or the State; 7) will generate waste equivalent to 100 tons, 300 tons or 1,000 tons; 8) is voluntarily following environmental standards in its operations; and 9) has ever been cited for violating environmental regulations. After being presented with the profiles of two investors, respondents are asked: "Which of these businesses would you most like to see your province grant approval to commence their investment project?"

32 Despite the large body of scholarship investigating the relationship between FDI and the environment (for a review, see Cole et al. 2017), there is a lack of research on the impact of environmental considerations on mass attitudes towards FDI. Even in the richer literature on individual trade policy preferences, very few studies have examined the impact of environmental aspects on public opinion. There are a few exceptions. Studying Swiss voters' preferences, Bechtel et al. (2012) detect a negative relationship between citizens' green preferences and their support for trade liberalization. In contrast, using survey data from Vietnam, Bernauer and Nguyen (2015) find respondents' reported concern for the environment and individuals' support for trade liberalization to be positively correlated. In their conjoint analysis of the factors that determine individuals' evaluation of potential trade partner countries, Spilker et al. (2016) demonstrate that individuals prefer to enter into preferential trade agreements with countries that have strong environmental standards.

**Table 2.1: Conjoint Investor Profile Options**

Attribute	Random option 1	Random option 2	Random option 3
National origin	Viet Nam	Developed foreign investor	Developing foreign investor
Ownership	Private	State-owned	---
Sector	Tourism	Electronics	Mining
Employment	100	1,000	10,000
Tax Revenue Contribution	2 Billion VND	20 Billion VND	200 Billion VND
Local Sourcing	2 Billion VND	20 Billion VND	200 Billion VND
Past environmental violation	Never been cited	Cited for damage to 100 households	Cited for damage to 1,000 households
Waste equivalent to	100 Tons	300 Tons	1,000 Tons
Green certification	Possesses a “green certificate,” indicating it is now employing operations that minimize environmental damage	Does not possess a “green certificate,” indicating it has not employed operations that minimize environmental damage	Is applying for a “green certificate,” indicating it will employ operations that minimize environmental damage

To evaluate the effect of the economic and the environmental factors, two additional indexes were generated. The index of economic benefit consists of all the characteristics that refer to the economic benefits the investor will bring to the respondent’s local area, including the number of jobs, and in the 2018 conjoint, the amount of tax revenue as well as the income generated through local sourcing. A value of 0 indicates the lowest economic contribution (i.e., 100 jobs), while 2 is assigned to the highest economic benefit (i.e., 10,000 jobs). Since only one economic attribute was included in the 2017 conjoint (number of jobs), this index is identical to the levels of the jobs dimension. In the 2018 conjoint, the economic benefit index ranges from 0 to 6, where higher values indicate greater economic benefits generated by the investment.

Following the same procedure, an additional index of environmental impact was generated consisting of all the attributes describing the business’ characteristics related to the environment. These include the business’ environmental history, its green certification commitments, and in the 2018 conjoint, the amount of waste the investment project is going to generate annually. Each attribute level is weighted and ranges from 0 to 2—with 0 assigned to the lowest environmental impact level (e.g., business has not violated against environmental regulations in the past) and 2 to the highest impact (e.g., business’ past

violation against environmental regulations caused damage to 1,000 households). The index generated in this way ranges from 0 to 4 in the 2017 conjoint and 0 to 6 in the 2018 conjoint. Lower values on the index indicate lower environmental costs incurred by the investment.

Figure 2.12 presents the regression-based estimates of the influence of the investors’ characteristics on respondents’ willingness to grant an investor license to the applying business. The graph plots the estimated effect of a given value for each investor characteristic on the probability of supporting the allocation of an investor license. The interpretation of each estimate is relative to the reference category for that dimension.

Consistent with the predictions from the economic models, the analysis results show that economic considerations such as job creation or the amount of tax revenues the investment will generate have a significant effect on respondents’ evaluation of an investment project. In particular, the greater the economic benefits that can be expected from the investment, the more likely people are to endorse the business’ investor license application. An investment with the highest economic benefits (i.e., the investment creates 10,000 jobs, 200 billion VND in tax, and local sourcing contributions) is almost 10 percent more likely to receive support than an investment with the lowest level of economic benefit (i.e., the

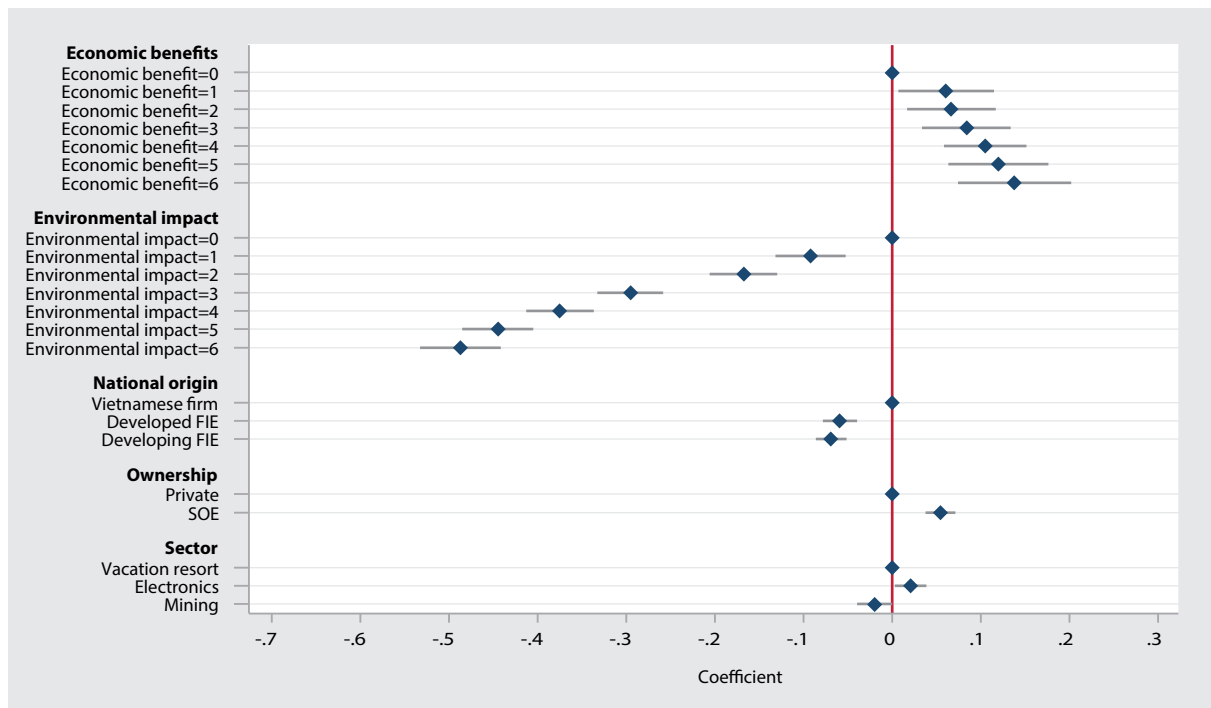
investment creates 100 jobs, 2 billion VND in tax, and local sourcing contributions). However, there are no statistically significant differences between each level of economic benefit. In other words, beyond a certain level of economic gains, additional gains resulting from the investment are not likely to significantly increase public support.

However, the results also reveal that environmental considerations have an even stronger effect on people’s evaluation of the attractiveness of an investor’s project, as shown in Figure 2.12. The sizable effect of the environmental aspects is striking. There is a significant stepwise decline in respondents’ willingness to support a business’ investor license application as the environmental impact of the investment increases. With each increase in the

degree of the environmental costs incurred by the investment, there is a statistically significant decrease in citizens’ support for the investment.

To illustrate, an investment project that has the highest level of environmental impact on the respondent’s local area (i.e., the investment generates 1,000 tons of waste, the business is not applying any environmental standards in its operations and has not done so in the past, and has violated environmental regulations causing harm to 1,000 households) has a 56 percent lower chance of receiving support than an investment that has the lowest environmental impact (i.e., the investment generates 100 tons of waste, the business is already applying environmental standards in its operations, and has never violated environmental regulations in the past).

**Figure 2.12: Effects of Investor Attributes on Citizens’ Willingness to Support Investor License Applications, 2018**



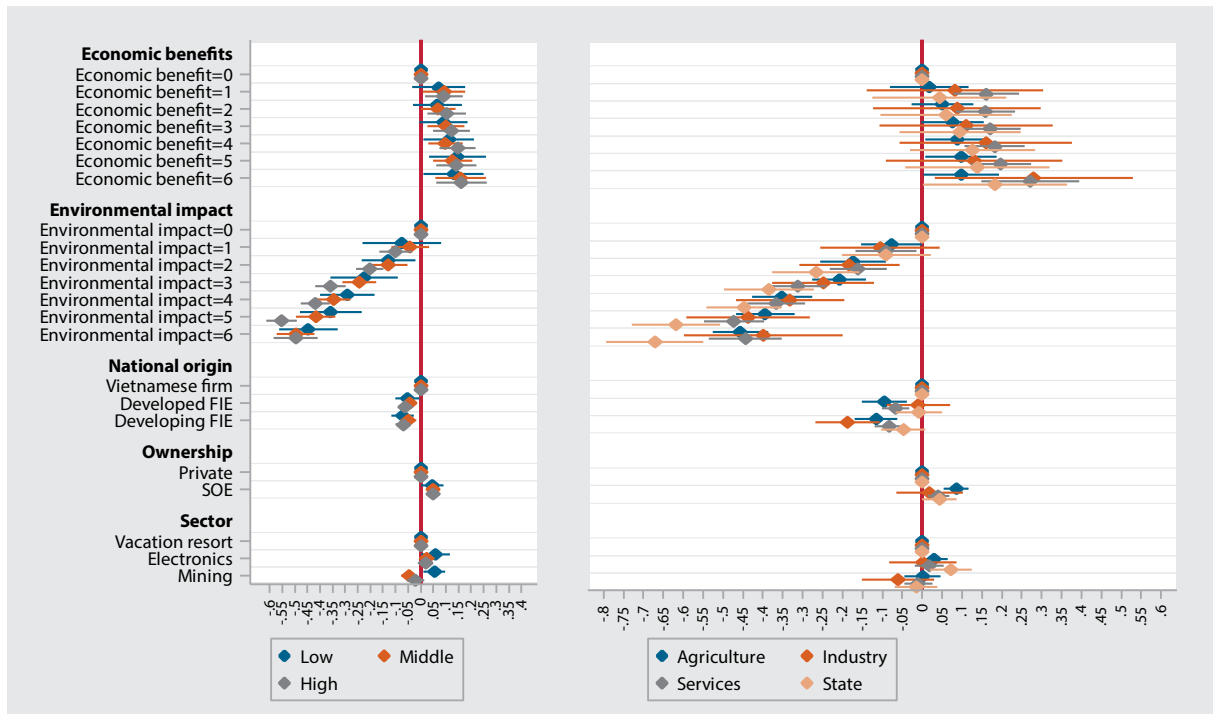
In sum, the results demonstrate that individuals’ investment policy preferences are more heavily influenced by environmental aspects associated with an investment project than by the economic returns; the larger the environmental costs generated by project, the less likely the respondent is to support

the business’ investor license application. In fact, the environmental impact of the investment has a far stronger effect than the economic benefits associated with the investment, the national origins, or any of the other characteristics of the investor.

Further analysis shows that the preference for investor projects with low environmental impact—even at the expense of economic benefits—cuts across differences in gender, age, education, income, employment sector, and place of residence. Figure

2.13, for example, shows how the stepwise pattern repeats itself among poor, middle-class, and rich respondents, and for respondents working in different economic sectors.

**Figure 2.13: Effects of Investor Attributes on Citizens’ Willingness to Support Investor License Applications by Income Strata and Sector, 2018**



The consistent effect of environmental impact on respondents’ investor preferences across different social groups suggests the critical importance of environmental issues for Vietnamese citizens from all socio-economic groups. It also implies that proper and deliberately participatory environmental planning and impact analysis must become a critical component of the country’s development agenda.

*Power Plant Choice*

In addition to project choice, another important question is the choice of energy. Energy production impacts both local air pollution and global greenhouse gas emissions. Both environmental issues have important implications for Viet Nam. As a country that produces and consumes coal, local air pollution is a critical concern for citizens in many regions. In addition, Viet Nam is also one of the countries predicted to be most impacted by climate change. According to the 2018 PAPI survey, citizens

were aware of climate change as an important concern. In the survey, 77 percent said they believed the climate is changing, 11 percent said the climate was not changing, and 12 percent said that they did not know if it was changing.

Given these concerns, an important question is the degree to which citizens are willing to pay for renewable energy, which reduces emissions of greenhouse gases compared to use of fossil-fuel sources. Of course, the degree to which citizens are willing to pay for renewables must be balanced by the degree to which citizens want more reliable energy, as renewable sources of energy are often more variable. To answer this question, the 2018 PAPI asked citizens a series of questions designed to estimate how much citizens are willing to pay for energy from coal versus energy from renewables. In order to assess this, the survey first randomly chose an amount of increase in a citizen’s energy bill to fund additional coal plants that would improve the reliability of energy in their area.

Then, to calculate the degree to which citizens value cleaner sources of energy, the survey asked a second question which varied the types of energy and the benefits the energy source would deliver. The question also varied the amount of money the respondent would have to pay through their energy bill.

Table 2.2 shows the different options respondents were presented with. To assess the relative

importance of the power plant type, the type of power generation, and the impact of the environment, four features of the project were varied. First, the power plant types were varied between coal, clean coal, and renewable energy sources. The next aspect that varied was whether the project would reduce power cuts, reduce local air pollution, or reduce greenhouse gas emissions.

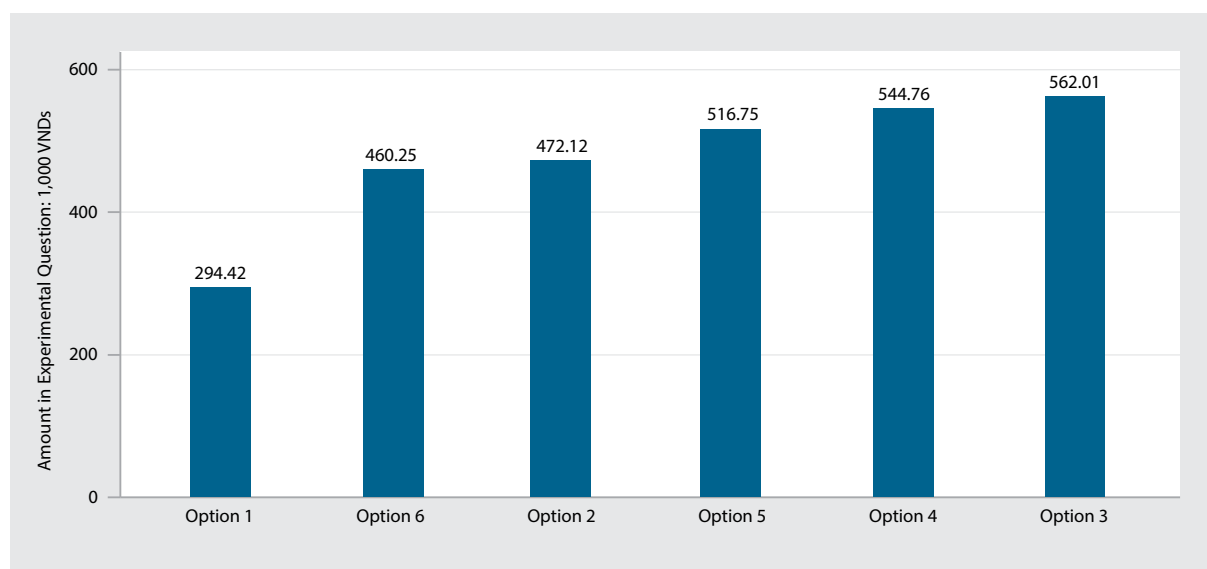
**Table 2.2: Potential Power Plant Choices**

Option	Power Type	Reduce Power Cuts?	Reduce Local Air Pollution?	Reduce Greenhouse Gas Emissions?
1	Coal	Yes	No	No
2	Clean Coal	Yes	Yes	No
3	Renewable	Yes	Yes	No
4	Renewable	Yes	No	Yes
5	Renewable	Yes	Yes	Yes
6	Renewable	No	Yes	Yes

Figure 2.14 reveals some important findings. First, citizens preferences vary significantly depending on the type of plant. Respondents were far less willing to pay for coal plants, regardless of the purported benefits; the least popular option was clearly coal plants, which might reduce power cuts but would have deleterious impacts on local and global air pollution. For the coal project, respondents were only willing to pay, on average, 294,420 VND per month extra. What is more fascinating is that the next least popular option was renewable plants that did not improve

power generation: option 6 would result in reduced greenhouse gas emissions and less local air pollution, but would not reduce power cuts. Respondents were only willing to pay an average of 460,250 VND per month extra for this option. This figure was even lower than clean coal plants (option 2), which would not reduce global greenhouse gas emissions. Citizens were willing to pay 472,120 VND for this option. This suggests that support for renewable energy is contingent on citizen expectations that the renewable energy will also increase energy production.

**Figure 2.14: Impact of Power Source on Willingness to Pay for New Power Plants**



At the upper end, options 3, 4, and 5 were clearly the most popular. Each of these options were for renewable energy plants, though they varied with regards to whether they would improve local pollution, greenhouse gas emissions, or both. Perhaps surprisingly, the option that provided both of the environmental benefits—option 5—was the least popular among the top three, with respondents only willing to pay an average of 516,750 VND for this plant. The most popular was option 3: a renewable energy power plant that would reduce local air pollution and reduce power cuts, but with no mention of a reduction in greenhouse gas emissions. Consistent with the 2017 PAPI report, this seems to indicate that respondents were more sensitive to local air pollution in terms of their support for environmental policies in 2018.

There are several clear takeaways from this analysis. First, Vietnamese citizens are clearly responsive to environmental concerns. They are far more likely to be willing to pay a higher amount for renewable power plants than for either coal or clean coal plants. Second, local air pollution rather than greenhouse gas emissions appears to be the strongest motivating factor. Despite the fact that most Vietnamese accept that climate change is occurring (77 percent), local air pollution impacts decision-making more than concerns about global climate change. Finally, and

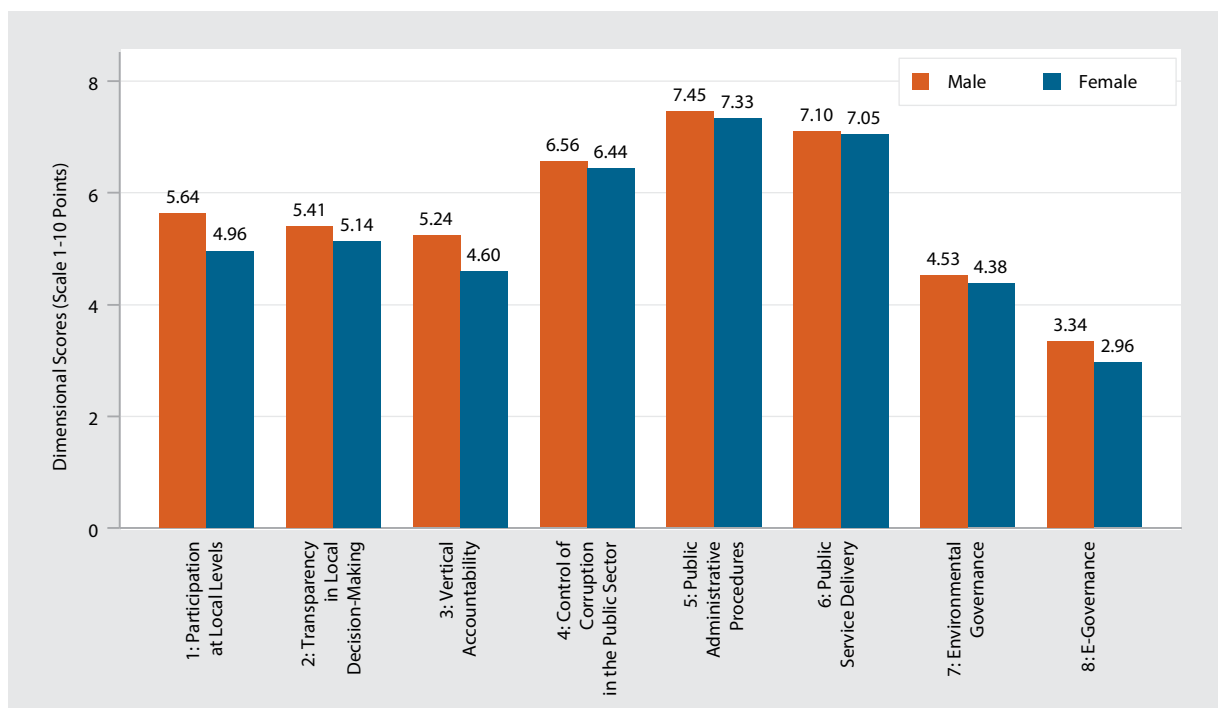
perhaps most importantly for policymakers, is the finding that any renewable energy program needs to also address concerns about power reliability. One of the reasons for the need for coal power plants is to meet Viet Nam’s growing energy demand. Citizens are willing to pay for clean alternatives, but those alternatives need to improve reliability in order to win the support of citizens.

### Gender Equality Perspective

One additional special topic this report considers is societal support for gender equality, in particular whether citizens are willing to support female leaders. Having women in positions of authority is important for a number of reasons. First, women may have different priorities and attitudes towards governance than men. The previous sections in this chapter show that women are more likely than men to view poverty as an important concern. Men, on the other hand, are more likely to view corruption as an important concern.

Beyond that, annual PAPI reports reveal that female respondents are, in general, more critical of the government than men. Figure 2.15 shows that in 2018, as in previous years, women expressed lower levels of satisfaction with the performance of local governments than men.

**Figure 2.15: Assessment of Governance and Public Administration Performance by Gender, 2018**





Perhaps as worryingly, women are also less likely to participate in grassroots political institutions. For example, as indicated in Dimension 1, women were less likely to vote in general elections than men. This is consistent with research that shows women are less likely than men to use non-electoral forms of communication with local leaders.<sup>33</sup>

Finally, women are often in a more vulnerable position with respect to protecting their interests than men. One issue that PAPI tracks is registration of LURCs. Land registration provides individuals with greater protection against land seizures in the event of a dispute or death in the family. In previous years, the PAPI survey uncovered disparities in the degree to which women have their names on LURCs. The 2013

Land Law encourages both men and women, when they share a household, to have their names on the certificates.

Figure 2.16 shows the change in 2018 from 2017. As the figure indicates, the gap has expanded since 2017, with men nearly 10 percent more likely to have their names on certificates than women nationwide. The difference is particularly pronounced in rural areas, growing from 9 percent to 13 percent. Looking more deeply at the data reveals that an increasing number of women have their names on the certificates, but the higher rate among men has not kept up with the increase among men.

**Figure 2.16: Gender Gap in Land Registration, 2017-2018**

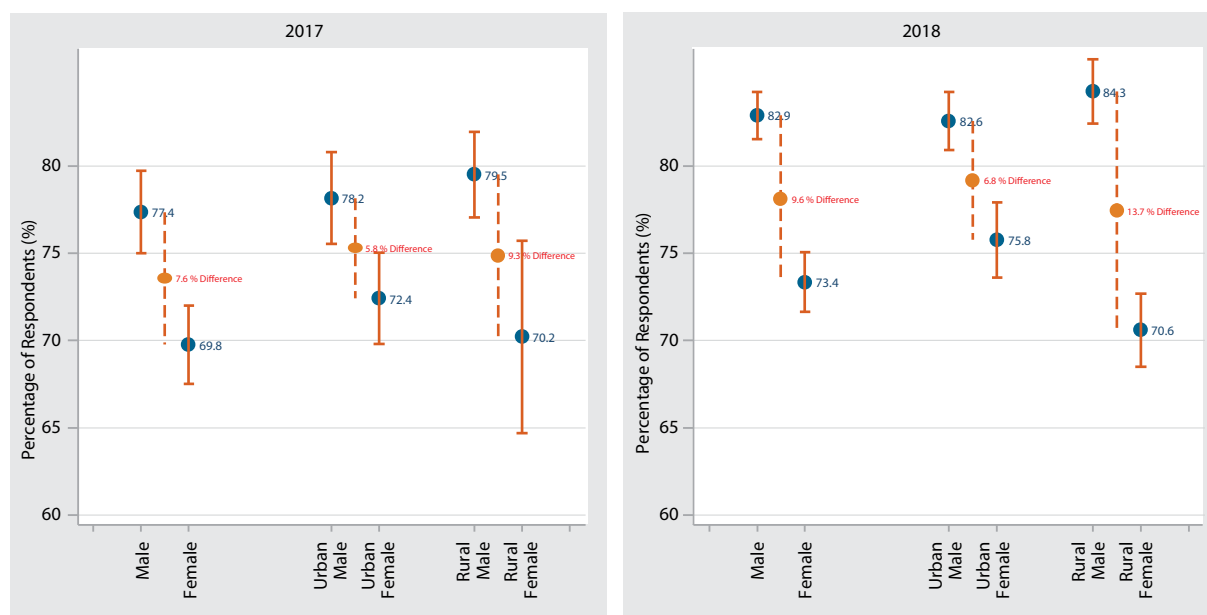


Table 2.3 presents the reasons given by respondents for not having their names on LURCs. In 2018, more women than men said that their names are not registered on LURCs because their spouse's name is registered, though the proportion of women selecting this answer has been declining. Findings presented in

this table are consistent with an overall increase in the number of women having their names on LURCs, as the rate of women saying that their spouse's name is registered on LURCs declined over the past three years, from 12.6 percent to 9.3 percent.

33 See Tsai, Lily and Yiqing Xu (2017).

**Table 2.3: Reasons for Not Having Name on Land Use Rights Certificates (LURCs), 2016-2018**

Reasons	Male			Female		
	2016	2017	2018	2016	2017	2018
Parent's name on LURCs	15.04%	13.21%	10.09%	8.91%	8.23%	7.04%
Not head of household	5.46%	5.76%	3.40%	11.14%	7.93%	8.07%
Spouse's name on LURCs	1.99%	1.74%	2.23%	12.58%	11.30%	9.34%
Other reasons	1.18%	1.76%	1.11%	3.11%	1.94%	1.81%
<b>Total without name on LURCs</b>	<b>26.67%</b>	<b>22.47%</b>	<b>16.83%</b>	<b>35.74%</b>	<b>29.49%</b>	<b>26.26%</b>

Given these differences in preferences and governance concerns among women compared to men, an important question is the degree to which women are represented in government positions. Although Viet Nam has made strides in achieving gender equality, as this report shows, much work remains to be done.<sup>34</sup> Representation in leadership positions can both impact policy and have a role model effect in terms of encouraging more women to become involved in politics.

Most reports on gender equality in leadership positions focus on bias within the Party and the Government. However, there has been less focus on bias within society. To assess the degree to which citizens themselves want female leaders, the 2018 PAPI survey asked whether respondents preferred men, women, or had no preference regarding who should occupy a wide range of positions. The positions listed ranged from village to national level, and included legislative and leadership positions.

Figure 2.17 shows citizens' preferences for male or female political figures. A large majority of respondents did not express a preference based on gender. However, to the extent that respondents did have a preference, they were more likely to prefer male to female leaders. For instance, 26 percent of

respondents said they preferred a male village leader to only two percent who preferred a female village leader. What is also clear is that respondents were more biased against women for leadership positions than they are for legislative positions. For instance, respondents were less biased when considering the gender of National Assembly delegates and People's Council delegates than they were for village leaders, the General Secretary, the Prime Minister, or provincial party chiefs.

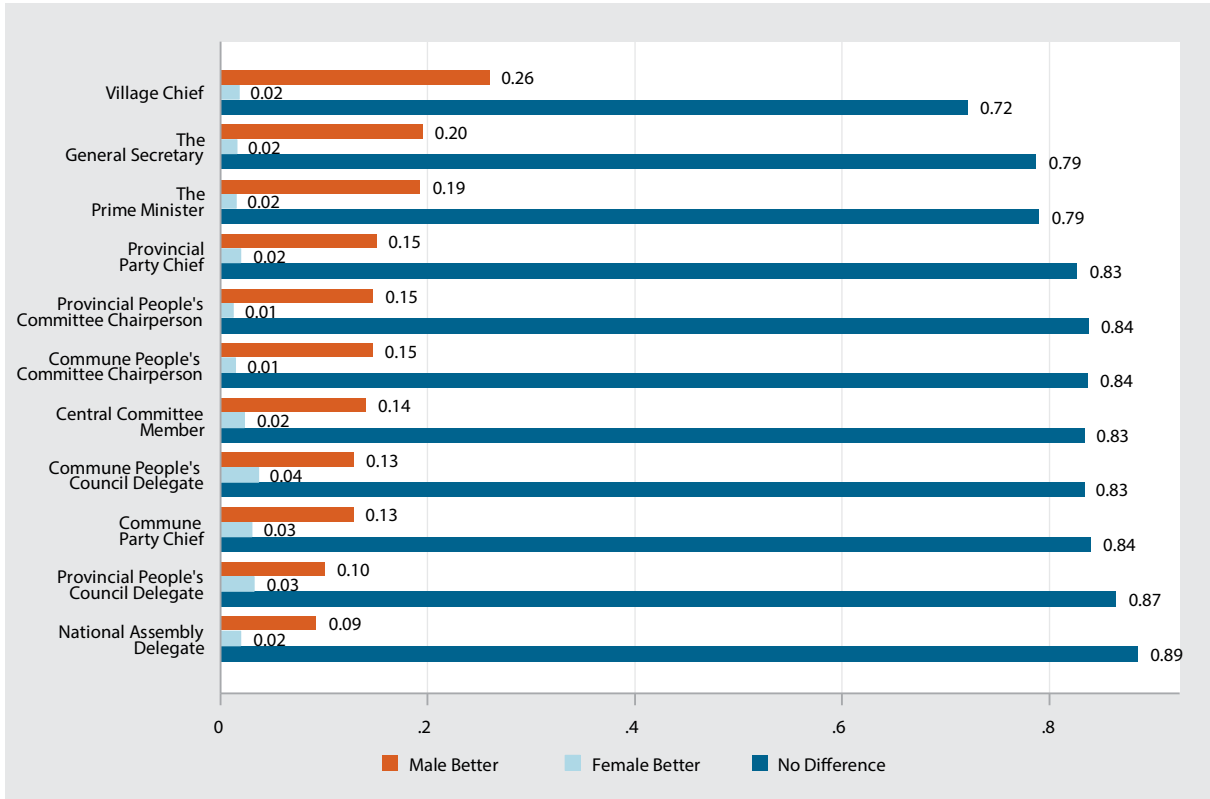
Further examination of the data shows additional surprising findings. In particular, in assessing whether men or women express greater bias, it is not men but rather women who were more likely to prefer male leaders to female, as Figure 2.18 shows. As seen in the figure, in 2018 women were more than 30 percent more likely to prefer a male village leader to a woman, while men were only 20 percent more likely. The trend is consistent across different positions.

The analysis above suggests that progress is being made, and that a majority of citizens do not have any preference for male or female leaders. At the same time, the findings also show that a societal bias remains against women in leadership positions, and that (among those who express a preference) this bias is stronger among women than men.

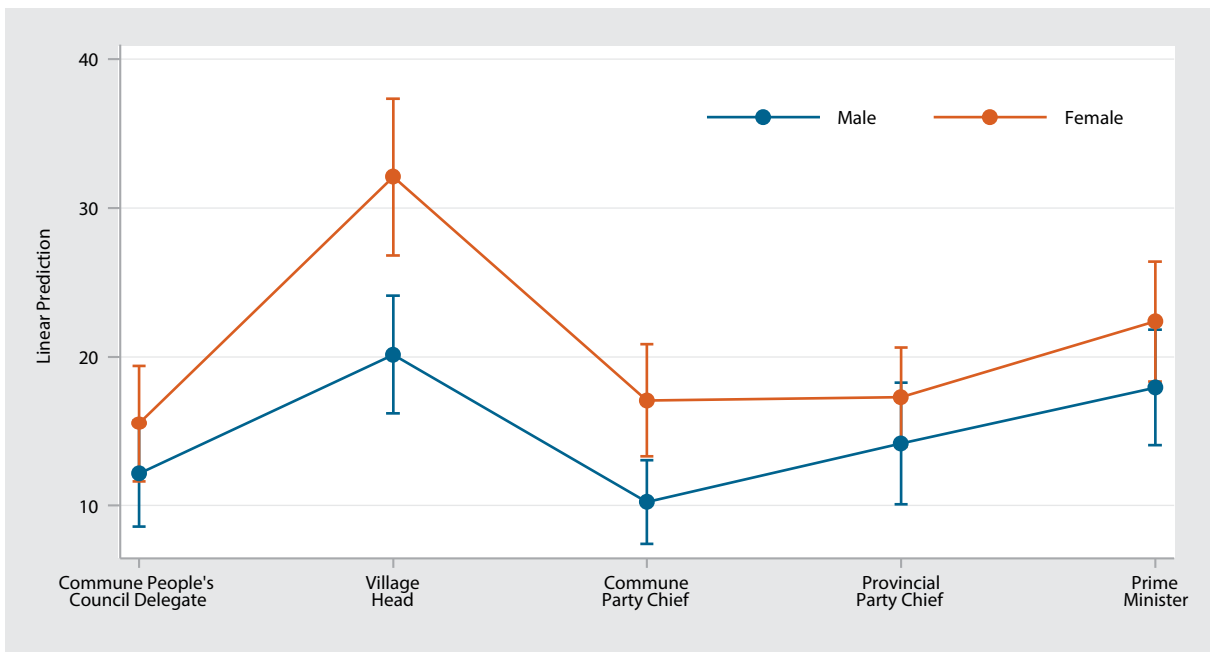
34 See Schuler, Paul (2014).



**Figure 2.17: Preference for Men or Women in Political Positions, 2018**



**Figure 2.18: Proportion Preferring Men in Political Positions by Gender, 2018**



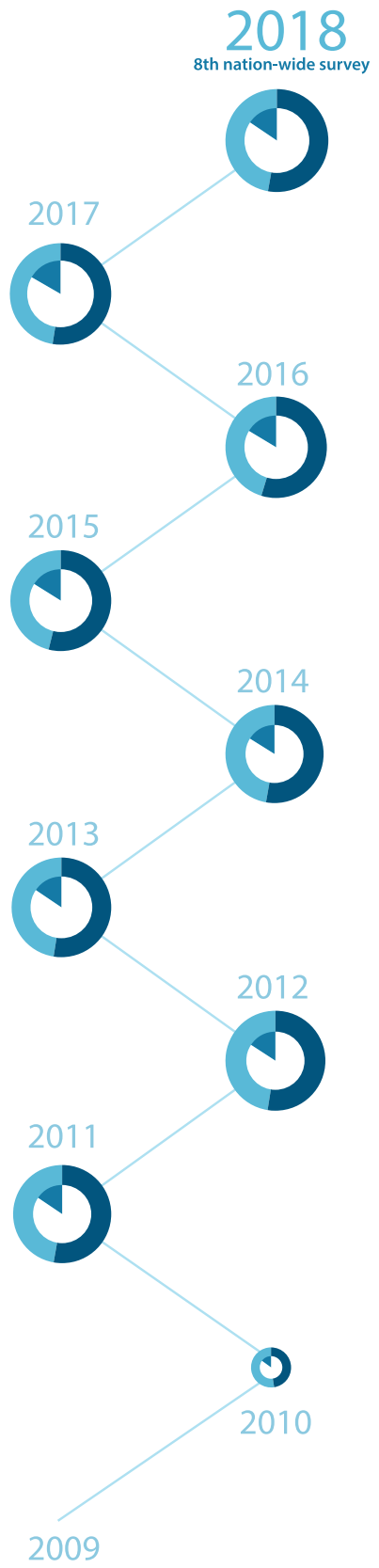
## Conclusions and Implications

This chapter has offered a close look at issues of great concern among Vietnamese citizens in 2018 (in addition to their feedback on local governments' performance in governance and public administration as presented in Chapter 1). It is hoped that the findings provide useful inputs for follow-up policy interventions in each of the areas assessed. The data show that poverty reduction, economic growth, corruption, environmental protection and gender equality remain topical issues for the State and the Government to address in order to maintain progress toward the governance, social and economic development targets the country has set out in its 2011-2020 Socio-Economic Development Strategy and 2030 Sustainable Development Goals, and the aims of its 2021-2030 Socio-Economic Development Strategy.

Findings from this chapter show that despite rapid declines in poverty and improvements in economic conditions, many Vietnamese—particularly those in lower income strata—remain concerned about poverty. As the government continues searching for solutions to poverty reduction and higher economic growth, they should consider the types of policy options citizens would support. The PAPI data show that while there is a high level of support for paying taxes for redistribution of wealth for poverty assistance in poorer provinces, the support is greatest among wealthier and more educated respondents who have more resources and willingness to contribute to further poverty reduction. With 90 percent of the population earning less than 20 million VND per person per month, and a much smaller group of wealthier people, policy on tax-based redistribution should be well articulated and well designed so as to not upset low-income earners.

While poverty remains the issue of greatest concern for many, as this chapter reveals, environmental and gender issues are also of great importance in Viet Nam's development agendas. Consistent with previous PAPI reports, the findings show that citizens consistently prioritize environmental protection, even at the expense of economic growth. Perhaps due to the increased severity and salience of environmental damage caused by various domestic and foreign investment projects in past years, citizens place a higher priority on the environmental impacts than on the economic benefits of investment projects in their localities. This is also true for citizens' preferences for renewable energy, as they would support any energy project that reduces air pollution in their locality. However, when asked about their choice of power plants to replace coal power plants, it is clear that citizens are also concerned about the reliability of their power supply. This suggests that while citizens support renewable energy, this must be coupled with secure supply capacity.

Regarding gender equality, while some improvements have been made in more equitable registration of LURCs, more efforts are needed to increase equal opportunities for both women and men to obtain leadership positions. One overlooked aspect of gender equality in political leadership positions concerns potential gender bias amongst citizens. This chapter shows that a majority of citizens do not express a preference for men or women when electing candidates to political leadership positions. Still, a substantial minority express a preference for male candidates, and the greatest bias appears to be on the part of female rather than male respondents. The findings suggest that more work needs to be done to end societal stigma against women occupying certain leadership positions, especially among female voters.







# CHAPTER 3

## 2018 PROVINCIAL PERFORMANCE BY DIMENSIONS

### Overview

This chapter presents an analysis of provincial performance in eight dimensions (areas) of governance and public administration, and in the aggregate 2018 PAPI. Of the eight dimensions, the six core ones are: Participation at Local Levels, Transparency in Local Decision-making, Vertical Accountability, Control of Corruption in the Public Sector, Public Administrative Procedures, and Public Service Delivery. The two new, evolving dimensions are E-Governance and Environmental Governance.

Specifically, this chapter presents provincial performance by indicators, showing how provinces in general performed in 2018. This is followed by a series of maps and dashboards summarizing 2018 performance by dimensions and sub-dimensions, allowing provincial governments to see how they fared compared to their peers with similar socio-economic, geographic and demographic backgrounds. Since major changes were made to the composition of the PAPI in 2018, comparison over time from 2016 to 2018—the first three years of the 2016-2021 government term—is encouraged only for indicators that were kept intact.

Major changes to the 2018 PAPI include three new sub-dimensions added to the composition of the index. Access to Information is a new sub-dimension

in Dimension 2: Transparency in Local Decision-making. The questions used to compose this sub-dimension were tested and validated in the 2017 PAPI survey. The data collected from the 2018 survey now serve as baseline indicators to gauge enforcement of the 2016 Law on Access to Information, which became officially effective from 1 July 2018.

Another new sub-dimension is Local Governments' Response to Citizens' Appeals in Dimension 3: Vertical Accountability. The questions used to compose this sub-dimension were tested and validated over time in PAPI starting in 2016, but were constructed differently in 2016 and 2017. In the revised 2018 PAPI, the sub-dimension was reconstructed by pooling together questions about different forms of citizen actions into one major indicator, and by consolidating all questions about usefulness of citizens' actions into another major indicator. These two indicators now serve as baseline indicators to measure the proactiveness of citizens in calling local governments to account when citizens have concerns about local government-related affairs.

The last new sub-dimension, Access to Justice Services, was also added to Dimension 3. The questions used to compose this sub-dimension were tested and validated in the 2015 Viet Nam Justice Index survey. The data collected from the 2018 PAPI survey now serve as baseline indicators to measure

the performance of judicial services at the local level. The aim is to inform central and local authorities about how these services work, and to serve as means of verification in the measurement of Sustainable Development Goal 16 on Peace, Justice and Strong Institutions for Viet Nam.

A few minor additions and removals were also made to the composition of the 2018 PAPI. For instance, in Dimension 1 on Participation at Local Levels, questions about terms of offices of some elected representatives were removed and replaced by questions about knowledge of important policies and government leaders in office. In Dimension 4 on Control of Corruption in the Public Sector, the question about knowledge of the Anti-corruption Law is now part of the Dimension 1 indicators. Finally, in Dimension 6 on Public Service Delivery, three new indicators have been added to examine the consistency of electrical supply in homes, and citizens' assessment of safety when walking alone during the day and night.

As the results from the 2018 PAPI surveys reveal, provincial governments need to do much more to satisfy their citizens' expectations. As Table 3.9 shows, there is a significant disparity between the highest aggregated provincial score of 47.05 points and the potential maximum aggregated score of 80 points (on the scale of 10-80 points for all eight dimensions). This gap suggests that opportunities exist for further reforms and better implementation of policy by local governments as they strive to be more open, transparent, accountable, and responsive, and to act with integrity.

Dimensional results also show that each province has its own strengths and weaknesses; none of the

63 provinces excelled in all eight dimensions. For instance, Lang Son and Bac Giang were in the best performing groups in six out of the eight dimensions. Still, Bac Giang remained in the low-average performing group for the Vertical Accountability dimension. This suggests that no solution is best for all provinces; local governments need to review each indicator to understand where they have performed well and where they need to improve, and then identify relevant solutions for each policy area included in PAPI.

Interestingly, regional patterns have been consistent over time in some dimensions, despite the changes made to the index in 2018. As Maps 3.1-3.8 on dimensional performance in 2018 show, northern provinces tend to do better in the areas of Participation at Local Levels, Transparency in Local Decision-making and Vertical Accountability compared to southern provinces. On the other hand, more southern provinces perform better in the dimension Control of Corruption in the Public Sector. Unlike previous years' findings, in 2018 there was a more even regional distribution of good performers in the dimensions of Public Administrative Procedures and Public Service Delivery. However, in the two new dimensions, northern provinces tended to perform better in E-Governance but do more poorly in Environmental Governance than their southern peers. Regional differences may suggest areas of focus for government agencies in charge of regional development, such as encouraging provinces within each region to focus on weak areas and/or to exchange information or experiences with provinces in other regions.



## 2018 Provincial Performance by Dimensions

### Dimension 1: Participation at Local Levels

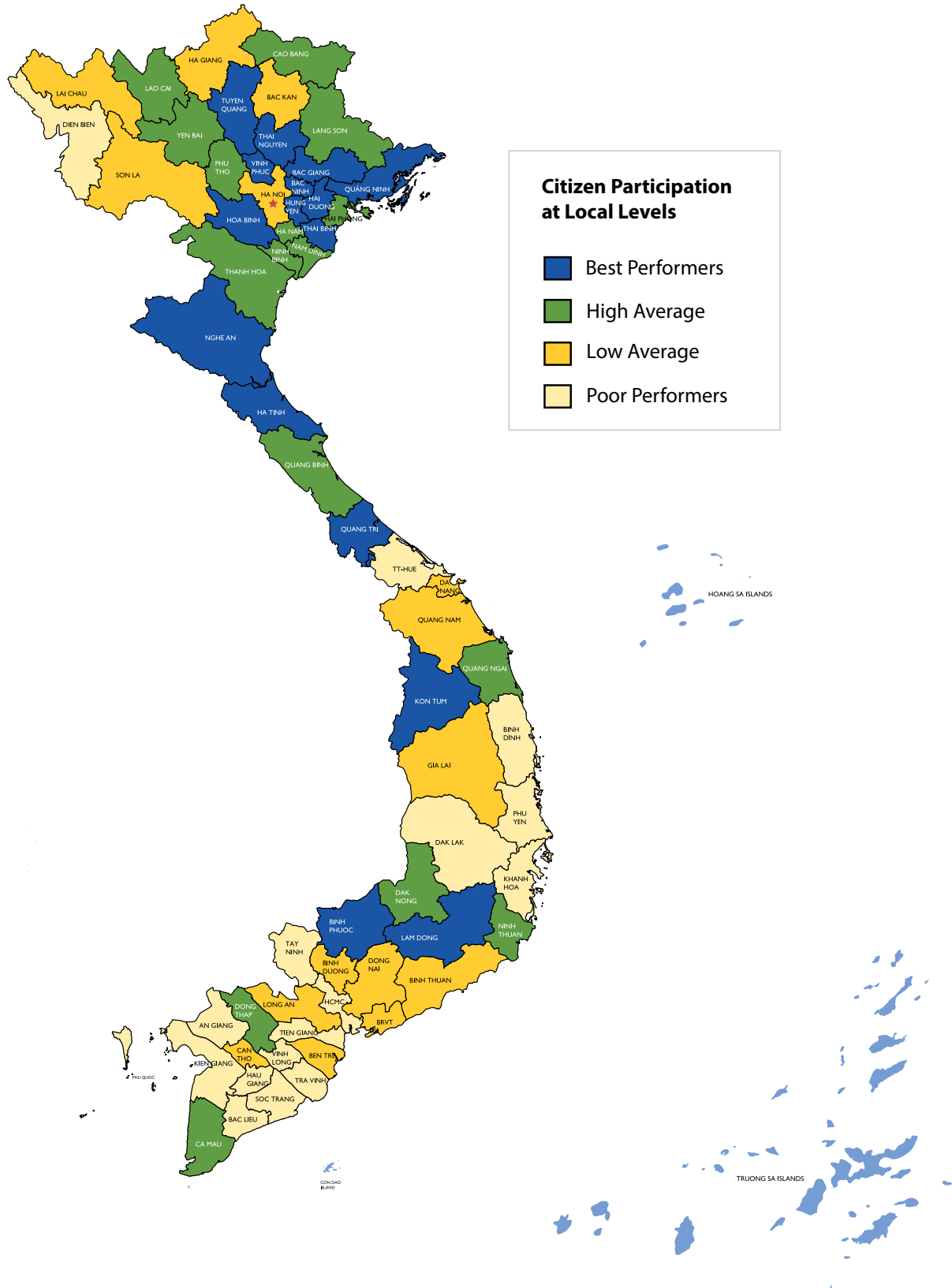
Participation in political, social, and economic life is the constitutional right of all Vietnamese citizens from the age of 18. Such participation is important for citizens to exercise their democratic rights and to do their part to help improve local governance. The PAPI dimension Participation at Local Levels measures the awareness of citizens about their right to political participation, how they participate in elections and local decision-making, and how local governments facilitate the exercise of citizens' right to participate.

Below are snapshots of key findings related to provincial performance in engaging citizens at local levels. First, Box 3.1 highlights key findings at the provincial level. Map 3.1 then presents aggregate dimensional scores for all 63 provinces by the four quartiles of best, high-average, low-average, and poor performers. Table 3.1a provides sub-dimensional and indicator results for 2018, and changes over the three years of 2016 to 2018 in indicators that were kept unchanged—so that provinces can understand their scores (position) relative to other provinces. In addition, Table 3.1b presents a dashboard summarizing 2018 provincial performance by four quartiles at both dimensional and sub-dimensional levels.

#### Box 3.1: Key Findings from Dimension 1: Participation at Local Levels

- Overall, scores for Participation at Local Levels remained at the average level in 2018, as in previous years. There is not a large range in provincial performance scores, with the difference between the highest (6.16 points) and lowest (4.41 points) dimensional scores only 1.75 points (on the 1 to 10-point scale). This implies that all provinces performed at the average level in engaging citizens in local government affairs.
- Northeastern and North Central provinces tend to perform better than southern provinces in enabling citizens' participation at local levels. In the Voluntary Contribution sub-dimension, there is a more even distribution across the country of good performing provinces compared to the other three sub-dimensions (Civic Knowledge, Participation Opportunities, and Quality of Local Elections).
- Thai Binh was the best performer and Khanh Hoa the poorest in engaging citizens at the local level, based on the aggregated dimensional scores. At the sub-dimensional level, Thai Binh was in the best performing group in all four sub-dimensions (Civic Knowledge, Participation Opportunities, Quality of Local Elections, and Voluntary Contribution). Meanwhile, Hau Giang was in the poorest performing group in all four sub-dimensions.
- The largest differences in provincial performance are found in the Voluntary Contribution sub-dimension; a wide variety of provinces received maximum and minimum scores in almost every indicator measuring the voluntary participation of citizens in local infrastructure projects, including in decision-making, monitoring of project implementation, and through financial and knowledge contributions.
- In a nutshell, priority areas for provinces to address to better engage citizens include providing grassroots election opportunities; improving communication of election results; more frequent direct meetings between elected representatives and citizens; and providing more opportunities for citizens to discuss, design and oversee grassroots infrastructure development projects.

Map 3.1: Provincial Performance in Citizen Participation at Local Levels by Quartiles, 2018



**Table 3.1a: Citizen Participation at Local Levels (Dimension 1): Results by Indicators in 2018 and from 2016 to 2018**

Dimension and Sub-Dimensions	Name of Indicator	Scale		National Mean Over Time			Provincial 2018 PAPI Score Range on 1-10 Point Scale			
		Min	Max	PAPI 2016	PAPI 2017	PAPI 2018*	Status	Minimum	Median	Maximum
<b>Total Dimension</b>	<b>Dimension 1: Participation at Local Levels</b>	<b>1</b>	<b>10</b>	<b>5.15</b>	<b>5.18</b>	<b>5.19</b>	<b>Minimum</b>	<b>4.41</b>	<b>5.36</b>	<b>6.16</b>
<i>Sub-Dimension 1</i>	<i>Civic Knowledge*</i>	0.25	2.5	1.01	0.96	1.04	<i>Minimum</i>	0.77	1.10	1.41
<i>Sub-Dimension 2</i>	<i>Participation Opportunities*</i>	0.25	2.5	1.80	1.70	1.52	<i>Minimum</i>	1.32	1.58	1.78
<i>Sub-Dimension 3</i>	<i>Quality of Local Elections</i>	0.25	2.5	1.43	1.50	1.53	<i>Minimum</i>	1.17	1.60	1.86
<i>Sub-Dimension 4</i>	<i>Voluntary Contributions</i>	0.25	2.5	0.89	1.02	1.11	<i>Minimum</i>	0.61	1.10	1.50
S1. Civic Knowledge	Knowledge of Policy*	0%	100%			58.46%	Minimum	33.33%	62.28%	85.09%
	Knowledge of Leaders (%)*					40.73%	Minimum	22.30%	44.51%	68.77%
	Participated in Formal Associations*	0%	100%			52.54%	Minimum	29.53%	62.42%	82.03%
S2. Opportunities for Participation	Participated in Informal Associations*	0%	100%			16.76%	Minimum	8.05%	17.90%	47.60%
	Voted in Last Commune People's Council Election (%)	0%	100%	65.10%	57.62%	58.80%	Minimum	39.51%	62.34%	78.74%
	Voted in Last National Assembly Election (%)	0%	100%	67.02%	53.98%	54.37%	Minimum	37.22%	55.83%	73.04%
	Village Head Elected (%)	0%	100%	77.87%	77.96%	86.25%	Minimum	72.94%	88.46%	97.28%
	Participated in Village Head Election (%)	0%	100%	60.15%	62%	67.55%	Minimum	48.30%	66.74%	87.94%

Dimension and Sub-Dimensions	Name of Indicator	Scale		National Mean Over Time			Provincial 2018 PAPI Score Range on 1-10 Point Scale			
		Min	Max	PAPI 2016	PAPI 2017	PAPI 2018*	Status	Scores	Scores	
S3. Quality of Village Head Elections	More Than One Candidate (%)	0%	100%	42.21%	49.02%	53.68%	Minimum	33.07%	Maximum	79.94%
	Invited to Participate (%)	0%	100%	50.16%	56.18%	59.68%	Minimum	36.84%	Maximum	87.20%
	Paper Ballot was Used (%)	0%	100%	81.51%	83.95%	83.48%	Minimum	28.92%	Maximum	100%
	Votes were Counted Publicly (%)	0%	100%	67.21%	69.84%	74.34%	Minimum	43.73%	Maximum	99.55%
	Candidate not Suggested (%)	0%	100%	33.49%	29.4%	25.85%	Minimum	0.00%	Maximum	27.10%
	Voted for the Winner (%)	Min	Max	92.93%	89.7%	91.61%	Minimum	73.34%	Maximum	99.97%
	Voluntary Contribution to Project (%)	0%	100%	37.53%	42.81%	45.24%	Minimum	13.44%	Maximum	79.70%
	Community Monitoring Board Monitors Contribution (%)	0%	100%	20.99%	34.41%	37.78%	Minimum	9.46%	Maximum	65.57%
	Voluntary Contribution Recorded (%)	0%	100%	73.36%	71.66%	77.46%	Minimum	44.72%	Maximum	94.54%
	Participated in Decision-making to Start Project (%)	0%	100%	59.41%	60.2%	59.21%	Minimum	29.12%	Maximum	83.27%
S4. Voluntary Contributions	Provided Inputs to Project Design (%)	0%	100%	36.29%	32.68%	34.01%	Minimum	6.83%	Maximum	62.83%

Note: (\*) Sub-dimensions and indicators with changes in 2018. Comparability applies to indicators without an asterisk (\*). Min = Minimum score; Max = Maximum score

**Table 3.1b: Dashboard of Provincial Performance in Participation at the Local Level, 2018**

Province Name	1: Participation at Local Levels	1.1: Civic Knowledge	1.2: Opportunities for Participation	1.3: Quality of Elections	1.4: Voluntary Contributions
Ha Noi	5.22	0.96	1.51	1.60	1.14
Ha Giang	5.26	1.00	1.59	1.64	1.03
Cao Bang	5.36	1.21	1.66	1.58	0.92
Bac Kan	5.30	1.17	1.55	1.60	0.98
Tuyen Quang	5.78	1.27	1.66	1.63	1.22
Lao Cai	5.41	1.02	1.55	1.58	1.25
Dien Bien	4.95	1.05	1.73	1.56	0.61
Lai Chau	5.26	0.88	1.53	1.67	1.18
Son La	5.30	1.03	1.48	1.72	1.06
Yen Bai	5.52	1.17	1.64	1.61	1.10
Hoa Binh	5.88	1.37	1.66	1.81	1.03
Thai Nguyen	5.80	1.41	1.64	1.80	0.96
Lang Son	5.54	1.20	1.66	1.56	1.12
Quang Ninh	5.86	1.24	1.69	1.73	1.19
Bac Giang	5.84	1.22	1.65	1.86	1.11
Phu Tho	5.46	1.13	1.58	1.63	1.11
Vinh Phuc	5.96	1.10	1.63	1.74	1.50
Bac Ninh	5.65	1.19	1.60	1.66	1.20
Hai Duong	5.83	1.35	1.60	1.47	1.41
Hai Phong	5.44	1.25	1.56	1.53	1.10
Hung Yen	5.65	1.14	1.57	1.64	1.31
Thai Binh	6.16	1.34	1.74	1.86	1.22
Ha Nam	5.51	1.21	1.71	1.64	0.95
Nam Dinh	5.40	1.07	1.60	1.48	1.25
Ninh Binh	5.47	1.09	1.58	1.69	1.11
Thanh Hoa	5.57	1.19	1.61	1.70	1.08
Nghe An	5.98	1.24	1.69	1.77	1.29
Ha Tinh	5.95	1.41	1.71	1.68	1.15
Quang Binh	5.56	1.13	1.68	1.64	1.11
Quang Tri	5.62	1.13	1.67	1.75	1.06
Thua Thien-Hue	4.85	0.89	1.51	1.66	0.79
Da Nang	5.13	1.22	1.52	1.63	0.77
Quang Nam	5.27	0.99	1.68	1.70	0.90
Quang Ngai	5.37	0.93	1.61	1.53	1.30
Binh Dinh	4.87	0.94	1.42	1.44	1.07
Phu Yen	4.80	0.85	1.36	1.56	1.03
Khanh Hoa	4.41	0.85	1.32	1.46	0.78
Ninh Thuan	5.39	0.96	1.61	1.63	1.19
Binh Thuan	5.05	0.85	1.42	1.38	1.41
Kon Tum	5.94	1.19	1.62	1.70	1.43
Gia Lai	5.14	0.99	1.52	1.57	1.06
Dak Lak	4.98	1.04	1.54	1.57	0.84
Dak Nong	5.54	1.27	1.64	1.61	1.01
Lam Dong	5.84	1.08	1.78	1.56	1.42
Binh Phuoc	5.86	1.35	1.45	1.64	1.42
Tay Ninh	4.88	0.87	1.50	1.45	1.06
Binh Duong	5.28	1.15	1.62	1.48	1.02
Dong Nai	5.31	1.10	1.51	1.59	1.11
Ba Ria-Vung Tau	5.15	1.11	1.66	1.63	0.75
Ho Chi Minh City	4.84	1.10	1.39	1.40	0.95
Long An	5.18	1.19	1.53	1.59	0.87
Tien Giang	4.96	0.89	1.45	1.45	1.17
Ben Tre	5.21	1.10	1.57	1.44	1.10
Tra Vinh	4.47	0.85	1.40	1.17	1.05
Vinh Long	4.45	1.01	1.36	1.17	0.90
Dong Thap	5.43	1.00	1.59	1.57	1.27
An Giang	4.56	0.77	1.34	1.28	1.16
Kien Giang	4.67	0.96	1.52	1.42	0.77
Can Tho	5.03	1.00	1.48	1.42	1.13
Hau Giang	4.52	0.85	1.35	1.41	0.92
Soc Trang	4.90	0.90	1.37	1.32	1.31
Bac Lieu	4.80	0.89	1.37	1.45	1.08
Ca Mau	5.40	1.08	1.48	1.62	1.23

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). Blue indicates the best performers (16 provinces); green the high-average performers (16 provinces); orange the low-average performers (15 provinces); and light yellow the poor performers (16 provinces). The provincial order is by provincial codes.

## 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 affect citizens' lives and livelihoods. The focus of the second dimension of PAPI is Transparency of Local Decision-making, as measured in 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 that citizens across the country can exercise their legitimate rights to know, to discuss, to do, and to verify—as stipulated by the 2007 Grassroots Democracy Ordinance and legislation like the 2013 Land Law, the 2015 State Budget Law, and the 2016 Law on Access to Information.

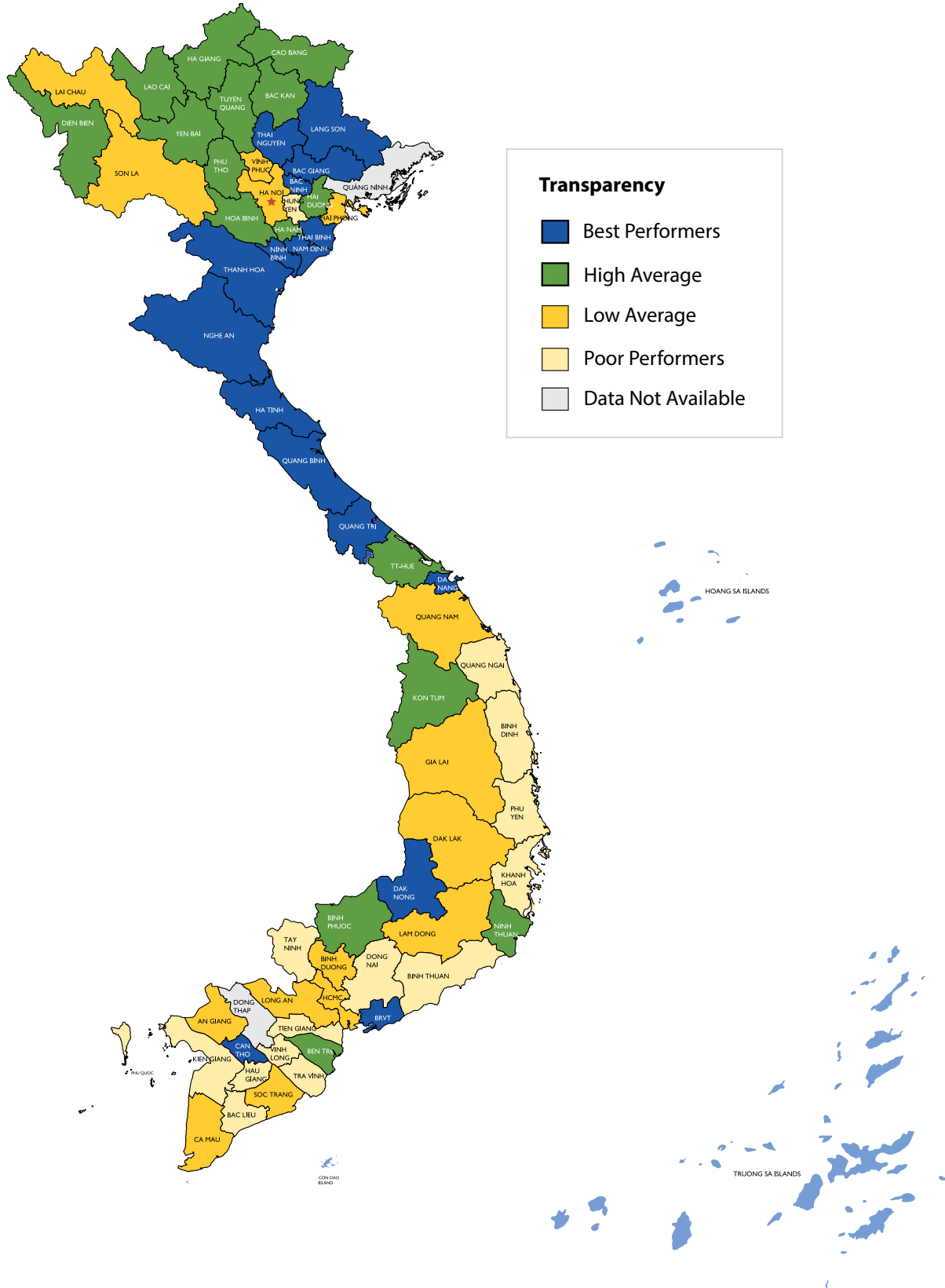
Below are snapshots of key findings about provincial performance related to transparency in local decision-making for all citizens. First, Box 3.2 highlights key findings at the provincial level. Map 3.2 then presents aggregate dimensional scores for provinces with validated data<sup>35</sup> by the four quartiles. Table 3.2a provides sub-dimensional and indicator results for 2018 and changes over the three years from 2016 to 2018 in indicators that were kept unchanged. In addition, Table 3.2b presents a dashboard of 2018 provincial performance by four quartiles at both the dimensional and sub-dimensional levels. Comparing aggregate sub-dimensional scores in this dimension over time is not advised. This is because the dimension has been restructured and rescaled to accommodate the new sub-dimension Access to Information from 2018, which provides baselines to measure the effectiveness of the 2016 Law on Access to Information that came into effect from 1 July 2018. Additionally, Figure 3.2 presents findings for the sources of information on state policy most commonly used by citizens.

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

- Overall, dimensional scores for transparency in local decision-making were *sửa thành* at an average level in 2018, with provincial scores ranging from 4.55 to 6 points (on the 1 to 10-point scale). The gap is small between the best performing and the worst performing provinces, implying that all provinces performed at the average level in transparency in local decision-making. In particular, the aggregate sub-dimensional score for the new Access to Information sub-dimension was only 0.81 points on the scale of 0.25 to 2.5 points, and therefore it contributed the least to the overall dimension score. The next lowest score was in the sub-dimension Land Use Plans and Price Frames with an aggregate score of 1.34 points on the same scale.
- Northern provinces tend to perform better than southern provinces in subD-dimensions of Access to Information, Poverty Lists, and Commune Budgets and Expenditures. In the Transparency in Land Use Planning/Pricing sub-dimension, there was a more even distribution in 2018 of good performing provinces across the country.
- At the dimensional level, Thai Nguyen was the best performer while Hau Giang was the poorest performer. At the sub-dimensional level, Da Nang scored highest in the Access to Information sub-dimension, Nam Dinh in the Poverty List Transparency sub-dimension, Lang Son in the Commune Budgets and Expenditures sub-dimension, and Thai Binh in the Land Use Plan and Price Frames Transparency sub-dimension.
- The new sub-dimension Access to Information reveals several findings that are worth highlighting. Very few respondents across all provinces said that they search for information about state policy (14 percent). Nearly 12 percent of those who did search said they found what they looked for, and of these, 12.5 percent found the information useful. Almost no respondents in Ha Giang found the information they found useful, while the proportion in Thai Nguyen was 27.5 percent.
- Priority areas for all provinces to address to improve transparency include all four sub-dimensions, but more focus should be placed on providing access to reliable and useful information about government policy in a timely manner. Also, further disclosure of local land plans to the public, adequate consultation with citizens about land planning, and ensuring fair compensation for land seizure through regular reviews and public consultation of land compensation prices will help provinces better meet citizens' rising expectations for transparency.

35 Data from two provinces in this dimension were not used due to significant biases as a result of priming effects.

Map 3.2: Provincial Performance in Transparency of Local Decision-making by Quartiles, 2018



**Table 3.2a: Transparency (Dimension 2): Results by Indicators in 2018 and from 2016 to 2018**

Dimension and Sub-Dimensions	Name of Indicator	Scale		National Means Over Time (2016-2018)			Provincial PAPI 2018 Score Range on 1-10 Point Scale		
		Min	Max	PAPI 2016	PAPI 2017	PAPI 2018*	Status	Scores	Scores
<b>Total Dimension</b>	<b>Dimension 2: Transparency of Local Decision-making</b>	<b>1</b>	<b>10</b>	<b>5.55</b>	<b>5.68</b>	<b>5.19</b>	<b>Minimum</b>	<b>4.55</b>	<b>6.00</b>
							<b>Median</b>	<b>5.26</b>	
							<b>Maximum</b>	<b>6.00</b>	
<i>Sub-Dimension 1</i>	<i>Access to Information</i>	0.25	2.5			0.81	<i>Minimum</i>	0.67	
							<i>Median</i>	0.81	
							<i>Maximum</i>	1.05	
<i>Sub-Dimension 2</i>	<i>Poverty Lists^</i>	0.25	2.5	2.14	2.17	1.70	<i>Minimum</i>	1.41	
							<i>Median</i>	1.74	
							<i>Maximum</i>	1.99	
<i>Sub-Dimension 3</i>	<i>Commune Budgets^</i>	0.25	2.5	1.68	1.74	1.35	<i>Minimum</i>	1.16	
							<i>Median</i>	1.37	
							<i>Maximum</i>	1.67	
<i>Sub-Dimension 4</i>	<i>Land Use Planning/Pricing^</i>	0.25	2.5	1.72	1.77	1.34	<i>Minimum</i>	1.11	
							<i>Median</i>	1.34	
							<i>Maximum</i>	1.48	
	Searched for Information about State Policy and Legislation (%)	0%	100%			14.05%	<i>Minimum</i>	5.58%	
							<i>Median</i>	15.67%	
							<i>Maximum</i>	28.93%	
	Received Information Needed about State Policy and Legislation (%)	0%	100%			11.83%	<i>Minimum</i>	3.05%	
							<i>Median</i>	12.47%	
							<i>Maximum</i>	27.72%	
	Information Received Useful (%)	0%	100%			12.64%	<i>Minimum</i>	5.46%	
							<i>Median</i>	14.17%	
							<i>Maximum</i>	27.51%	
	Information Received Reliable (%)	0%	100%			12.59%	<i>Minimum</i>	4.46%	
							<i>Median</i>	13.43%	
							<i>Maximum</i>	28.93%	

S1. Access to Information





Dimension and Sub-Dimensions	Name of Indicator	Scale		National Means Over Time (2016-2018)			Provincial PAPI 2018 Score Range on 1-10 Point Scale		
		Min	Max	PAPI 2016	PAPI 2017	PAPI 2018*	Status	Scores	
	Did not Pay a Bribe for the Information (%)	0%	100%			97.18%	Minimum Median Maximum	82.29% 100% 100%	
	Long Waiting Time for Information (% Disagreement)	0%	100%			99.73%	Minimum Median Maximum	97.49% 99.90% 100.00%	
	Poverty List Published in Last 12 Months	0%	100%	53.63%	54.14%	61.52%	Minimum Median Maximum	35.90% 65.83% 90.89%	
S2. Poverty Lists	Type 1 Errors on Poverty List (% Disagree)	0%	100%	38.92%	36.27%	35.12%	Minimum Median Maximum	17.51% 35.31% 55.82%	
	Type 2 Errors on Poverty List (% Disagree)	0%	100%	38.90%	38.67%	35.25%	Minimum Median Maximum	19.56% 36.34% 61.01%	
	Commune Budget is Made Available (%)	0%	100%	32.17%	36.04%	40.98%	Minimum Median Maximum	20.97% 44.45% 83.34%	
S3. Commune Budgets	Respondent Read Commune Budget (%)	0%	100%	32.18%	31.29%	27.65%	Minimum Median Maximum	12.13% 28.49% 46.88%	
	Believe in Accuracy of Budget (%)	0%	100%	69.08%	70.66%	75.88%	Minimum Median Maximum	55.82% 74.27% 92.01%	

Dimension and Sub-Dimensions	Name of Indicator	Scale		National Means Over Time (2016-2018)			Provincial PAPI 2018 Score Range on 1-10 Point Scale		
		Min	Max	PAPI 2016	PAPI 2017	PAPI 2018*	Status	Scores	
S4. Land-Use Planning/Pricing	Aware of Local Land Plans (%)	0%	100%	13.62%	15.19%	18.39%	Minimum	4.59%	
							Median	18.60%	
							Maximum	37.65%	
	Comment on Local Land Plans (%)	0%	100%	4.20%	4.49%	5.44%	Minimum	0.19%	
							Median	4.96%	
							Maximum	12.84%	
	Land Plan Acknowledges Citizen Concerns (%)	0%	100%	88.86%	85.84%	88.07%	Minimum	45.51%	
							Median	88.98%	
							Maximum	100%	
	Impact of Land Plan on Your Family (1=no impact; 2=hurt my family/villagers; 3=Beneficial)	1	3	2.09	2.22	2.17	Minimum	1.87	
							Median	2.14	
							Maximum	2.45	
Did not Lose Land as a Result of Land Plan	0%	100%	83.44%	86.36%	86.30%	Minimum	64.38%		
						Median	85.82%		
						Maximum	96.30%		
Compensation Close to Market Value (%)	0%	100%	29.29%	35.66%	32.66%	Minimum	0%		
						Median	28.74%		
						Maximum	68.03%		
Informed of Land Usage (%)	0%	100%	78.26%	73.67%	82.87%	Minimum	0%		
						Median	87.30%		
						Maximum	100%		
Land Used for Original Purpose (%)	0%	100%	85.18%	85.77%	85.04%	Minimum	0%		
						Median	90.16%		
						Maximum	100%		
Know Where to go to Get Land Price Information (%)	0%	100%	47.78%	51.9%	54.01%	Minimum	37.39%		
						Median	55.15%		
						Maximum	76.06%		

Note: (\*) Sub-dimensions and indicators with changes in 2018. Comparability applies for indicators without an asterisk (\*). Min = Minimum score; Max = Maximum score.

(^) Changes made to scaling structures from 0.33-3.33 to 0.25-2.5 per dimension.

**Figure 3.2: Sources of Information about State Policy Commonly Used by Citizens**

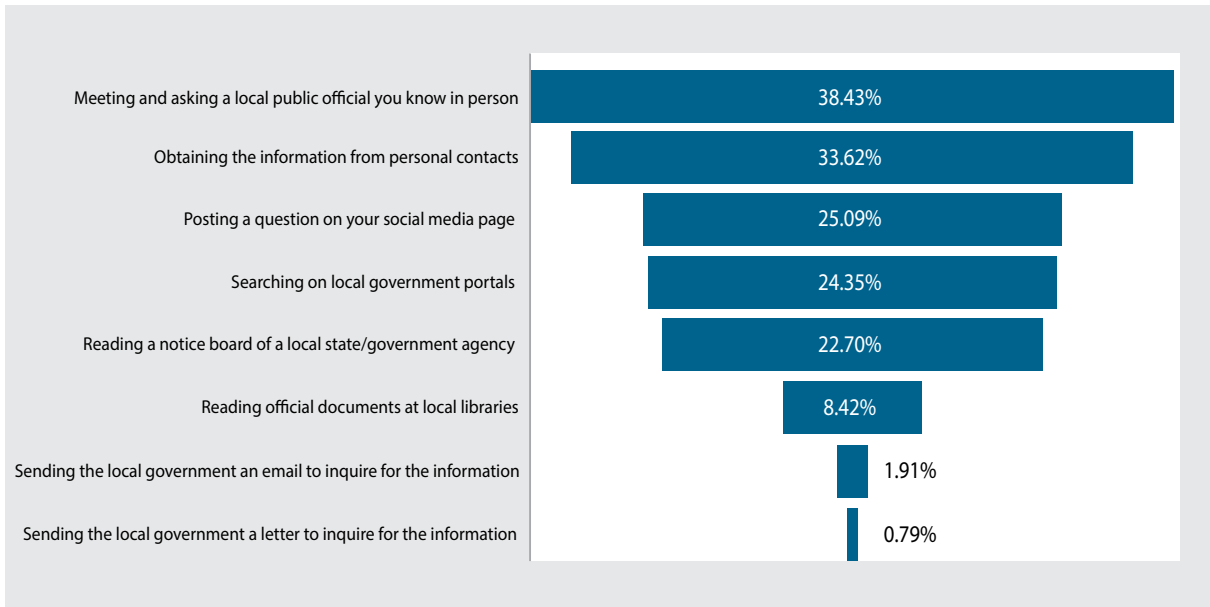


Table 3.2b: Dashboard of Provincial Performance in Transparency of Local Decision-making, 2018

Province Name	2: Transparency of Local Decision-making	2.1: Access to Information	2.2: Transparency in Poverty Lists	2.3: Transparency in Communal Budgets	2.4: Transparency in Land Use Plan/Pricing
Ha Noi	5.09	0.78	1.72	1.29	1.29
Ha Giang	5.35	0.93	1.70	1.41	1.30
Cao Bang	5.29	0.85	1.73	1.40	1.31
Bac Kan	5.37	0.82	1.78	1.36	1.40
Tuyen Quang	5.37	0.91	1.73	1.41	1.33
Lao Cai	5.45	0.87	1.87	1.41	1.30
Dien Bien	5.40	0.88	1.85	1.42	1.24
Lai Chau	5.23	0.99	1.55	1.45	1.24
Son La	5.16	0.85	1.74	1.31	1.27
Yen Bai	5.26	0.94	1.66	1.27	1.38
Hoa Binh	5.42	0.94	1.86	1.32	1.30
Thai Nguyen	6.00	1.02	1.97	1.61	1.39
Lang Son	5.85	0.98	1.83	1.67	1.38
Quang Ninh	n.a	n.a	n.a	n.a	n.a
Bac Giang	5.76	0.95	1.85	1.57	1.39
Phu Tho	5.41	0.81	1.92	1.34	1.35
Vinh Phuc	5.16	0.77	1.75	1.30	1.34
Bac Ninh	5.52	0.90	1.85	1.39	1.37
Hai Duong	5.34	0.79	1.87	1.34	1.34
Hai Phong	5.08	0.85	1.70	1.36	1.17
Hung Yen	4.97	0.71	1.60	1.33	1.33
Thai Binh	5.74	0.93	1.75	1.57	1.48
Ha Nam	5.35	0.89	1.76	1.35	1.36
Nam Dinh	5.63	0.81	1.99	1.46	1.38
Ninh Binh	5.55	0.78	1.92	1.49	1.37
Thanh Hoa	5.70	0.89	1.95	1.48	1.39
Nghe An	5.67	0.96	1.82	1.44	1.45
Ha Tinh	5.68	1.01	1.82	1.40	1.44
Quang Binh	5.71	0.92	1.89	1.47	1.42
Quang Tri	5.53	0.91	1.77	1.46	1.39
Thua Thien-Hue	5.40	0.81	1.83	1.48	1.28
Da Nang	5.65	1.05	1.79	1.42	1.39
Quang Nam	5.05	0.81	1.54	1.30	1.40
Quang Ngai	4.82	0.72	1.70	1.18	1.22
Binh Dinh	4.83	0.72	1.67	1.20	1.24
Phu Yen	4.93	0.74	1.58	1.22	1.40
Khanh Hoa	4.59	0.75	1.52	1.21	1.11
Ninh Thuan	5.36	0.80	1.74	1.37	1.45
Binh Thuan	4.64	0.75	1.43	1.22	1.24
Kon Tum	5.26	0.79	1.63	1.42	1.41
Gia Lai	5.20	0.89	1.60	1.37	1.33
Dak Lak	5.10	0.81	1.62	1.35	1.33
Dak Nong	5.53	0.92	1.78	1.50	1.33
Lam Dong	5.04	0.88	1.50	1.45	1.21
Binh Phuoc	5.38	0.88	1.76	1.47	1.27
Tay Ninh	4.79	0.71	1.60	1.24	1.24
Binh Duong	5.23	0.78	1.84	1.43	1.19
Dong Nai	4.88	0.80	1.53	1.27	1.27
Ba Ria-Vung Tau	5.63	0.88	1.91	1.40	1.43
Ho Chi Minh City	5.23	0.77	1.76	1.40	1.29
Long An	5.11	0.73	1.75	1.28	1.35
Tien Giang	4.80	0.71	1.50	1.18	1.41
Ben Tre	5.50	0.76	1.93	1.48	1.33
Tra Vinh	4.65	0.77	1.41	1.16	1.31
Vinh Long	5.02	0.81	1.67	1.23	1.30
Dong Thap	n.a	n.a	n.a	n.a	n.a
An Giang	5.15	0.75	1.68	1.32	1.40
Kien Giang	4.87	0.81	1.46	1.26	1.34
Can Tho	5.53	0.85	1.79	1.42	1.47
Hau Giang	4.55	0.67	1.47	1.16	1.25
Soc Trang	5.02	0.80	1.52	1.35	1.36
Bac Lieu	4.66	0.72	1.46	1.20	1.28
Ca Mau	5.07	0.91	1.58	1.25	1.34

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). Blue is for the best performers (16 provinces); green for high-average performers (16 provinces); orange colour for low-average performers (15 provinces); and light yellow for poor performers (16 provinces). The provincial order is by provincial codes. n.a. = findings not available.

### Dimension 3: Vertical Accountability

Apart from the traditional sub-dimension Interaction with Local Authorities that measures the frequency and effectiveness of citizen interactions with local authorities (as required in the 2014 Law on Citizen Reception), in 2018 the dimension on Vertical Accountability was reconstructed to include two new and revised sub-dimensions: (ii) Local Governments' Response to Citizens' Appeals, and (iii) Access to Justice Services. The indicators about how local governments respond to citizen proposals, denunciations, complaints, and/or petitions help to gauge the effectiveness of the 2011 Law on Denunciations and the 2011 Law on Complaints.

In addition, the indicators in the Access to Justice 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.<sup>36</sup>

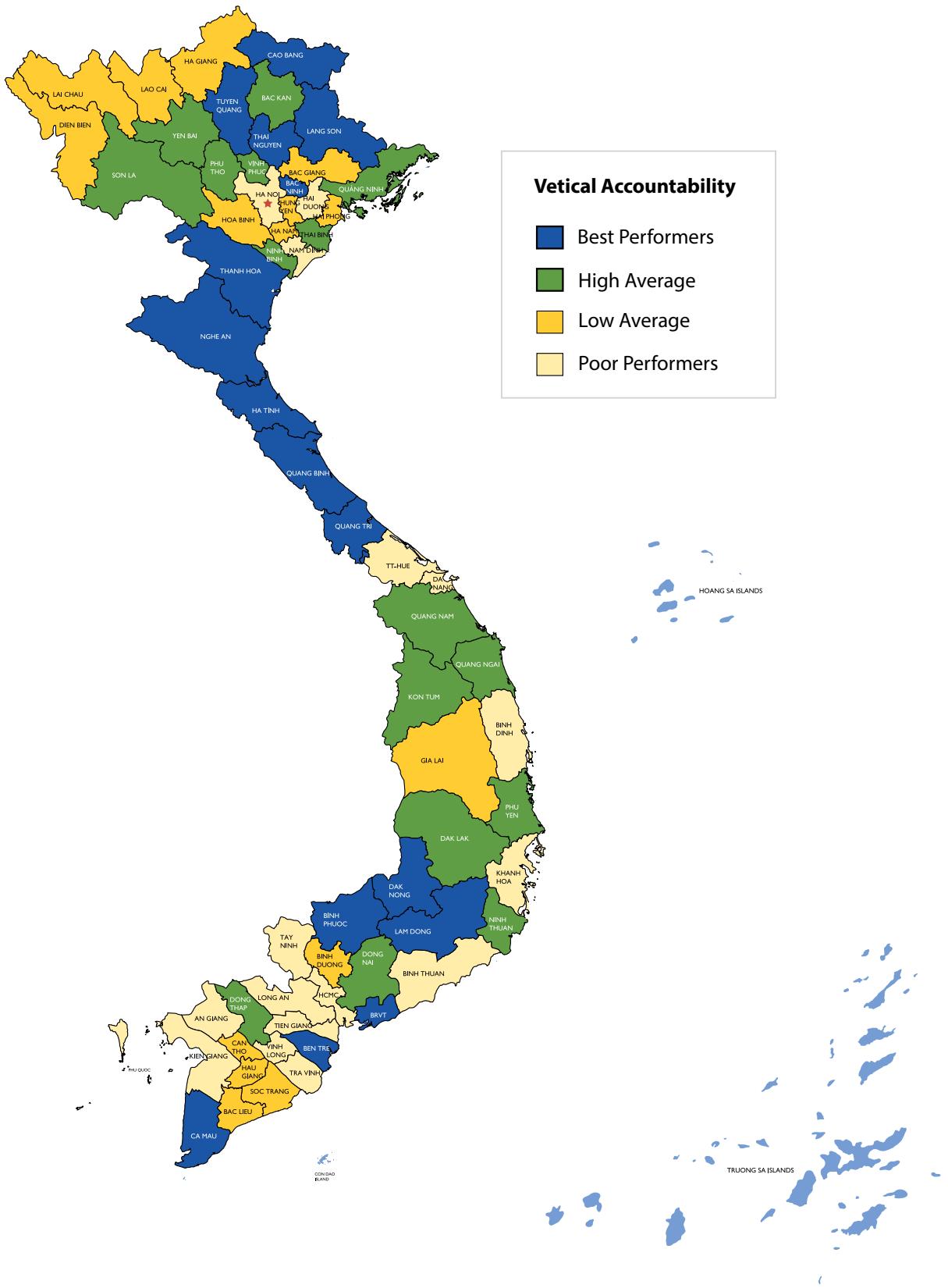
Below are snapshots of key findings on provincial performance in ensuring vertical accountability to citizens. First, Box 3.3 highlights key findings at the provincial level. Map 3.3 then presents aggregate dimensional scores for the 63 provinces by four quartiles. Table 3.3a shows sub-dimensional and indicator results for 2018 and changes over the three years from 2016 to 2018 in indicators that were kept unchanged. In addition, Table 3.3b presents a dashboard of 2018 provincial performance by four quartiles at both dimensional and sub-dimensional levels. Lastly, Figure 3.3 presents a summary of reasons why courts are not preferred and the most common alternatives used by citizens who opt for non-court resolutions to civil disputes.

#### Box 3.3: Key Findings from Dimension 3: Vertical Accountability

- Overall, dimensional scores for Vertical Accountability remained at a low-average level in 2018, with provincial scores ranging from 4.31 to 5.6 points (on the scale from 1 to 10 points). The range between the best performing and the worst performing provinces is small, implying that provinces across the country performed similarly in this governance area.
- The best scores were in the sub-dimension Interactions with Local Authorities, with an aggregate sub-dimensional score of 1.94 points (on the scale from 0.33 to 3.3 points). The sub-dimension Local Governments' Response to Citizens' Appeals contributed the least to the aggregate score, implying that appeals in different forms (i.e., complaints, denunciations, proposals and petitions) have not yet been effective; citizens have not counted on these forms of appeals, and when they have, local governments have not responded effectively enough.
- Northern provinces tend to perform better in this dimension than southern provinces, with 10 out of 16 best performers from the North, while for the sub-dimension Interaction with Local Authorities, the better performers are concentrated in the South. For the Access to Justice Services sub-dimension, there is a more even distribution of good performing provinces across the country.
- At the dimensional level, Thai Nguyen was the best performing province. It was also the best performer in the sub-dimension Access to Justice Services. In the Local Governments' Response to Citizens' Appeals sub-dimension, Ha Tinh and Quang Binh were the best performers, while their Central peers, Thua Thien-Hue and Khanh Hoa, were the poorest performers.
- The aggregate score for the new sub-dimension Access to Justice Services was 1.91 points on the 0.33 to 3.3-point scale. The proportion of citizens saying they would use local courts for resolving civil disputes ranged from 77 percent (in Ho Chi Minh City) to 96 percent (in Hai Duong). Meanwhile, only about 4 percent said they would use non-court mechanisms, and more respondents in Quang Nam (10.5 percent) said they would opt for non-court solutions than elsewhere.
- In sum, provinces need to improve vertical accountability in all three areas. Regular and ad-hoc meetings between local authorities with random, rather than selected, citizens should be carried out in order to hear and better understand public concerns. Also, efforts should be made to make official appeals mechanisms more citizen-friendly and effective—to increase public trust in these mechanisms. In terms of the use of justice services, local civil courts should build on the high level of trust among citizens to improve their performance in resolving civil disputes.

36 The sub-dimension Access to Justice Services is adapted from the 2015 Viet Nam Justice Index that UNDP, CECODES and the Vietnam Lawyers Association collaboratively commissioned in 2015 following piloting in 2013 and 2014. For further information about the 2015 Viet Nam Justice Index, visit <https://chisocongly.vn/en/>.

Map 3.3: Provincial Performance in Vertical Accountability by Quartiles, 2018





**Table 3.3a: Vertical Accountability (Dimension 3): Results by Indicators in 2018, and from 2016 to 2018**

Dimension and Sub-Dimensions	Name of Indicator	Scale			National Mean Overtime			Provincial 2018 PAPI Score Range on 1-10 Point Scale		
		Min	Max		PAPI 2016	PAPI 2017	PAPI 2018*	Status	Scores	
<b>Total Dimension</b>	<b>Dimension 3: Vertical Accountability</b>	<b>1</b>	<b>10</b>		<b>4.85</b>	<b>5.02</b>	<b>4.89</b>	<b>Minimum</b>	<b>4.31</b>	
								<b>Median</b>	<b>4.95</b>	
								<b>Maximum</b>	<b>5.60</b>	
<i>Sub-Dimension 1</i>	<i>Interactions with Local Authorities</i>	0.33	3.3		2.18	2.23	1.94	<i>Minimum</i>	1.61	
								<i>Median</i>	1.93	
								<i>Maximum</i>	2.15	
<i>Sub-Dimension 2</i>	<i>Local Government's Response to Citizens' Appeals*</i>	0.33	3.3				1.04	<i>Minimum</i>	0.69	
								<i>Median</i>	1.08	
								<i>Maximum</i>	1.69	
<i>Sub-Dimension 3</i>	<i>Access to Justice Services*</i>	0.34	3.4				1.91	<i>Minimum</i>	1.69	
								<i>Median</i>	1.92	
								<i>Maximum</i>	2.10	
	Contacted Village Head (%)	0%	100%		21.99%	24.76%	24.77%	<i>Minimum</i>	11.90%	
								<i>Median</i>	24.46%	
								<i>Maximum</i>	47.04%	
	Contact with Village Head Successful (%)	0%	100%		85.43%	82.97%	88.89%	<i>Minimum</i>	73.48%	
								<i>Median</i>	89.83%	
								<i>Maximum</i>	100%	
	Contacted Commune People's Committee (%)	0%	100%		14.06%	16.96%	17.14%	<i>Minimum</i>	6.17%	
								<i>Median</i>	16.80%	
								<i>Maximum</i>	32.69%	
	Contact with Commune Successful (%)	0%	100%		83.50%	81.01%	88.21%	<i>Minimum</i>	63.87%	
								<i>Median</i>	87.24%	
								<i>Maximum</i>	99.48%	
	Contacted Mass Organization (%)	0%	100%		9.32%	9.77%	10.91%	<i>Minimum</i>	2.55%	
								<i>Median</i>	10.93%	
								<i>Maximum</i>	19.59%	
	Contact with Mass Organization Successful	0%	100%		88.18%	91.04%	92.08%	<i>Minimum</i>	59.94%	
								<i>Median</i>	95.21%	
								<i>Maximum</i>	100%	
	Contacted People's Council (%)	0%	100%		4.71%	5.07%	5.32%	<i>Minimum</i>	0.81%	
								<i>Median</i>	4.54%	
								<i>Maximum</i>	11.53%	
	Contact with People's Council Successful (%)	0%	100%		86.02%	85.93%	87.32%	<i>Minimum</i>	41.48%	
								<i>Median</i>	92.29%	
								<i>Maximum</i>	100%	

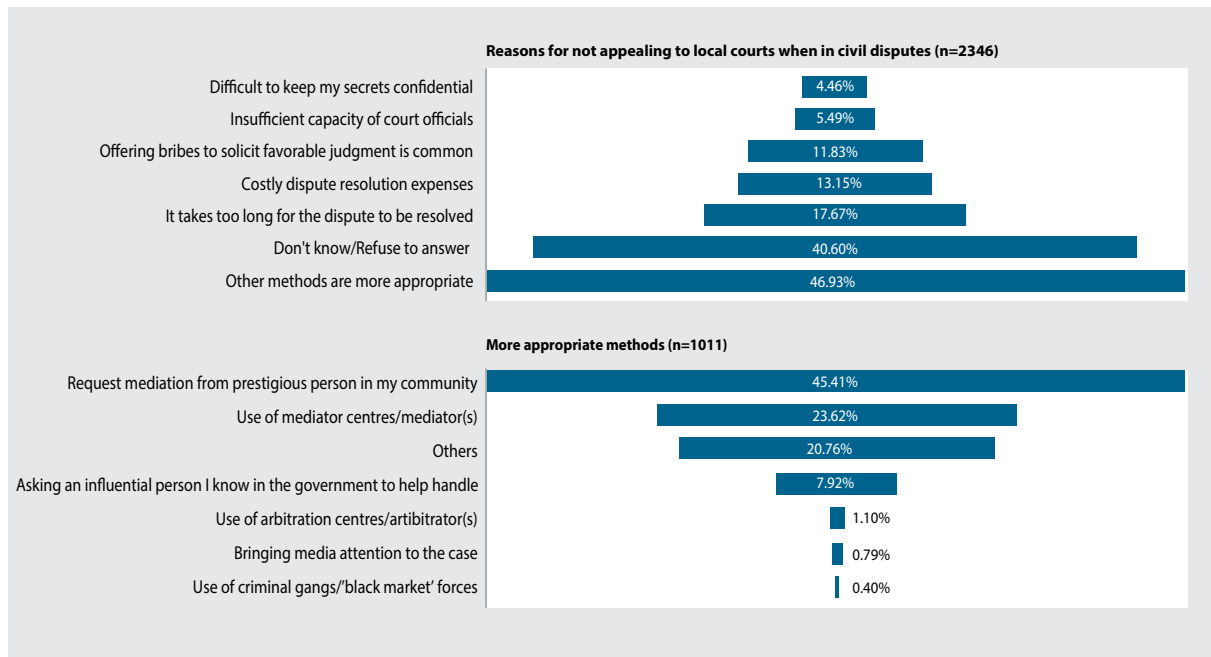
S1. Interactions with Local Authorities

Dimension and Sub-Dimensions	Name of Indicator	Scale		National Mean Overtime			Provincial 2018 PAPI Score Range on 1-10 Point Scale		
		Min	Max	PAPI 2016	PAPI 2017	PAPI 2018*	Status	Scores	Scores
S2. Response to Citizens' Appeals	Actions Taken by Citizens (%)	0%	100%			25.9%	Minimum	13.25%	
	Successful Actions of Citizens (%)	0%	100%			21.89%	Median	27.31%	
S3. Access to Justice Services	Trust in Courts and Judicial Agencies (%)	0%	100%				Maximum	50.37%	
	Use of Local Courts when in Civil Disputes (%)	0%	100%				Minimum	10.97%	
	Use of Non-court Mechanisms when in Civil Disputes (%)	0%	100%				Median	23.30%	
							Maximum	41.45%	
							Minimum	77.36%	
							Median	88.71%	
							Maximum	96.06%	
							Minimum	66.42%	
							Median	82.60%	
							Maximum	94.55%	
							Minimum	0.13%	
							Median	3.30%	
							Maximum	10.57%	

Note: (\*) Sub-dimensions and indicators with changes in 2018. Comparability applies for indicators without an asterisk (\*). Min = Minimum score; Max = Maximum score



**Figure 3.3: Reasons for not Using Courts and Preferred Alternatives in Resolutions to Civil Disputes**



*Note: This data is for the approximately 4% of respondents who said they would not use courts for civil disputes.*

**Table 3.3b: Dashboard of Provincial Performance in Vertical Accountability by Sub-dimension, 2018**

Province Name	3: Vertical Accountability	3.1: Interactions with Local Authorities	3.2: Citizen Appeals to Local Government	3.3: Access to Justice Services
Ha Noi	4.61	1.85	0.81	1.96
Ha Giang	4.82	1.73	1.06	2.02
Cao Bang	5.15	1.92	1.46	1.78
Bac Kan	5.05	1.90	1.19	1.95
Tuyen Quang	5.14	1.95	1.24	1.95
Lao Cai	4.89	1.87	1.00	2.02
Dien Bien	4.77	1.90	1.07	1.81
Lai Chau	4.87	1.97	1.09	1.81
Son La	5.11	1.91	1.26	1.94
Yen Bai	5.02	2.03	1.08	1.91
Hoa Binh	4.85	1.80	1.20	1.85
Thai Nguyen	5.60	1.93	1.57	2.10
Lang Son	5.16	2.08	1.22	1.86
Quang Ninh	5.10	1.89	1.27	1.94
Bac Giang	4.91	1.85	1.13	1.93
Phu Tho	4.95	1.96	1.11	1.88
Vinh Phuc	5.05	1.97	1.16	1.92
Bac Ninh	5.15	1.87	1.34	1.95
Hai Duong	4.72	1.85	0.96	1.91
Hai Phong	4.87	2.01	0.95	1.91
Hung Yen	4.94	1.93	1.06	1.94
Thai Binh	4.96	1.79	1.26	1.91
Ha Nam	4.83	1.96	1.08	1.80
Nam Dinh	4.74	1.81	0.94	1.99
Ninh Binh	5.09	1.81	1.26	2.03
Thanh Hoa	5.32	1.84	1.45	2.02
Nghe An	5.48	2.02	1.41	2.05
Ha Tinh	5.54	1.88	1.69	1.97
Quang Binh	5.57	1.92	1.58	2.07
Quang Tri	5.51	2.07	1.44	2.00
Thua Thien-Hue	4.38	1.77	0.69	1.92
Da Nang	4.55	1.95	0.80	1.80
Quang Nam	4.99	1.93	1.26	1.79
Quang Ngai	5.02	1.89	1.24	1.90
Binh Dinh	4.52	1.61	1.06	1.85
Phu Yen	4.95	2.00	0.94	2.02
Khanh Hoa	4.70	1.89	0.75	2.06
Ninh Thuan	5.02	2.03	1.00	1.98
Binh Thuan	4.48	1.72	0.86	1.90
Kon Tum	4.95	1.87	1.10	1.98
Gia Lai	4.91	2.02	0.91	1.98
Dak Lak	4.98	1.94	1.23	1.81
Dak Nong	5.33	1.93	1.49	1.91
Lam Dong	5.14	2.07	1.22	1.85
Binh Phuoc	5.22	1.99	1.22	2.01
Tay Ninh	4.76	1.92	0.82	2.01
Binh Duong	4.86	1.72	1.26	1.89
Dong Nai	4.98	1.92	1.08	1.99
Ba Ria-Vung Tau	5.20	2.01	1.23	1.97
Ho Chi Minh City	4.66	1.96	0.89	1.80
Long An	4.71	2.00	0.90	1.81
Tien Giang	4.31	1.80	0.82	1.69
Ben Tre	5.20	1.99	1.13	2.08
Tra Vinh	4.75	1.99	0.82	1.95
Vinh Long	4.70	1.95	0.94	1.81
Dong Thap	4.99	2.13	0.91	1.95
An Giang	4.72	1.99	0.80	1.93
Kien Giang	4.65	1.96	0.85	1.84
Can Tho	4.81	2.15	0.94	1.72
Hau Giang	4.84	2.02	1.08	1.74
Soc Trang	4.83	2.02	0.97	1.84
Bac Lieu	4.84	1.99	1.05	1.80
Ca Mau	5.13	2.08	1.25	1.80

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). Blue is for best performers (16 provinces); green for high-average performers (16 provinces); orange for low-average performers (15 provinces); and light yellow for poor performers (16 provinces). The provincial order is by provincial codes.

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

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

Below are snapshots of key findings on provincial performance in control of corruption in the public

sector. First, Box 3.4 highlights key findings at the provincial level. Map 3.4 then presents aggregate dimensional scores for provinces with validated data<sup>37</sup> by the four quartiles. Table 3.4a shows sub-dimensional and indicator results for 2018 and changes over the three years from 2016 to 2018 in indicators that were kept unchanged. From 2018, the indicator Knowledge of the Anti-corruption Law has been removed from this dimension; therefore, over time comparison in the aggregated sub-dimension Willingness to Fight Corruption is not advisable. In addition, Table 3.4b presents a dashboard of 2018 provincial performance by four quartiles at both dimensional and sub-dimensional levels. Lastly, Figures 3.4a and 3.4b reveal citizens' assessment of levels of corruption and nepotism by province.

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

- Overall, Control of Corruption in the Public Sector dimensional scores were at the above-average level in 2018, with provincial scores ranging from 5.52 to 7.61 points (on the scale of 1 to 10). There is a relatively significant gap between the best performing and worst performing provinces, implying that provinces across the country performed with some variation in controlling corruption in the public sector.
- Among the four sub-dimensions, the best scores were in Limits on Corruption in Public Service Delivery, with an aggregate sub-dimensional score of 1.94 point (on the scale from 0.25 to 2.5 points). Other unchanged sub-dimensions that saw significant increases in scores over time include Limits on Public Sector Corruption and Equity in State Employment, although the latter sub-dimension remained at a very modest level of 1.11 points, hinting at problems with fair opportunities for all in state employment.
- Regional patterns in this dimension have been consistent over time; southern provinces tend to perform better than northern ones, with 10 of the 16 best performers in the South. Also, southern provinces did much better in ensuring fair state employment. For the Limits on Corruption in Public Service Delivery sub-dimension, there is a more even distribution of good performers across the country than in the other three sub-dimensions.
- At the sub-dimensional level, Ben Tre, Vinh Long and Tay Ninh, all southern provinces, performed well in all four sub-dimensions. In particular, Ben Tre was the top performer in limits on corruption in public service delivery and willingness to fight corruption. On the other hand, Dak Lak performed poorly in all four sub-dimensions, while Hai Phong, Ha Noi, Hoa Binh, Ha Nam, and Kon Tum performed poorly in three sub-dimensions. Hai Phong was the poorest performer in the three sub-dimensions of Limits on Public Sector Corruption, Limits on Corruption in Public Service Delivery and Equity in State Employment.
- Overall, the two areas where provinces need to do more to control corruption better are (i) corruption involving public administrative services and state budgets, and, more importantly, (ii) corruption in state employment (i.e., addressing nepotism and bribery when recruiting civil servants and public employees). The progress in all four sub-dimensions over time provides hope for more effective control of corruption in the public sector at the provincial level in the years to come, if the willingness to fight corruption remains.

<sup>37</sup> Data from two provinces in this dimension were not used due to significant biases as a result of priming effects.



Table 3.4a: Control of Corruption in the Public Sector (Dimension 4): Results by Indicators in 2018, and from 2016 to 2018

Dimension and Sub-Dimensions	Name of Indicator	Scale		National Mean Over Time			Provincial 2018 PAPI Score Range on 1-10 Point Scale	
		Min	Max	PAPI 2016	PAPI 2017	PAPI 2018*	Status	Scores
<b>Total Dimension</b>	<b>Dimension 4: Control of Corruption</b>	<b>1</b>	<b>10</b>	<b>5.69</b>	<b>6.09</b>	<b>6.57</b>	<b>Minimum</b>	<b>5.52</b>
							<b>Median</b>	<b>6.51</b>
							<b>Maximum</b>	<b>7.61</b>
<i>Sub-Dimension 1</i>	<i>Limits on Public Sector Corruption</i>	<i>0.25</i>	<i>2.5</i>	<i>1.36</i>	<i>1.56</i>	<i>1.64</i>	<i>Minimum</i>	<i>1.10</i>
							<i>Median</i>	<i>1.64</i>
							<i>Maximum</i>	<i>2.01</i>
<i>Sub-Dimension 2</i>	<i>Limits on Corruption in Public Service Delivery</i>	<i>0.25</i>	<i>2.5</i>	<i>1.76</i>	<i>1.85</i>	<i>1.94</i>	<i>Minimum</i>	<i>1.70</i>
							<i>Median</i>	<i>1.95</i>
							<i>Maximum</i>	<i>2.19</i>
<i>Sub-Dimension 3</i>	<i>Equity in State Employment</i>	<i>0.25</i>	<i>2.5</i>	<i>0.91</i>	<i>1.01</i>	<i>1.11</i>	<i>Minimum</i>	<i>0.80</i>
							<i>Median</i>	<i>1.08</i>
							<i>Maximum</i>	<i>1.41</i>
<i>Sub-Dimension 4</i>	<i>Willingness to Fight Corruption*</i>	<i>0.25</i>	<i>2.5</i>	<i>1.66</i>	<i>1.67</i>	<i>1.88</i>	<i>Minimum</i>	<i>1.52</i>
							<i>Median</i>	<i>1.90</i>
							<i>Maximum</i>	<i>2.11</i>
	No Diverting of Public Funds (% agree)	0%	100%	54.04%	64.17%	66.25%	Minimum	47.84%
							Median	65.64%
							Maximum	82.44%
	No Bribes for Land Title (% agree)	0%	100%	45.99%	55.39%	59.39%	Minimum	34.05%
							Median	59.33%
							Maximum	79.33%
	No Kickbacks for Construction Permit (% agree)	0%	100%	48.52%	54.93%	59.43%	Minimum	32.04%
							Median	60.19%
							Maximum	74.87%
	Bribes to Get Certification NOT Common (%)	0%	100%	29.93%	28.54%	31.6%	Minimum	16.17%
							Median	34.42%
							Maximum	60.69%
	Bribes to Get Personal Procedures NOT Common (%)	0%	100%	28.47%	25.89%	30.41%	Minimum	20.76%
							Median	30.97%
							Maximum	45.6%
	No Bribes at Public District Hospital (% agree)	0%	100%	50.93%	56.74%	62.51%	Minimum	42.64%
							Median	62.40%
							Maximum	83.20%
	No Bribes for Teachers' Favouritism (% agree)	0%	100%	54.94%	61.38%	66.95%	Minimum	49.55%
							Median	68.82%
							Maximum	83.97%

Dimension and Sub-Dimensions	Name of Indicator	Scale		National Mean Over Time			Provincial 2018 PAPI Score Range on 1-10 Point Scale			
		Min	Max	PAPI 2016	PAPI 2017	PAPI 2018*	Status	Scores	Scores	
S3. Equity in State Employment	No Bribes for State Employment (% agree)	0%	100%	37.03%	43.11%	48.69%	Minimum	22.61%	Maximum	68.41%
	No Relationship for State Employment	0	5	1.10	1.23	1.40	Minimum	0.84	Median	1.37
							Maximum	2.02		
S4. Willingness to Fight Corruption	Corruption Had No Effect on Respondent (%)	0%	100%	95.20%	95.43%	96.03%	Minimum	86.22%	Median	96.11%
	Know Anti-Corruption Law (%)*	0%	100%	44.59%	39.78%		Maximum	99.88%		
	Provincial Authorities Serious about Combating Corruption (%)	0%	100%	32.65%	34.71%	39.90%	Minimum	24.24%	Median	38.85%
	Denunciation Price ('000s VND) (imputed)	0	150,000	25,598	27,573	22,669	Maximum	61.21%	Minimum	10,354
	Victims Denunciate Bribe Request (%)	100%	0%	2.81%	2.88%	7.36%	Minimum	0.00%	Median	0.00%
							Maximum	62.22%		

Note: (\*) Sub-dimensions and indicators with changes in 2018. Comparability applies for indicators without an asterisk (\*). Min = Minimum score; Max = Maximum score.

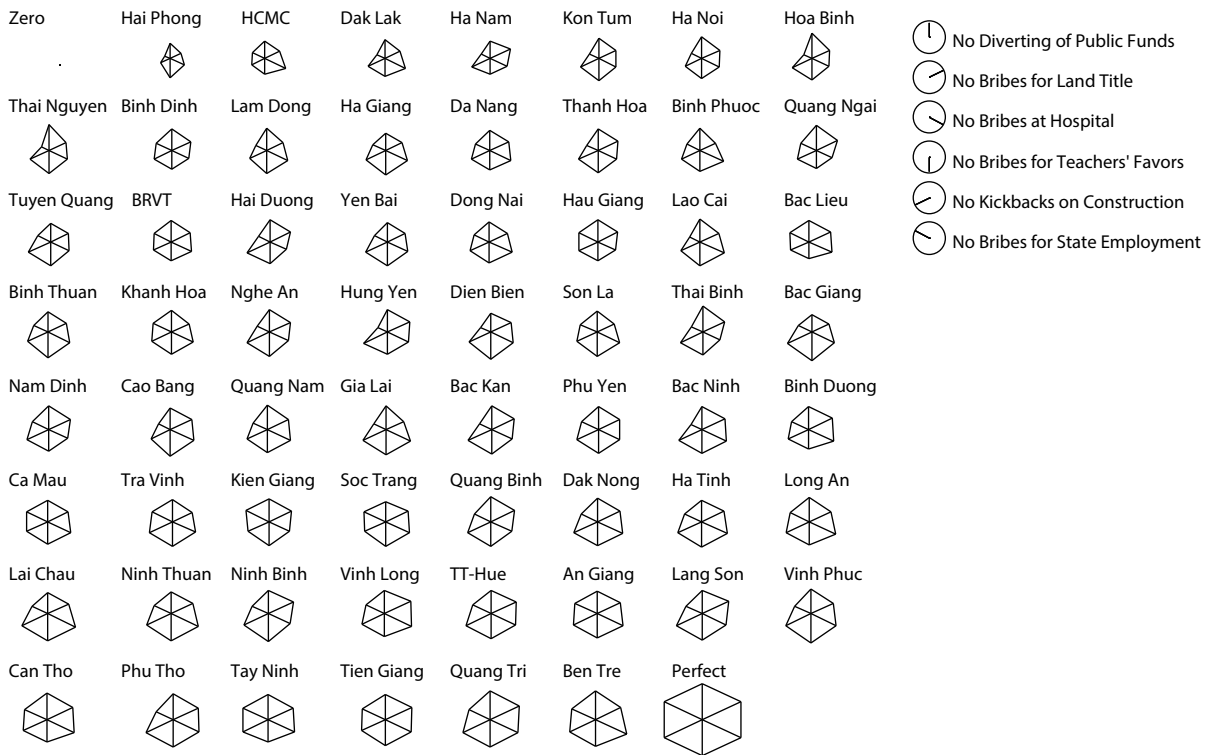
**Table 3.4b: Dashboard of Provincial Performance in Control of Corruption, 2018**

Province Name	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 Employment	4.4: Willingness to Fight Corruption
Ha Noi	6.08	1.49	1.79	0.90	1.90
Ha Giang	6.16	1.44	1.90	0.99	1.83
Cao Bang	6.49	1.60	2.03	0.96	1.90
Bac Kan	6.45	1.72	1.95	0.92	1.85
Tuyen Quang	6.25	1.53	1.88	0.99	1.86
Lao Cai	6.38	1.56	2.02	0.93	1.87
Dien Bien	6.46	1.58	2.01	0.93	1.93
Lai Chau	6.69	1.69	2.05	1.10	1.85
Son La	6.52	1.52	1.94	1.13	1.92
Yen Bai	6.26	1.52	1.94	1.01	1.79
Hoa Binh	6.13	1.61	1.75	0.86	1.92
Thai Nguyen	6.21	1.58	1.87	0.91	1.84
Lang Son	7.07	1.83	2.03	1.19	2.01
Quang Ninh	n.a	n.a	n.a	n.a	n.a
Bac Giang	6.57	1.53	2.01	1.15	1.88
Phu Tho	7.08	1.89	2.03	1.20	1.96
Vinh Phuc	7.06	1.77	2.12	1.20	1.97
Bac Ninh	6.62	1.71	2.01	1.06	1.84
Hai Duong	6.23	1.65	1.81	0.88	1.88
Hai Phong	5.52	1.10	1.70	0.80	1.92
Hung Yen	6.53	1.71	1.90	0.95	1.97
Thai Binh	6.49	1.73	1.86	1.00	1.90
Ha Nam	5.98	1.48	1.73	0.82	1.95
Nam Dinh	6.58	1.68	1.84	1.11	1.95
Ninh Binh	6.94	1.79	2.03	1.19	1.93
Thanh Hoa	6.36	1.56	1.85	0.99	1.96
Nghe An	6.53	1.66	1.91	1.06	1.90
Ha Tinh	6.60	1.69	2.04	1.25	1.62
Quang Binh	6.79	1.76	1.98	1.08	1.97
Quang Tri	7.37	2.01	2.13	1.18	2.05
Thua Thien-Hue	6.76	1.80	2.03	1.08	1.85
Da Nang	6.51	1.51	1.87	1.08	2.04
Quang Nam	6.64	1.67	1.96	1.02	2.00
Quang Ngai	6.08	1.64	1.75	1.03	1.66
Binh Dinh	6.23	1.53	1.77	1.02	1.91
Phu Yen	6.56	1.65	1.95	1.07	1.88
Khanh Hoa	6.49	1.53	1.93	1.15	1.87
Ninh Thuan	6.91	1.69	2.11	1.17	1.94
Binh Thuan	6.49	1.54	2.00	1.06	1.89
Kon Tum	6.03	1.47	1.85	0.84	1.87
Gia Lai	6.35	1.63	1.99	0.99	1.73
Dak Lak	5.81	1.39	1.76	0.81	1.85
Dak Nong	6.68	1.73	1.99	1.09	1.87
Lam Dong	6.25	1.48	1.90	0.98	1.88
Binh Phuoc	6.30	1.49	1.91	1.08	1.82
Tay Ninh	7.24	1.83	2.03	1.41	1.98
Binh Duong	6.82	1.69	1.91	1.27	1.95
Dong Nai	6.28	1.51	1.91	1.10	1.77
Ba Ria-Vung Tau	6.25	1.53	1.85	1.16	1.72
Ho Chi Minh City	5.95	1.30	1.77	0.99	1.88
Long An	6.90	1.71	1.99	1.26	1.95
Tien Giang	7.09	1.83	2.08	1.30	1.88
Ben Tre	7.61	1.92	2.19	1.39	2.11
Tra Vinh	6.84	1.64	2.01	1.21	1.97
Vinh Long	7.01	1.77	2.04	1.23	1.97
Dong Thap	n.a	n.a	n.a	n.a	n.a
An Giang	6.93	1.73	2.06	1.22	1.93
Kien Giang	6.35	1.66	1.94	1.22	1.52
Can Tho	6.98	1.86	2.02	1.17	1.94
Hau Giang	6.21	1.57	1.80	1.05	1.79
Soc Trang	6.80	1.62	2.02	1.20	1.96
Bac Lieu	6.30	1.58	1.86	1.07	1.79
Ca Mau	6.73	1.62	1.98	1.14	1.99

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). Blue is for best performers (16 provinces); green for high-average performers (16 provinces); orange for low-average performers (15 provinces); and light yellow for poor performers (16 provinces). The provincial order is by provincial codes. n.a. = findings not available.

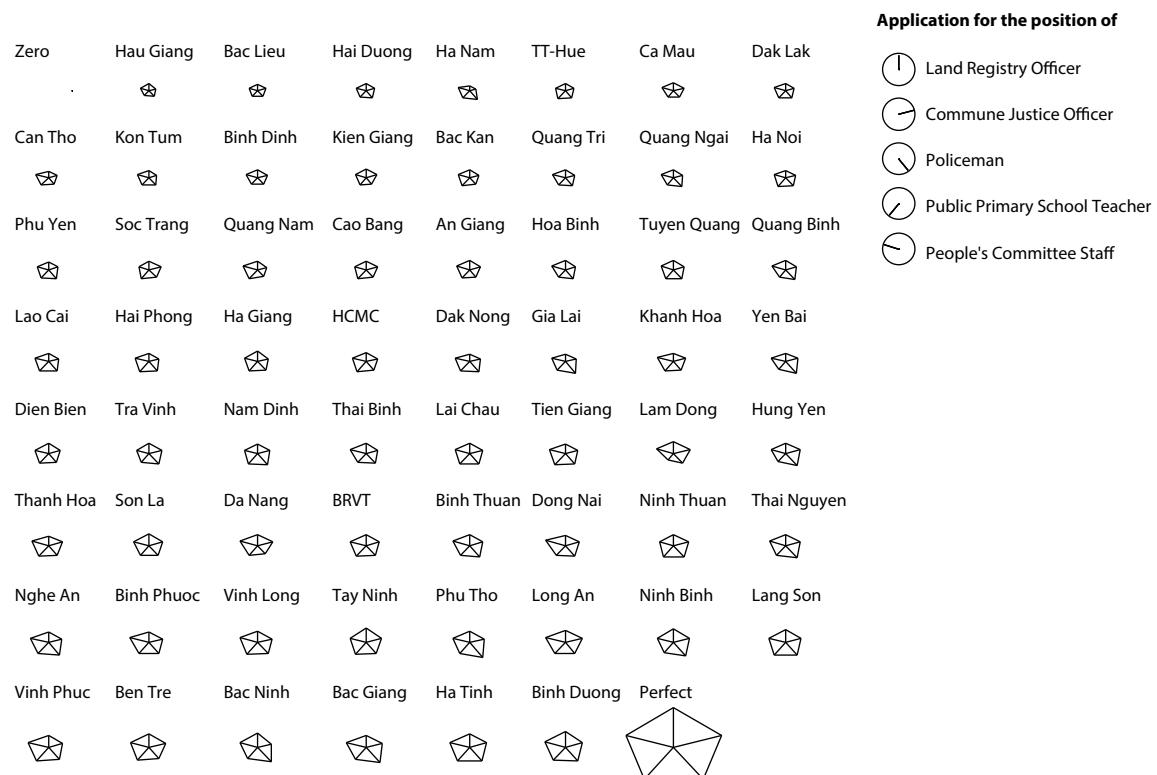
**Figure 3.4c: Citizen Perceptions of Corruption by Province, 2018**

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



**Figure 3.4d: Relationship Needed for State Employment by Province, 2018**

(Branch size = percentage of respondents agreeing that relationships are not important or not important at all; Perfect = 100% agreement)





### Dimension 5: Public Administrative Procedures

This dimension reflects the quality of public administrative services in areas important to citizens. It includes certification services as well as application procedures for construction permits, land use rights certificates (LURCs), and personal documents. In particular, it examines how professional and responsive government staff are in providing public administrative services.

Below are snapshots of key findings about provincial performance in the provision of administrative procedures and services for citizens. This is the only dimension without any changes made in 2018. First,

Box 3.5 highlights key findings at the provincial level. Map 3.5 then presents aggregate dimensional scores for 63 provinces by four quartiles. Table 3.5a shows sub-dimensional and indicator results for 2018 and changes over the three years from 2016 to 2018. In addition, Table 3.5b presents a dashboard of 2018 provincial performance by four quartiles at both dimensional and sub-dimensional levels. Figures 3.5a and 3.5b summarize provincial performance for two out of four administrative services (LURCs and personal documents) by four criteria used since 2016: (i) publicity of application fees, (ii) competence of civil servants, (iii) behaviour of civil servants, and (iv) receipt of results within the set deadline.

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

- Overall, Public Administrative Procedures dimensional scores were at the high-average level in 2018, with the provincial scores ranging from 6.9 to 7.95 points (on the scale of 1 to 10). The gap between provinces in this dimension is also narrow, implying that provinces across the country performed equally well in provision of public administrative procedures. Consistent improvement over time is evident for all four public administrative services, especially in land procedures, though this area remained the weakest service in 2018 and over time.
- Among the four sub-dimensions, the best scoring was Commune-level Administrative Services for Personal Procedures, with an aggregate sub-dimensional score of 1.93 point (on the scale from 0.25 to 2.5 points). The next highest scoring were the two sub-dimensions Construction Permit Procedures and Government Certification Services.
- There are no clear regional patterns in this dimension, unlike in the first four dimensions; the best performers are more evenly distributed across the country. Among the seven sub-regions, the South Central, Central Highlands and Southeastern sub-regions fell behind. For instance, all five Central Highlands provinces were in the poor-performing group in terms of commune-level administrative service provision.
- At the sub-dimensional level, the gaps between the highest provincial scores and the maximum possible score of 2.5 points were narrower than in previous years. Lang Son was the top performer in Government Certification Services with 2.04 points; Quang Ninh was the top performer in the Construction Permits and Land Procedures sub-dimensions, with scores of 2.01 and 1.98 points, respectively; and Tra Vinh was the top performer in Commune-level Administrative Services for Personal Procedures. For quality of one-stop shops for LURCs, Tra Vinh scored highest, while Dak Lak fell far behind on all four criteria: (i) publicity of application fees, (ii) competence of civil servants, (iii) behaviour of civil servants, and (iv) receipt of results within the set deadline.
- Overall, performance in this dimension shows constant improvement in public administrative services. The increasing scores in all four sub-dimensions over time reflect efforts by local governments in public administrative reforms. However, considering the gap between the 2018 scores and the maximum possible scores, there is room for provinces to enhance their services. In particular, departments of environment and natural resources and their district affiliates should improve the performance of one-stop shops for LURCs.

Map 3.5: Provincial Performance in Public Administrative Procedures by Quartiles, 2018

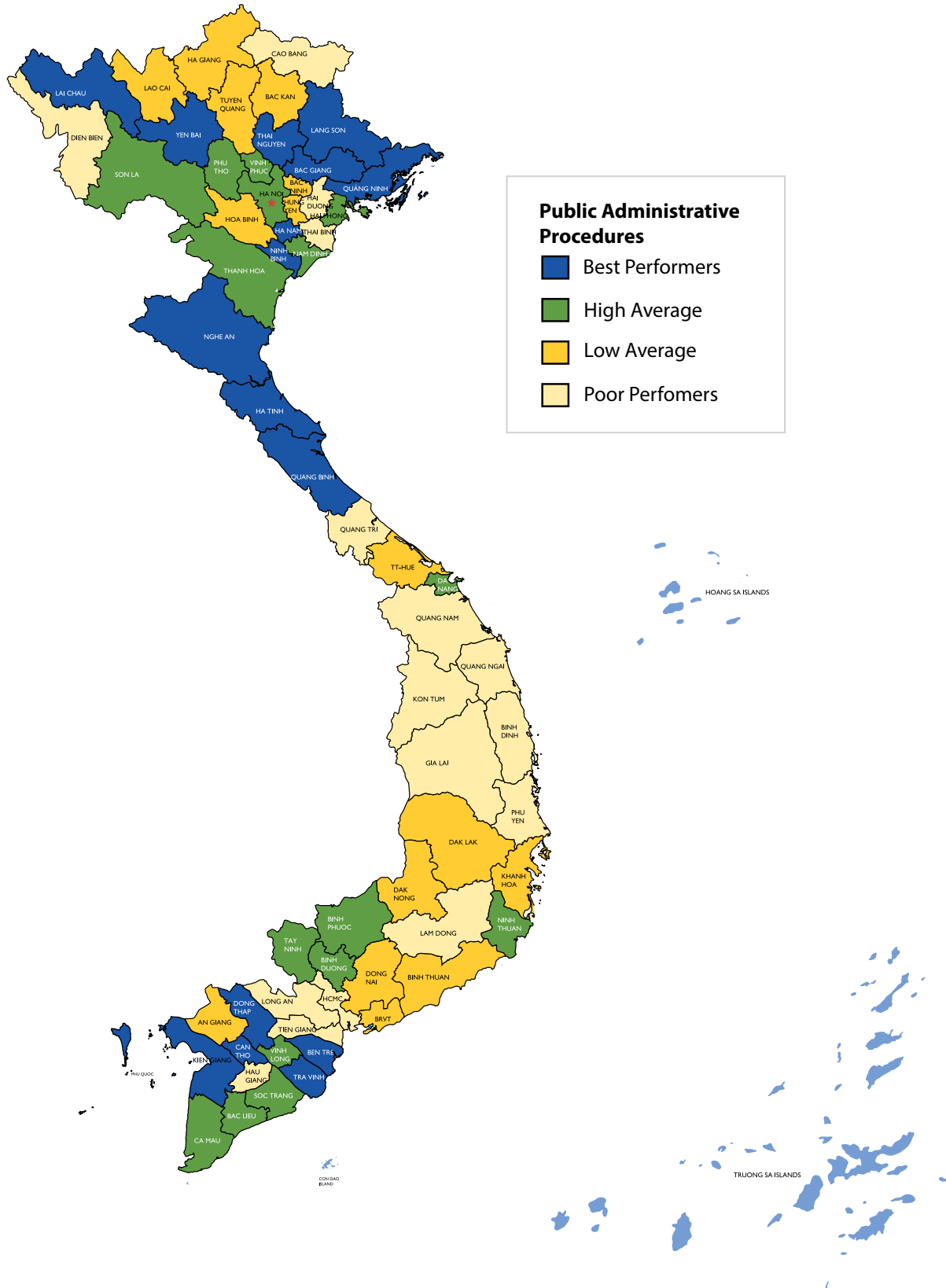


Table 3.5a: Public Administrative Procedures (Dimension 5): Results by Indicators in 2018, and from 2016 to 2018

Dimension and Sub-Dimensions	Name of Indicator	Scale		National Mean Over Time			Provincial 2018 PAPI Score Range on 1-10 Point Scale		
		Min	Max	PAPI 2016	PAPI 2017	PAPI 2018	Status	Scores	Scores
<b>Total Dimension</b>	<b>Dimension 5: Public Administrative Procedures</b>	<b>1</b>	<b>10</b>	<b>7.10</b>	<b>7.17</b>	<b>7.39</b>	<b>Minimum</b>	<b>6.90</b>	
							<b>Median</b>	<b>7.40</b>	
							<b>Maximum</b>	<b>7.95</b>	
<i>Sub-Dimension 1</i>	<i>Certification Procedures</i>	0.25	2.5	1.75	1.77	1.82	<i>Minimum</i>	1.65	
							<i>Median</i>	1.85	
							<i>Maximum</i>	2.04	
<i>Sub-Dimension 2</i>	<i>Construction Permits</i>	0.25	2.5	1.82	1.84	1.88	<i>Minimum</i>	1.70	
							<i>Median</i>	1.89	
							<i>Maximum</i>	2.01	
<i>Sub-Dimension 3</i>	<i>Land Procedures</i>	0.25	2.5	1.65	1.67	1.76	<i>Minimum</i>	1.54	
							<i>Median</i>	1.76	
							<i>Maximum</i>	1.98	
<i>Sub-Dimension 4</i>	<i>Personal Procedures at Commune Level</i>	0.25	2.5	1.88	1.89	1.93	<i>Minimum</i>	1.82	
							<i>Median</i>	1.94	
							<i>Maximum</i>	2.05	
S1. Certification Procedures	Total Quality of Certification Procedures (4 criteria) (2016)	0	4	3.67	3.74	3.81	Minimum	3.46	
							Median	3.81	
							Maximum	3.99	
S2. Construction Permits	Satisfaction with Service on Certification Procedures (5-point scale)	1	5	4.07	4.05	4.18	Minimum	3.54	
							Median	4.16	
							Maximum	4.63	
	Did not Use Many Windows for Construction Permit (%)	0%	100%	93.30%	92.35%	89.94%	Minimum	63.48%	
							Median	91.87%	
							Maximum	100%	
	Received Construction Permit (%)	0%	100%	83.58%	92.10%	92.64%	Minimum	48.16%	
							Median	99.22%	
							Maximum	100%	

Dimension and Sub-Dimensions	Name of Indicator	Scale		National Mean Over Time			Provincial 2018 PAPI Score Range on 1-10 Point Scale		
		Min	Max	PAPI 2016	PAPI 2017	PAPI 2018	Status	Scores	
	Total Quality of Construction Procedures (4 criteria)	0		3.55	3.78	3.84	Minimum	2.93	
							Median	3.86	
							Maximum	4.00	
	Satisfaction with Service on Construction Permits (5-point scale)	1	5	3.73	4.05	4.08	Minimum	3.28	
							Median	4.05	
							Maximum	4.72	
	Did not Use Many Windows for Land Use Rights Certificates (%)	0%	100%	79.66%	86.01%	79.48%	Minimum	47.30%	
							Median	80.74%	
							Maximum	100%	
	Received Land Title (%)	0%	100%	78.54%	81.64%	83.04%	Minimum	49.68%	
							Median	81.57%	
							Maximum	98.22%	
S3. Land Use Rights Certificates Procedures	Total Quality of Land Use Rights Certificates Procedures (4 criteria)	0	4	2.64	2.55	3.49	Minimum	2.86	
							Median	3.50	
							Maximum	3.88	
	Satisfaction with Land Use Rights Certificate Procedures (5-point scale)	1	5	3.70	3.89	3.91	Minimum	3.19	
							Median	3.80	
							Maximum	4.64	
	Did not Use Many Windows for Personal Procedures (%)	0%	100%	94.79%	95.21%	94.63%	Minimum	86.33%	
							Median	95.33%	
							Maximum	100%	
	S4. Personal Procedures	Total Quality of Personal Procedures (4 criteria)	0	4	3.34	3.44	3.57	Minimum	3.10
								Median	3.57
								Maximum	3.87
Satisfaction with Services on Personal Procedures (5-point scale)	1	5	4.04	4.10	4.22	Minimum	3.90		
						Median	4.19		
						Maximum	4.59		

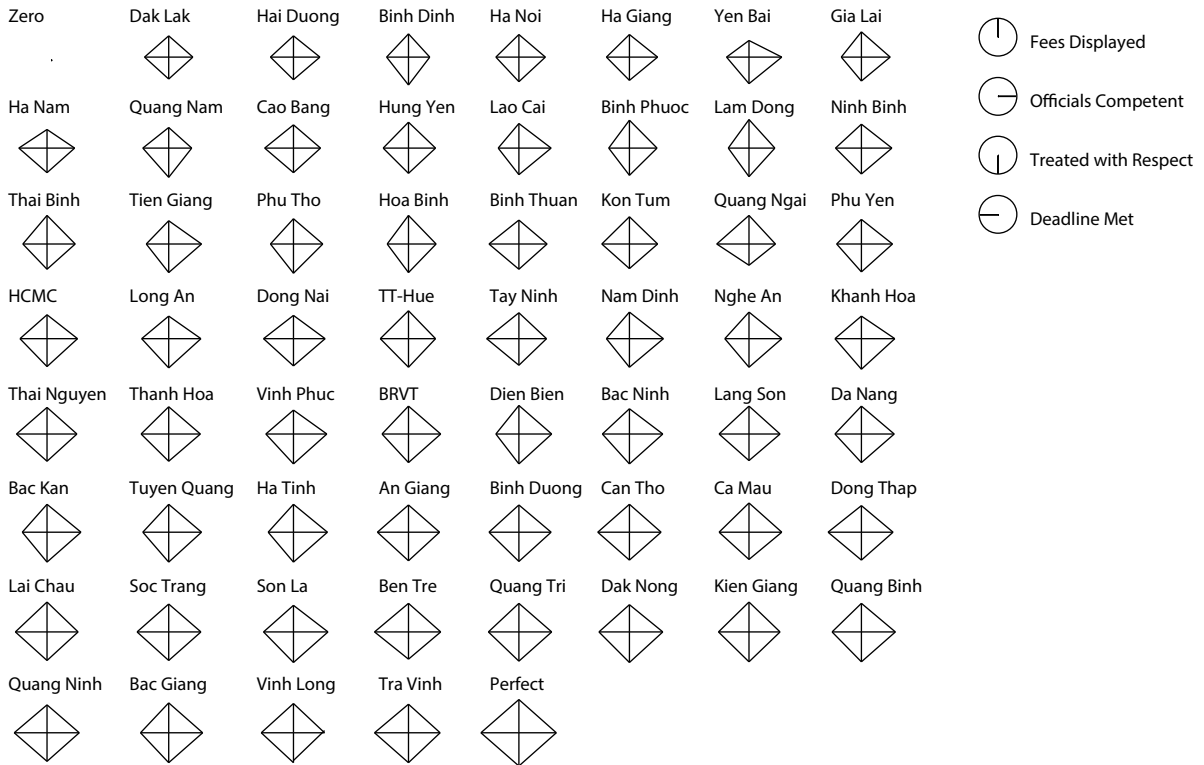
Note: Min = Minimum score; Max = Maximum score

**Table 3.5b: Dashboard of Provincial Performance in Public Administrative Procedures, 2018**

Province Name	5: Administrative Procedures	5.1: Certification Procedures	5.2: Construction Permit	5.3: Land Use Rights Procedures	5.4: Procedures at Commune Level
Ha Noi	7.50	1.81	1.94	1.81	1.93
Ha Giang	7.30	1.91	1.81	1.75	1.82
Cao Bang	6.95	1.79	1.70	1.56	1.90
Bac Kan	7.40	1.88	1.94	1.71	1.86
Tuyen Quang	7.34	1.90	1.73	1.75	1.97
Lao Cai	7.33	1.93	1.78	1.66	1.95
Dien Bien	7.20	1.92	1.80	1.64	1.84
Lai Chau	7.54	1.85	1.89	1.89	1.90
Son La	7.49	1.87	1.92	1.79	1.91
Yen Bai	7.66	1.99	1.97	1.69	2.01
Hoa Binh	7.32	1.85	1.91	1.67	1.90
Thai Nguyen	7.60	1.88	1.91	1.87	1.94
Lang Son	7.66	2.04	1.92	1.76	1.94
Quang Ninh	7.95	1.97	2.01	1.98	2.00
Bac Giang	7.70	1.84	1.97	1.92	1.97
Phu Tho	7.46	1.83	1.90	1.76	1.97
Vinh Phuc	7.46	1.91	1.78	1.76	2.02
Bac Ninh	7.36	1.80	1.80	1.80	1.96
Hai Duong	7.26	1.88	1.92	1.58	1.88
Hai Phong	7.40	1.92	1.82	1.75	1.91
Hung Yen	7.35	1.76	1.87	1.78	1.94
Thai Binh	7.28	1.84	1.83	1.64	1.97
Ha Nam	7.59	1.87	1.92	1.85	1.95
Nam Dinh	7.49	1.83	1.94	1.75	1.97
Ninh Binh	7.57	1.87	1.91	1.77	2.02
Thanh Hoa	7.49	1.78	1.90	1.83	1.99
Nghe An	7.53	1.93	1.92	1.72	1.96
Ha Tinh	7.63	1.93	1.85	1.89	1.96
Quang Binh	7.65	1.99	1.87	1.76	2.03
Quang Tri	7.19	1.82	1.73	1.68	1.98
Thua Thien-Hue	7.37	1.76	1.87	1.84	1.90
Da Nang	7.49	1.89	1.84	1.86	1.90
Quang Nam	7.02	1.74	1.76	1.58	1.94
Quang Ngai	7.05	1.70	1.87	1.62	1.86
Binh Dinh	6.90	1.77	1.71	1.54	1.88
Phu Yen	7.14	1.68	1.89	1.67	1.89
Khanh Hoa	7.29	1.67	1.96	1.75	1.91
Ninh Thuan	7.53	1.86	1.94	1.77	1.95
Binh Thuan	7.37	1.83	1.91	1.75	1.89
Kon Tum	7.25	1.85	1.85	1.68	1.87
Gia Lai	7.14	1.65	1.91	1.70	1.87
Dak Lak	7.34	1.86	1.96	1.67	1.86
Dak Nong	7.39	1.87	1.86	1.83	1.84
Lam Dong	6.91	1.79	1.70	1.59	1.83
Binh Phuoc	7.42	1.74	1.95	1.81	1.92
Tay Ninh	7.51	1.82	1.95	1.76	1.97
Binh Duong	7.44	1.78	1.87	1.86	1.93
Dong Nai	7.37	1.88	1.90	1.73	1.87
Ba Ria-Vung Tau	7.36	1.81	1.83	1.76	1.97
Ho Chi Minh City	7.14	1.80	1.85	1.66	1.83
Long An	7.14	1.82	1.76	1.67	1.89
Tien Giang	7.21	1.71	1.88	1.75	1.88
Ben Tre	7.74	1.89	2.00	1.88	1.97
Tra Vinh	7.77	1.88	1.90	1.93	2.05
Vinh Long	7.48	1.76	1.88	1.84	2.00
Dong Thap	7.55	1.85	1.86	1.85	1.99
An Giang	7.33	1.78	1.86	1.81	1.88
Kien Giang	7.60	1.84	1.93	1.87	1.96
Can Tho	7.56	1.85	1.91	1.78	2.02
Hau Giang	7.28	1.76	1.73	1.78	2.01
Soc Trang	7.44	1.77	1.92	1.84	1.92
Bac Lieu	7.40	1.89	1.90	1.68	1.93
Ca Mau	7.52	1.85	1.91	1.77	1.99

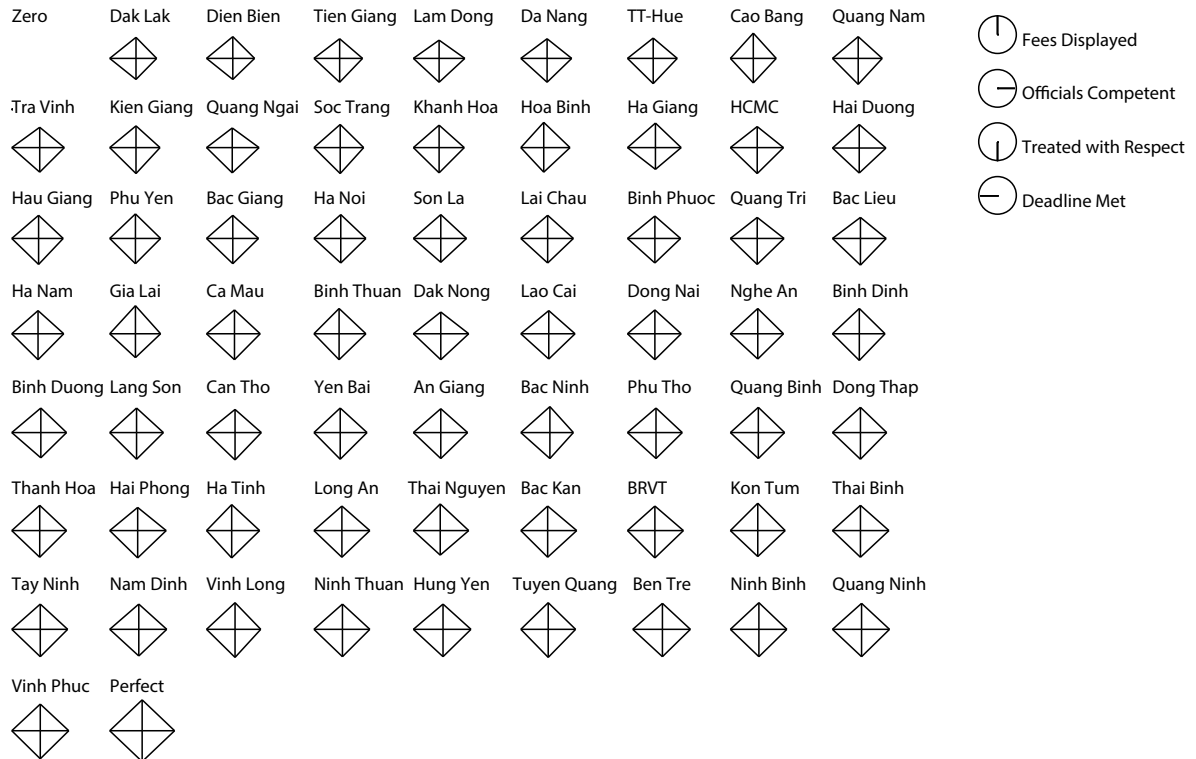
Note: Figures are scores based on a scale of 1-10 points for the dimensional level (the first left column), and a scale of 0.25-2.5 points for the sub-dimensional levels (the other four columns). Blue is for best performers (16 provinces); green for high-average performers (16 provinces); orange for low-average performers (15 provinces); and light yellow for poor performers (16 provinces). The provincial order is by provincial codes.

**Figure 3.5a: Citizen Assessment of Administrative Services for Land Use Rights Certificates (LURCs), 2018**  
 (Branch size = percentage of respondents agreeing to provided positive statements; Perfect = 100% agreement)



**Figure 3.5b: Assessment of Administrative Services at the Commune Level, 2018**

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



### Dimension 6: Public Service Delivery

The Public Service Delivery dimension looks at four public services: public health care, primary public education, basic infrastructure, and residential law and order. To inform this dimension, citizens are asked about their direct experiences with the accessibility, quality, and availability of these services. In 2018, three indicators were added to this dimension: one new indicator on stable power supply to households was added to the Basic Infrastructure sub-dimension, and two new indicators tracking if citizens feel safe walking alone outside during the day and night were added to the Law and Order sub-dimension. These indicators help inform Viet Nam's progress in these specific areas that are also part of the Sustainable Development Goals.

Below are snapshots of key findings about provincial performance in provision of public services to citizens. First, Box 3.6 highlights key findings at the local level. Map 3.6 then presents the aggregate dimensional scores of 63 provinces by four quartiles. Table 3.6a shows sub-dimensional and indicator results for 2018 and changes over the three years from 2016 to 2018. In addition, Table 3.6b presents a dashboard of 2018 provincial performance by four quartiles at both dimensional and sub-dimensional levels. Figures 3.6a and 3.6b summarize citizens' assessment of the quality of public primary education and health care services by province, based on national standards, while Figure 3.6c presents a snapshot of residential safety in each province.

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

- Scores for the Public Service Delivery dimension were at the high-average level in 2018, with provincial scores ranging from 6.58 to 7.68 points (on the 1 to 10-point scale). The gap between provinces in this dimension is also narrow, implying that provinces across the country performed equally well in provision of public services in primary education, health care, basic infrastructure, and law and order. In particular, there has been consistent improvement in public health care since 2016, reflected in better provincial scores in almost every indicator of this sub-dimension.
- Among the four sub-dimensions, the best scoring in 2018 was Basic Infrastructure with an aggregate sub-dimensional score of 2.05 point (on the scale from 0.25 to 2.5 points). Next is the sub-dimension of Public Health Care with 1.98 points. The Law and Order sub-dimensional score was relatively lower in 2018 than in 2017; fewer respondents said they felt their localities were safer compared to three years ago.
- Regional patterns in this dimension were similar to previous years. Northern Mountainous, Central Highlands and Central provinces scored relatively low in 2018; four out of five Central Highlands provinces were in the poorest-performing group in this dimension. Industrial and rich provinces like Dong Nai and Binh Duong were also rated as poor performers in public health, public education and law and order.
- Provincial performance in several indicators measuring quality of public services is worth highlighting. In total quality of public district hospitals, Vinh Long scored highest at 7.85 points (on the 1 to 10-point scale). On total quality of primary schools, Bac Ninh received the highest score with 6.25 points, about double the score of Dak Lak for the same indicator. For the indicator measuring residential crime rates, Quang Binh, Binh Thuan and Binh Duong were the lowest scoring provinces.
- Overall, the results for this dimension show that provinces performed at the above-average level in 2018. The aggregated score of 7.10 points from a maximum of 10, however, suggests that provinces have room to enhance the quality of public services. Based on citizens' responses, local authorities should focus on addressing law and order issues. Cities and industrial provinces, in particular, should pay attention to public service quality and accessibility given citizens' rising expectations.

Map 3.6: Provincial Performance in Public Service Delivery by Quartiles, 2018

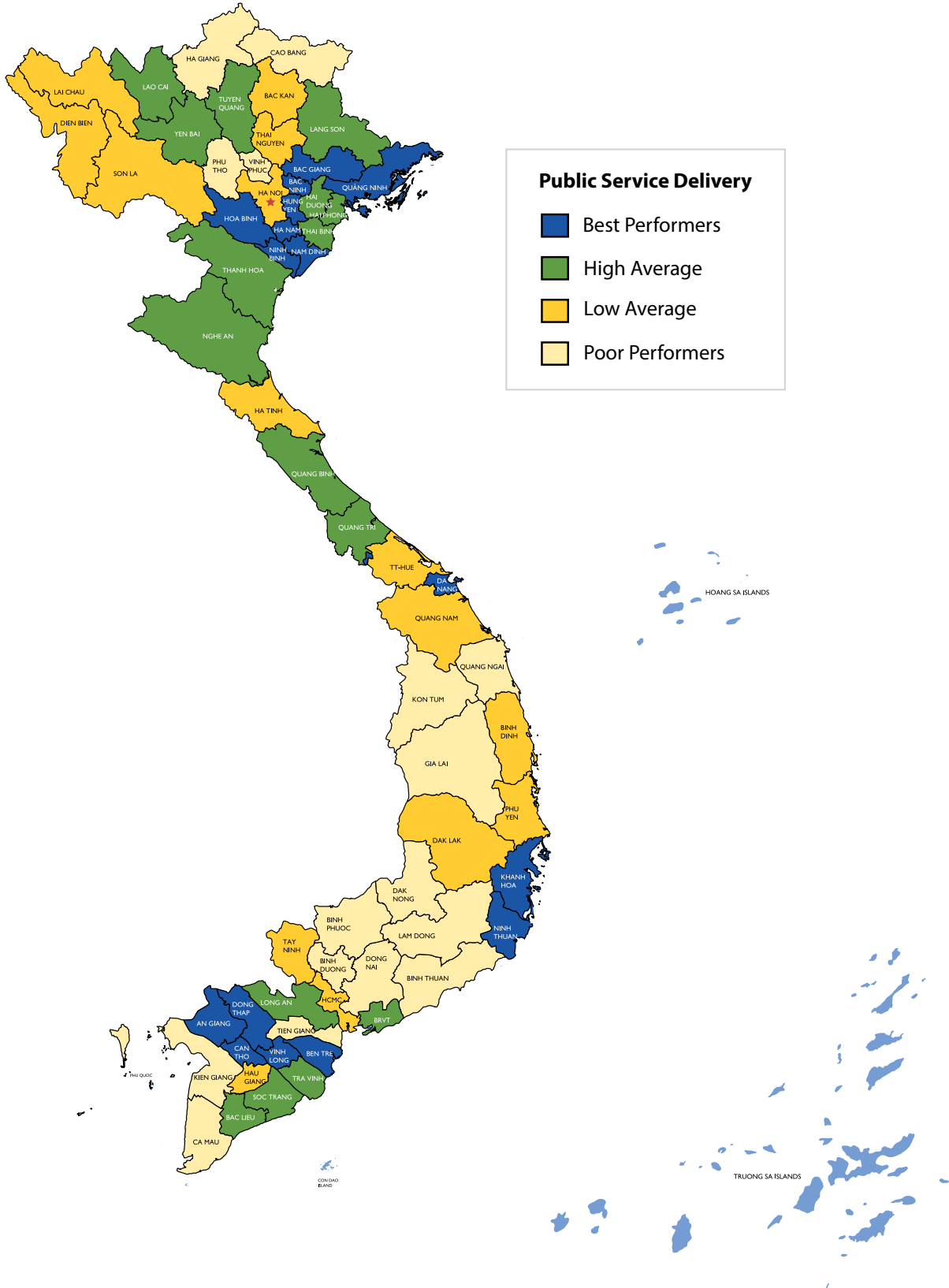




Table 3.6a: Public Service Delivery (Dimension 6): Results by Indicators in 2018, and from 2016 to 2018

Dimension and Sub-Dimensions	Name of Indicator	Scale		National Mean Over Time			Provincial 2018 PAPI Score Range on 1-10 Point Scale	
		Min	Max	PAPI 2016	PAPI 2017	PAPI 2018*	Status	Scores
<b>Total Dimension</b>	<b>Dimension 6: Public Service Delivery</b>	<b>1</b>	<b>10</b>	<b>7.10</b>	<b>7.15</b>	<b>7.10</b>	<b>Minimum</b>	<b>6.58</b>
							<b>Median</b>	<b>7.03</b>
							<b>Maximum</b>	<b>7.68</b>
<i>Sub-Dimension 1</i>	<i>Public Health</i>	0.25	2.5	1.85	1.9	1.98	<i>Minimum</i>	1.60
							<i>Median</i>	2.00
							<i>Maximum</i>	2.20
<i>Sub-Dimension 2</i>	<i>Public Education*</i>	0.25	2.5	1.70	1.65	1.63	<i>Minimum</i>	1.20
							<i>Median</i>	1.65
							<i>Maximum</i>	2.13
<i>Sub-Dimension 3</i>	<i>Basic Infrastructure*</i>	0.25	2.5	1.89	1.93	2.05	<i>Minimum</i>	1.66
							<i>Median</i>	2.00
							<i>Maximum</i>	2.33
<i>Sub-Dimension 4</i>	<i>Law and Order*</i>	0.25	2.5	1.65	1.65	1.45	<i>Minimum</i>	1.26
							<i>Median</i>	1.45
							<i>Maximum</i>	1.55
	Population with Health Insurance (%)	0%	100%	72.31%	79.42%	86.65%	Minimum	75.35%
							Median	88.37%
							Maximum	97.79%
	Quality of Health Insurance (4 pt scale)	0	4	3.48	3.48	3.53	Minimum	3.07
							Median	3.52
							Maximum	3.74
S1. Public Health	Quality of Free Medical Care for Children (5 pt scale)	0	5	4.18	4.09	4.15	Minimum	3.62
							Median	4.14
							Maximum	4.74
	Poor Households are Subsidized with Health Insurance (%)	0%	100%	72.99%	75.7%	79.65%	Minimum	54.53%
							Median	81.72%
							Maximum	94.23%

Dimension and Sub-Dimensions	Name of Indicator	Scale		National Mean Over Time			Provincial 2018 PAPI Score Range on 1-10 Point Scale			
		Min	Max	PAPI 2016	PAPI 2017	PAPI 2018*	Status	Scores	Scores	
	Checks for Children are Free (%)	0%	100%	70.05%	71.96%	78.22%	Minimum	52.33%	Maximum	97.79%
		0	10	5.22	5.12	5.97	Minimum	3.13	Maximum	7.85
							Median	6.42		
	Total Hospital Quality (10 criteria)	0	10	5.22	5.12	5.97	Minimum	3.13	Maximum	7.85
							Median	6.42		
							Maximum	7.85		
	Kilometre Walk to School	Min	Max	1.02	1.11	1.07	Minimum	0.50	Maximum	2
							Median	1		
							Maximum	2		
S2. Public Education	Number of Minutes Travelling to School	Min	Max	8.97	8.91	9.86	Minimum	5	Maximum	15
							Median	10		
							Maximum	15		
	Overall Rating of Primary School (5 pt scale)	0	5	3.99	4.02	4.13	Minimum	3.75	Maximum	4.79
							Median	4.08		
							Maximum	4.79		
	Total School Quality (8 Criteria)*	0	8	4.99	4.66	4.88	Minimum	3.54	Maximum	6.25
							Median	4.91		
							Maximum	6.25		
	Households with Electricity (%)	0%	100%	98.48%	98.4%	99.39%	Minimum	88.52%	Maximum	100%
		0	100	98.48	98.4	99.39	Minimum	1.06%	Maximum	100%
							Median	11.92%		
S3. Infrastructure	No Power Cut over the Past 12 Months (%)*	0%	100%			14.98%	Minimum	1.06%	Maximum	49.80%
							Median	11.92%		
							Maximum	49.80%		
	Quality of Road (1=All Dirt; 4=All Asphalt)	1	4	3.05	3.04	3.26	Minimum	2.54	Maximum	3.58
							Median	3.26		
							Maximum	3.58		



Dimension and Sub-Dimensions	Name of Indicator	Scale		National Mean Over Time			Provincial 2018 PAPI Score Range on 1-10 Point Scale		
		Min	Max	PAPI 2016	PAPI 2017	PAPI 2018*	Status	Scores	
	Frequency of Garbage Pick-up (0=Never; 4=Every Day)	0	4	2.18	2.3	2.54	Minimum	0.92	
							Median	2.34	
							Maximum	3.91	
	Share Drinking Tap Water (%)	0%	100%	49.42%	54.58%	60.07%	Minimum	6.45%	
							Median	52.07%	
							Maximum	99.39%	
	Share Drinking Unclean Water (%)	0%	100%	6.11%	6.14%	4.41%	Minimum	0.00%	
							Median	0.66%	
							Maximum	58.82%	
	How Safe is Locality (3=Very Safe)	1	3	2.14	2.14	2.21	Minimum	1.76	
							Median	2.22	
							Maximum	2.39	
	Change in Safety Over Time	Min	Max	11.42%	12.01%	11.72%	Minimum	-14.67%	
							Median	10.60%	
							Maximum	26.35%	
S4. Law and Order	Crime Rate in Locality (% Victims of Crime)	0%	100%	14.62%	15.44%	12.37%	Minimum	1.27%	
							Median	10.86%	
							Maximum	25.77%	
	Feeling Safe Walking in the Day Time (3=Very Safe)*	1	3			2.33	Minimum	2.04	
							Median	2.35	
							Maximum	2.53	
	Feeling Safe Walking in the Night Time (3=Very Safe)*	1	3			1.97	Minimum	1.53	
							Median	2.01	
							Maximum	2.28	

Note: (\*) Sub-dimensions and indicators with changes in 2018. Comparability applies for indicators without an asterisk (\*). Min = Minimum score; Max = Maximum score.

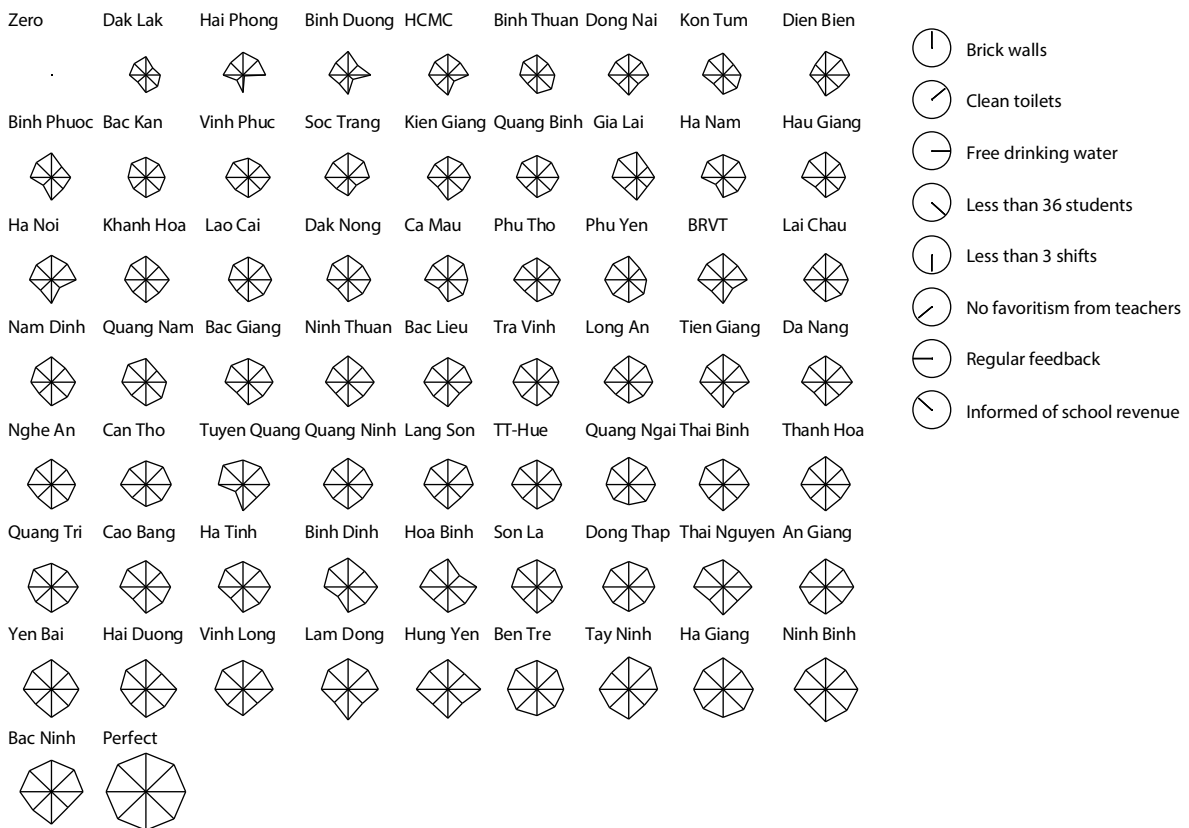
**Table 3.6b: Dashboard of Provincial Performance in Public Service Delivery, 2018**

Province Name	6: Public Service Delivery	6.1: Public Health	6.2: Public Education	6.3: Basic Infrastructure	6.4: Law and Order
Ha Noi	6.93	1.87	1.62	2.00	1.44
Ha Giang	6.86	2.01	1.69	1.79	1.37
Cao Bang	6.73	1.99	1.64	1.83	1.26
Bac Kan	7.00	1.99	1.61	1.96	1.44
Tuyen Quang	7.18	2.01	1.68	2.01	1.49
Lao Cai	7.17	1.98	1.65	2.04	1.51
Dien Bien	6.96	2.00	1.59	1.94	1.43
Lai Chau	7.01	1.85	1.71	1.98	1.47
Son La	6.95	2.05	1.67	1.76	1.47
Yen Bai	7.16	2.05	1.66	1.97	1.48
Hoa Binh	7.31	1.95	1.81	2.08	1.48
Thai Nguyen	7.03	1.93	1.66	1.96	1.47
Lang Son	7.14	2.05	1.65	1.92	1.52
Quang Ninh	7.44	2.11	1.65	2.13	1.54
Bac Giang	7.37	1.98	1.67	2.16	1.55
Phu Tho	6.87	1.94	1.60	1.88	1.44
Vinh Phuc	6.92	1.93	1.59	1.94	1.45
Bac Ninh	7.36	2.06	1.72	2.14	1.45
Hai Duong	7.17	2.00	1.67	2.10	1.40
Hai Phong	7.14	1.60	1.78	2.31	1.44
Hung Yen	7.34	1.98	1.88	2.02	1.46
Thai Binh	7.22	2.08	1.68	2.02	1.44
Ha Nam	7.53	1.99	2.12	2.01	1.41
Nam Dinh	7.45	2.04	1.87	2.02	1.51
Ninh Binh	7.35	2.04	1.73	2.05	1.53
Thanh Hoa	7.17	1.98	1.66	2.08	1.45
Nghe An	7.20	2.02	1.75	2.00	1.44
Ha Tinh	6.97	2.07	1.62	1.84	1.44
Quang Binh	7.28	2.10	1.90	1.88	1.40
Quang Tri	7.06	2.02	1.64	1.99	1.42
Thua Thien-Hue	7.00	2.05	1.28	2.16	1.52
Da Nang	7.68	1.95	1.92	2.30	1.50
Quang Nam	7.02	1.99	1.64	1.89	1.51
Quang Ngai	6.72	2.10	1.44	1.66	1.53
Binh Dinh	6.94	1.88	1.67	1.95	1.44
Phu Yen	6.95	2.11	1.61	1.74	1.49
Khanh Hoa	7.48	1.97	2.13	2.00	1.39
Ninh Thuan	7.68	2.10	1.94	2.11	1.53
Binh Thuan	6.87	1.95	1.57	2.00	1.36
Kon Tum	6.74	2.02	1.62	1.83	1.28
Gia Lai	6.72	1.87	1.63	1.82	1.40
Dak Lak	6.98	1.90	1.70	1.93	1.45
Dak Nong	6.58	2.08	1.24	1.89	1.37
Lam Dong	6.83	1.86	1.52	2.00	1.45
Binh Phuoc	6.72	1.84	1.39	2.02	1.47
Tay Ninh	7.01	2.03	1.49	2.02	1.48
Binh Duong	6.58	1.86	1.20	2.07	1.44
Dong Nai	6.81	1.86	1.60	2.00	1.35
Ba Ria-Vung Tau	7.29	1.92	1.60	2.31	1.45
Ho Chi Minh City	6.93	1.79	1.57	2.25	1.32
Long An	7.12	1.90	1.67	2.06	1.50
Tien Giang	6.82	2.09	1.65	1.67	1.42
Ben Tre	7.31	2.05	1.75	2.09	1.43
Tra Vinh	7.06	1.85	1.67	2.04	1.51
Vinh Long	7.32	2.09	1.52	2.24	1.47
Dong Thap	7.36	2.20	1.70	1.95	1.50
An Giang	7.49	2.02	1.70	2.33	1.44
Kien Giang	6.88	1.99	1.28	2.13	1.48
Can Tho	7.40	2.07	1.68	2.11	1.54
Hau Giang	6.95	2.03	1.36	2.08	1.48
Soc Trang	7.03	2.02	1.65	1.89	1.48
Bac Lieu	7.27	2.05	1.64	2.15	1.44
Ca Mau	6.79	2.04	1.46	1.84	1.45

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). Blue is for best performers (16 provinces); green for high-average performers (16 provinces); orange for low-average performers (15 provinces); and light yellow for poor performers (16 provinces). The provincial order is by provincial codes.

**Figure 3.6a: Citizens' Assessment of Quality of Public Primary Schools, 2018**

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



**Figure 3.6b: Citizens' Assessment of Quality of Public District Hospitals, 2018**

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

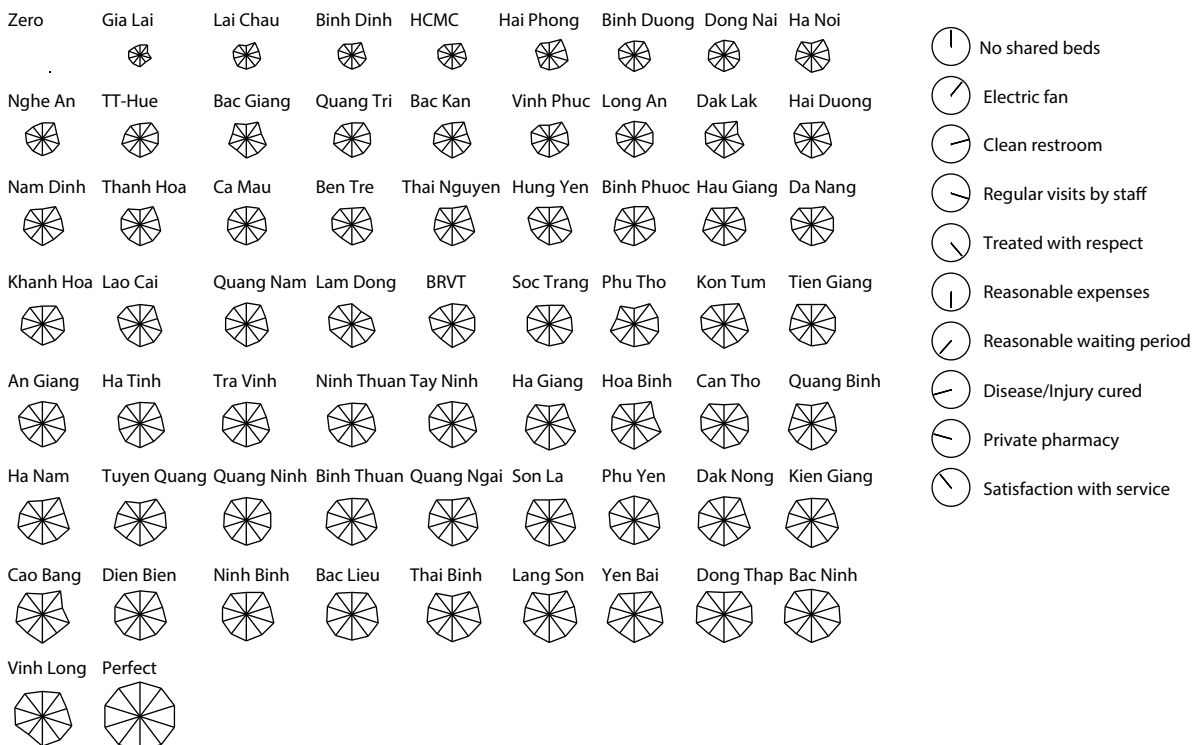
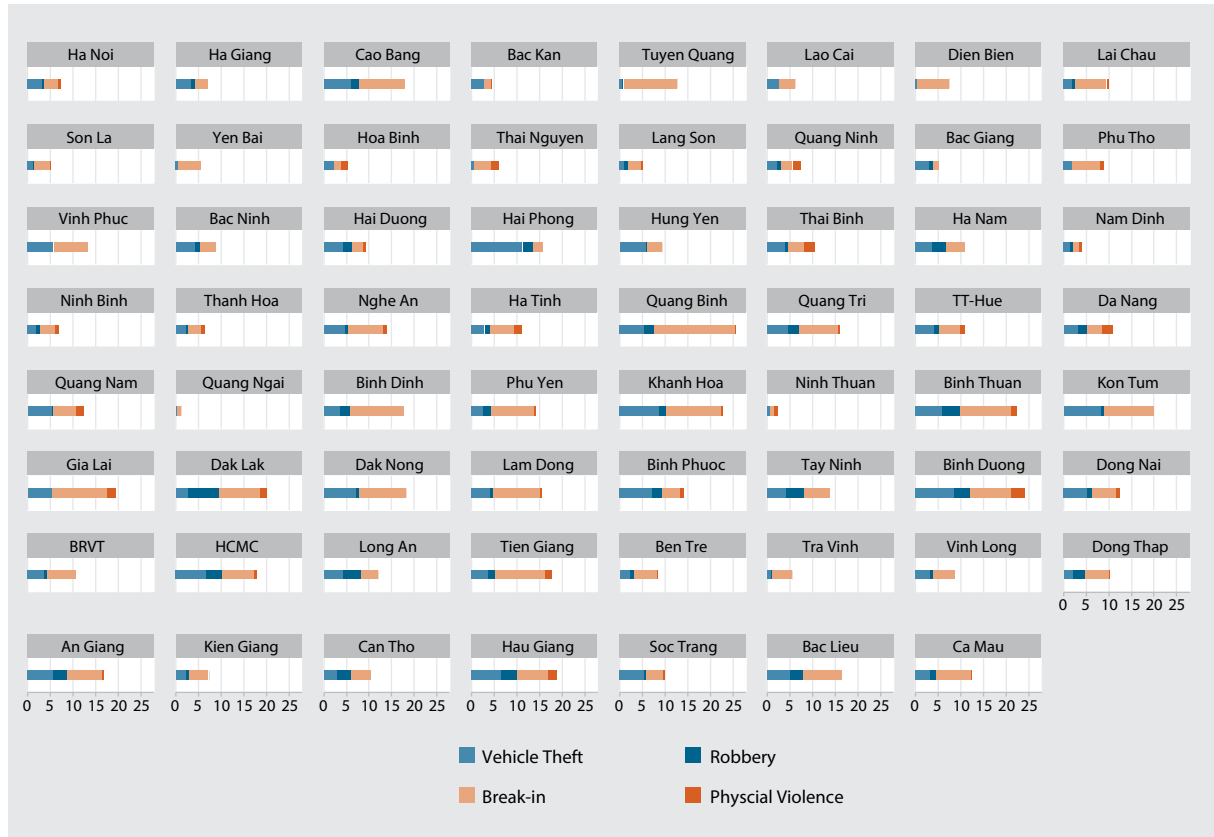


Figure 3.6c: Percentage of Respondents Who Were Victims of Crime, 2018



### Dimension 7: Environmental Governance

The new dimension of Environmental Governance 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 air they breathe daily and the quality of water coming from waterways nearest to their home. In addition, citizens are asked if owners of investment projects in their localities would pay bribes to avoid compliance with environmental standards, a key reason for environmental disputes in Viet Nam in recent years.<sup>38</sup>

The dimension sets some baselines to assist local governments in understanding citizens' environmental

concerns over time. It also informs local governments about hotspots of environmental concern so that they can work towards addressing them.

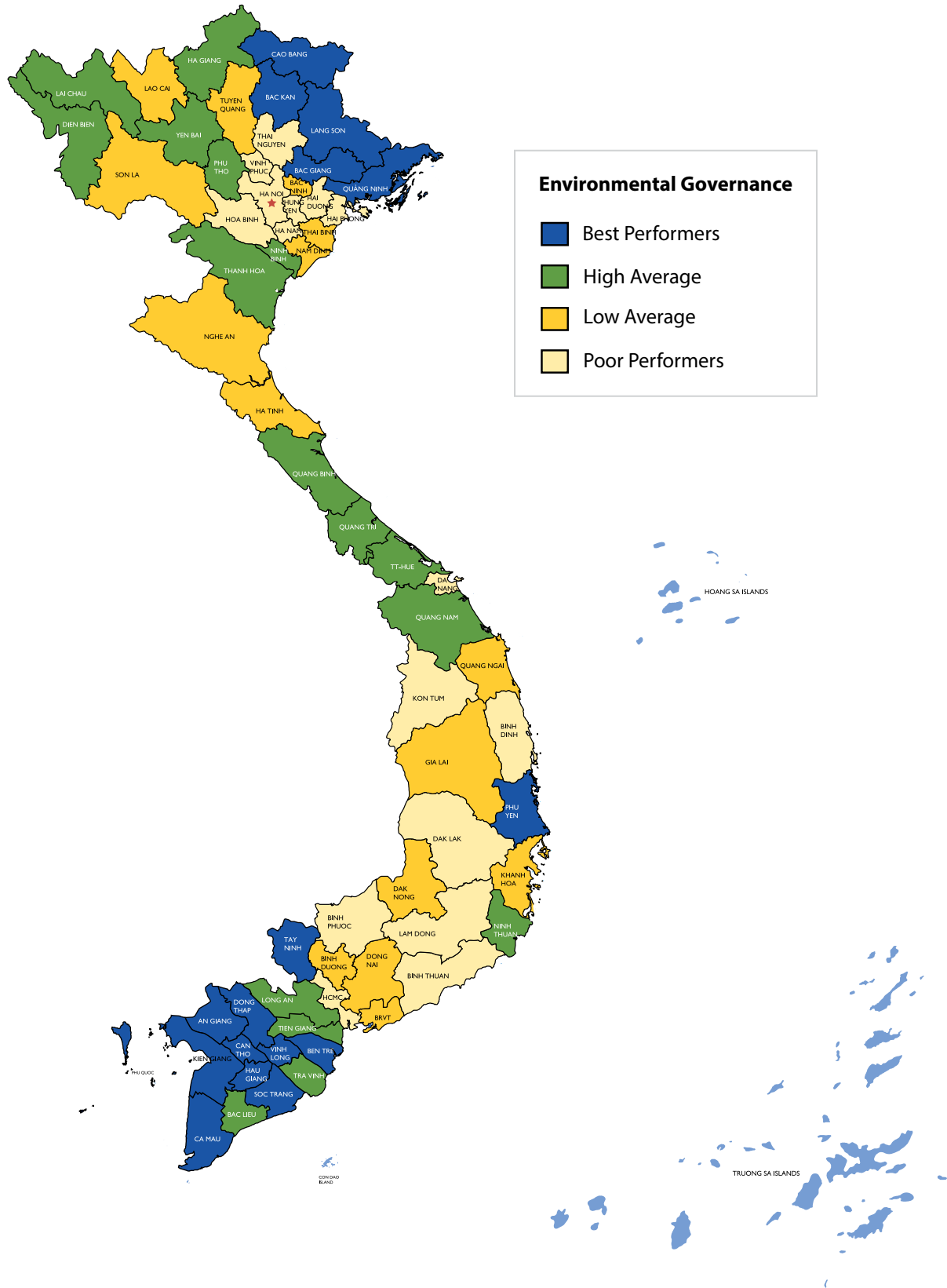
Below are snapshots of key findings for citizens' concerns about environmental conditions in their localities. First, Box 3.7 highlights key findings at the provincial levels. Map 3.7 then presents the aggregate dimensional scores of 63 provinces by four quartiles. Table 3.7a shows sub-dimensional and indicator results for 2018, while Table 3.7b and Figure 3.7 present a dashboard of 2018 provincial performance by four quartiles at both dimensional and sub-dimensional levels.

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

- Overall, the dimensional scores for Environmental Governance were well below the average level; provincial scores ranged from 3.54 to 6.74 points (on the 1 to 10-point scale). The gap between the highest and lowest scoring provinces in this dimension is large, implying that citizens in different provinces experience quite varied environmental quality.
- Among the three sub-dimensions, the highest scoring was Quality of Air, with an aggregate sub-dimensional score of 1.99 points (on the scale of 0.33 to 3.33 points). The next highest was the sub-dimension Sincerity in Environmental Protection with a score of 1.97 points. The greatest environmental concern for citizens in this dimension was quality of water, as the mean national score for the Quality of Water sub-dimension was just 0.67 points, far below the maximum possible score of 3.33 points.
- Citizens in the Mekong Delta region and the mountainous areas in the North tend to rate air quality, water quality, and firms' seriousness with environmental protection higher than in other regions. The three centrally governed municipalities of Hai Phong, Ho Chi Minh City and Ha Noi were in the poorest performing group for all sub-dimensions. So were Central Highlands provinces and industrial provinces like Binh Duong, Dong Nai, Vinh Phuc and Thai Nguyen.
- At the sub-dimensional level, there were large differences between the highest and lowest scoring provinces, and also a significant gap between the scores of the best performing provinces and the maximum possible score of 3.33 points for each sub-dimension. For instance, in the Quality of Water sub-dimension, Dong Thap received 1.83 points while Bac Ninh only received 0.34 points. Dong Thap also scored highest in the sub-dimension Seriousness in Environmental Protection, with 2.77 points, meaning a higher proportion of citizens there believe that firms have not paid bribes to avoid compliance with environmental standards. Hai Phong received only 1.44 points in this sub-dimension. On the Quality of Air sub-dimension, Quang Ninh scored highest score with 2.44 points, while Ha Nam received only 1.44 points.
- The findings indicate that citizens in all provinces were not happy with environmental governance performance in 2018. Scores in the available measurable indicators provide worrying signs for air quality, water quality and firms' seriousness in complying with environmental protection standards. Scores in 2018 for this dimension represent a starting point for local governments, helping them to understand citizen perceptions in this area, and where provinces should focus their energies in order to address environmental challenges in their provinces. Indeed, given that air, water and some other types of environmental pollutants can move across provincial boundaries, provincial leaders need to collaborate with neighbouring provinces to find common solutions that go beyond applying strict measures to prevent environmental pollution within their provinces.

<sup>38</sup> See National Economics University and United Nations Development Programme (2018).

Map 3.7: Provincial Performance in Environmental Governance by Quartiles, 2018





**Table 3.7a: Environmental Governance (Dimension 7): Results by Indicators in 2018**

Dimension and Sub-Dimensions	Name of Indicator	Scale		National Mean PAPI 2018	Provincial 2018 PAPI Score Range on 1-10 Point Scale	
		Min	Max		Status	Scores
<b>Total Dimension</b>	<b>Dimension 7: Environmental Governance</b>	<b>1</b>	<b>10</b>	<b>4.63</b>	<b>Minimum</b>	<b>3.54</b>
					<b>Median</b>	<b>4.51</b>
					<b>Maximum</b>	<b>6.74</b>
Sub-Dimension 1	Seriousness in Environment Protection	0.33	3.33	1.97	Minimum	1.44
					Median	1.94
					Maximum	2.77
Sub-Dimension 2	Quality of Air	0.33	3.33	1.99	Minimum	1.50
					Median	1.99
					Maximum	2.44
Sub-Dimension 3	Quality of Water	0.34	3.34	0.67	Minimum	0.34
					Median	0.57
					Maximum	1.83
S1: Seriousness in Environment Protection	Firms in Locality Not Giving Bribes to Avoid Environmental Responsibility (% in agreement)	0%	100%	54.54%	Minimum	36.84%
					Median	53.4%
					Maximum	81.32%
S2: Quality of Air	Not Wearing Masks to Avoid Polluted Air (%)	0%	100%	42.98%	Minimum	22.77%
					Median	42.82%
					Maximum	68.51%
S2: Quality of Air	Rating of Air Quality as Good (%)	0%	100%	83.86%	Minimum	57.20%
					Median	86.51%
					Maximum	95.22%
S2: Quality of Air	Better Air Quality than 3 Years ago (%)	0%	100%	38.44%	Minimum	12.82%
					Median	36.37%
					Maximum	57.77%
S3: Quality of Water	Water from Nearby Waterways Good Enough to Drink (%)	0%	100%	3.74%	Minimum	0.00%
					Median	2.33%
					Maximum	20.44%
S3: Quality of Water	Water from Nearby Waterways Good Enough to Wash Clothes (%)	0%	100%	14.01%	Minimum	0.22%
					Median	9.46%
					Maximum	64.69%
S3: Quality of Water	Water from Nearby Waterways Good Enough to Swim (%)	0%	100%	15.95%	Minimum	0.45%
					Median	10.72%
					Maximum	64.59%

Note: (\*) Min = Sample Minimum; Max = Sample Maximum.

**Table 3.7b: Dashboard of Provincial Performance in Environmental Governance, 2018**

Province Name	7: Environmental Governance	7.1: Sincerity of Environmental Protection	7.2: Quality of Air	7.3: Quality of Water
Ha Noi	3.58	1.49	1.69	0.40
Ha Giang	4.57	1.76	2.07	0.74
Cao Bang	4.92	1.73	1.96	1.22
Bac Kan	4.89	1.96	2.17	0.76
Tuyen Quang	4.37	1.94	1.94	0.49
Lao Cai	4.30	1.61	2.08	0.61
Dien Bien	4.85	1.81	2.33	0.70
Lai Chau	4.72	1.97	2.07	0.68
Son La	4.49	1.93	2.07	0.49
Yen Bai	4.51	1.84	2.12	0.55
Hoa Binh	3.89	1.57	1.77	0.55
Thai Nguyen	3.66	1.62	1.67	0.37
Lang Son	5.19	2.38	2.09	0.73
Quang Ninh	5.93	2.47	2.44	1.02
Bac Giang	4.88	2.01	2.16	0.71
Phu Tho	4.64	2.09	2.03	0.52
Vinh Phuc	4.08	1.94	1.71	0.44
Bac Ninh	4.50	2.01	2.15	0.34
Hai Duong	4.20	1.66	1.94	0.60
Hai Phong	3.70	1.44	1.88	0.38
Hung Yen	3.54	1.62	1.51	0.40
Thai Binh	4.22	1.72	2.07	0.43
Ha Nam	3.59	1.45	1.50	0.65
Nam Dinh	4.47	1.87	2.08	0.51
Ninh Binh	4.63	1.98	2.04	0.60
Thanh Hoa	4.62	1.83	2.12	0.67
Nghe An	4.48	1.98	1.93	0.57
Ha Tinh	4.39	1.86	1.84	0.68
Quang Binh	4.76	2.03	1.89	0.84
Quang Tri	4.76	2.33	1.93	0.49
Thua Thien-Hue	4.79	2.10	1.91	0.78
Da Nang	4.10	1.85	1.90	0.35
Quang Nam	4.68	2.06	1.90	0.72
Quang Ngai	4.34	1.85	1.95	0.54
Binh Dinh	4.02	1.77	1.72	0.52
Phu Yen	4.93	2.05	2.04	0.84
Khanh Hoa	4.43	1.93	1.90	0.60
Ninh Thuan	4.87	2.12	2.11	0.64
Binh Thuan	4.07	1.81	1.91	0.35
Kon Tum	3.98	1.61	1.93	0.44
Gia Lai	4.20	1.81	2.00	0.39
Dak Lak	4.06	1.67	1.97	0.42
Dak Nong	4.36	2.01	1.94	0.41
Lam Dong	3.85	1.52	1.87	0.46
Binh Phuoc	4.03	1.74	1.86	0.43
Tay Ninh	4.94	2.51	2.08	0.35
Binh Duong	4.22	1.91	1.93	0.38
Dong Nai	4.26	1.85	1.99	0.42
Ba Ria-Vung Tau	4.22	1.78	2.07	0.37
Ho Chi Minh City	3.67	1.59	1.73	0.35
Long An	4.63	2.12	2.01	0.49
Tien Giang	4.80	2.16	1.90	0.75
Ben Tre	5.41	2.45	1.96	1.00
Tra Vinh	4.83	2.14	2.07	0.63
Vinh Long	5.75	2.09	2.20	1.46
Dong Thap	6.74	2.77	2.14	1.83
An Giang	5.67	2.25	2.19	1.23
Kien Giang	4.99	2.33	2.16	0.50
Can Tho	5.83	2.25	2.21	1.37
Hau Giang	5.64	2.10	2.16	1.38
Soc Trang	5.02	2.07	2.13	0.82
Bac Lieu	4.58	2.00	1.99	0.59
Ca Mau	5.09	2.19	2.21	0.69

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). Blue is for best performers (16 provinces); green for high-average performers (16 provinces); orange for low-average performers (15 provinces); and light yellow for poor performers (16 provinces). The provincial order is by provincial codes.

**Figure 3.7: Dashboard of Provincial Performance in Environmental Governance, 2018**

(Branch size = scores of provinces by sub-dimensions; Perfect = 10 points in total, or 3.33 for each sub-dimension)



### Dimension 8: E-Governance

This new E-Governance dimension presents citizens' assessments of two overlapping aspects of e-government: availability and accessibility of online public services. This dimension provides information about the availability of local government online portals for citizens to use; the accessibility of government policies on these portals; and whether citizens have Internet access—the enabling environment for citizens to participate in e-government. This new dimension aims at i) creating baselines so that provincial governments can better understand the conditions for e-government in their localities, and ii) assisting local governments so that they can more effectively interact with citizens via

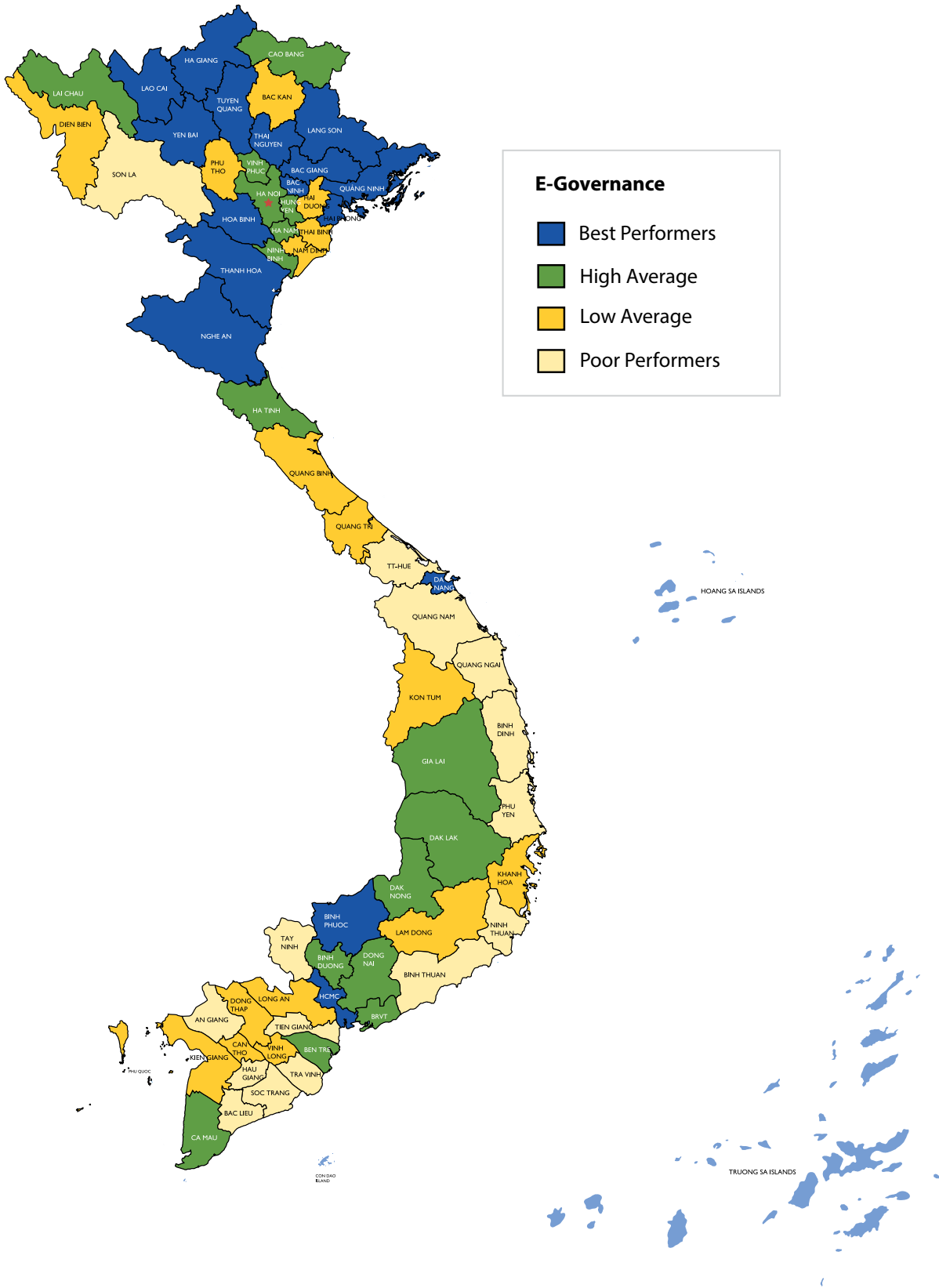
online platforms in every stage of the policy cycle—from policymaking and policy implementation to policy monitoring and evaluation.

Below are snapshots of key findings about these aspects of e-governance. Box 3.8 highlights key findings at the provincial level. Map 3.8 presents the aggregate dimensional scores of 63 provinces by four quartiles. Table 3.8a shows sub-dimensional and indicator results for 2018, while Table 3.8b presents a dashboard of 2018 provincial performance by four quartiles at both dimensional and sub-dimensional levels. Lastly, Figure 3.8 shows results of provinces in a dashboard of six indicators, providing information to assist provinces regarding where efforts for e-governance should be focused.

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

- Provincial scores in the E-Governance dimension were very low, ranging from 1.93 to 4.24 points (on the scale of 1 to 10 points). The gap between provinces is significant, implying that implementation of e-governance policy remains a huge challenge, but is also, therefore, an opportunity for provinces and users alike. Regional patterns in this dimension are clear: better performing provinces were mostly in the North, with the geographic concentration greatest in the Access to E-government Portals sub-dimension.
- Of the two sub-dimensions, Access to the Internet by citizens was the highest scoring, with a modest aggregate sub-dimensional score of 2.4 points (on the scale from 0.5 to 5 points). The sub-dimension of Access to E-Government Portals remains very weak, with a very low score of 0.59 points. This suggests that the usage of online government portals for government information and administrative procedures was very limited in 2018, even though e-government portals have been in existence for almost a decade (since the 2011-2020 Public Administration Reforms agenda was enacted in 2011).
- At the sub-dimensional level, the gaps between the highest and lowest provincial scores were narrow, implying that provinces do not differ much in their performance. Among the five centrally governed municipalities, Da Nang and Ho Chi Minh City were the better performers. Da Nang scored the highest in both sub-dimensions, although the scores were very low at 0.77 points in the Access to Government Portals sub-dimension, and 3.47 points in the Access to the Internet sub-dimension.
- In sum, this dimension provides for the first time some baselines on e-governance at the provincial level (following the promotion and development of e-government at the national policy level). The 2018 findings reveal a large gap between what is expected and what is available for citizens and governments in terms of interaction online, especially when the number of Vietnamese Internet users is increasing significantly. The extremely low scores in both sub-dimensions in 2018 imply that local governments should invest much more in improving and promoting e-government portals so that citizens can access and use them to avail of various public services. In particular, local governments should focus on improving the usefulness and user-friendliness of e-government portals and e-services. They should also promote these new mechanisms more effectively so that more citizens become aware of them and use them more often.

Map 3.8: Provincial Performance in E-Governance by Quartiles, 2018



**Table 3.8a: E-Governance at the Local Level (Dimension 8): Results by Indicators in 2018**

Dimension and Sub-Dimensions	Name of Indicator	Scale		National Mean PAPI 2018	Provincial 2018 PAPI Score Range on 1-10 Point Scale	
		Min	Max		Status	Scores
<b>Total Dimension</b>	<b>Dimension 8: E-Governance</b>	<b>1</b>	<b>10</b>	<b>2.99</b>	<b>Minimum</b>	<b>1.93</b>
					<b>Median</b>	<b>3.07</b>
					<b>Maximum</b>	<b>4.24</b>
<i>Sub-Dimension 1</i>	<i>Access to E-government Portals</i>	<i>0.5</i>	<i>5</i>	<i>0.59</i>	<i>Minimum</i>	<i>0.51</i>
					<i>Median</i>	<i>0.59</i>
					<i>Maximum</i>	<i>0.77</i>
<i>Sub-Dimension 2</i>	<i>Access to the Internet</i>	<i>0.5</i>	<i>5</i>	<i>2.40</i>	<i>Minimum</i>	<i>1.42</i>
					<i>Median</i>	<i>2.45</i>
					<i>Maximum</i>	<i>3.47</i>
S1: Access to E-government Portals	Access to Adequate Information about Certification Procedures from Local E-Government Portal (%)	0%	100%	3.48%	Minimum	0%
					Median	3.19%
					Maximum	9.60%
S1: Access to E-government Portals	Access to Adequate Information about Construction Permit Procedures from Local E-government Portal (%)	0%	100%	0.84%	Minimum	0%
					Median	0.69%
					Maximum	6.60%
S1: Access to E-government Portals	Access to Adequate Information about Land Use Rights Certification Procedures from Local E-government Portal (%)	0%	100%	1.35%	Minimum	0%
					Median	1.32%
					Maximum	4.64%
S2: Access to the Internet	Get Access to Government Information from the Internet (%)	0%	100%	34.79%	Minimum	14.12%
					Median	37.80%
					Maximum	57.65%
S2: Access to the Internet	Get Access to the Internet at Home (%)	0%	100%	49.82%	Minimum	26.95%
					Median	48.89%
					Maximum	79.54%

Note: (\*) Min = Sample Minimum; Max = Sample Maximum

**Table 3.8b: Dashboard of Provincial Performance in E-Governance at the Local Level, 2018**

Province Name	8: E-Governance	8.1: Access to E-government Portals	8.2: Access to the Internet
Ha Noi	3.32	0.60	2.72
Ha Giang	3.42	0.65	2.77
Cao Bang	3.17	0.72	2.45
Bac Kan	2.92	0.62	2.30
Tuyen Quang	3.47	0.61	2.87
Lao Cai	3.44	0.58	2.86
Dien Bien	2.81	0.62	2.19
Lai Chau	3.10	0.68	2.42
Son La	2.74	0.59	2.15
Yen Bai	3.40	0.67	2.73
Hoa Binh	3.66	0.63	3.02
Thai Nguyen	3.76	0.69	3.08
Lang Son	3.43	0.73	2.70
Quang Ninh	3.70	0.68	3.03
Bac Giang	3.80	0.64	3.16
Phu Tho	2.85	0.55	2.30
Vinh Phuc	3.37	0.63	2.74
Bac Ninh	3.59	0.56	3.03
Hai Duong	3.02	0.58	2.44
Hai Phong	3.65	0.56	3.09
Hung Yen	3.26	0.57	2.70
Thai Binh	3.05	0.60	2.44
Ha Nam	3.14	0.60	2.54
Nam Dinh	2.88	0.59	2.28
Ninh Binh	3.21	0.62	2.60
Thanh Hoa	3.45	0.56	2.89
Nghe An	3.70	0.69	3.01
Ha Tinh	3.32	0.64	2.68
Quang Binh	2.95	0.65	2.30
Quang Tri	3.05	0.55	2.50
Thua Thien-Hue	2.65	0.56	2.09
Da Nang	4.24	0.77	3.47
Quang Nam	2.47	0.54	1.93
Quang Ngai	1.93	0.51	1.42
Binh Dinh	2.73	0.58	2.16
Phu Yen	2.16	0.52	1.63
Khanh Hoa	2.78	0.54	2.24
Ninh Thuan	2.67	0.53	2.14
Binh Thuan	2.63	0.57	2.06
Kon Tum	3.06	0.60	2.46
Gia Lai	3.29	0.59	2.70
Dak Lak	3.07	0.58	2.49
Dak Nong	3.18	0.65	2.53
Lam Dong	3.03	0.60	2.43
Binh Phuoc	3.48	0.58	2.90
Tay Ninh	2.45	0.55	1.90
Binh Duong	3.08	0.61	2.47
Dong Nai	3.19	0.58	2.61
Ba Ria-Vung Tau	3.19	0.56	2.64
Ho Chi Minh City	3.99	0.62	3.37
Long An	2.79	0.56	2.23
Tien Giang	2.10	0.54	1.56
Ben Tre	3.08	0.54	2.54
Tra Vinh	2.68	0.58	2.10
Vinh Long	2.92	0.56	2.35
Dong Thap	2.79	0.60	2.19
An Giang	2.58	0.57	2.01
Kien Giang	2.77	0.56	2.21
Can Tho	2.91	0.57	2.34
Hau Giang	2.07	0.52	1.55
Soc Trang	2.33	0.58	1.75
Bac Lieu	2.40	0.65	1.75
Ca Mau	3.07	0.65	2.43

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 0.5-5 points for sub-dimensional levels (the other three columns). Blue is for best performers (16 provinces); green for high-average performers (16 provinces); orange for low-average performers (15 provinces); and light yellow for poor performers (16 provinces). The provincial order is by provincial codes.

**Figure 3.8: Dashboard of Provincial Performance in E-Governance, 2018**

(Branch size = percentage of respondents agreeing to have access to online services and the Internet by province; Zero = 0% in agreement; Perfect = 100% in agreement)







## Aggregate 2018 PAPI and Implications

This section presents 2018 provincial aggregate performance by quartiles, calculated by adding up each province's scores in the eight PAPI dimensions. With the aggregate scores, provinces can assess how they perform relative to other provinces with similar socio-economic and geographic endowments. It also suggests a few measures that can help provinces to improve their performance in the years to come.

It is important to reiterate that provincial ranking and comparison is not emphasised in PAPI reports because each of the 63 provinces has unique socio-economic, demographic, and geographic circumstances. As an aggregate index, PAPI serves as a dashboard showing

a province's performance in a certain year in a holistic manner. To understand what can be done to improve provincial performance, provincial leaders are advised to examine the findings for all indicators of the PAPI dimensions and sub-dimensions for their province.

Below are snapshots of key aggregate findings about provincial performance in governance and public administration in 2018. Box 3.9 highlights key aggregate findings at the provincial level. Map 3.9 presents aggregated provincial PAPI scores by four quartiles. Table 3.9 summarises dimensional scores by province, as does Figure 3.9a which visualises provincial performance in star graphs. Figure 3.9b shows the correlation between the 2018 PAPI and the 2018 Provincial Competitiveness Index (PCI).

### Box 3.9: Key Findings from the Aggregate 2018 PAPI

- The 2018 PAPI results imply that provincial governments need to do a lot more to satisfy their citizens' expectations in all eight dimensions. There was a significant disparity between the highest aggregated provincial score (47.05 points) and the maximum possible aggregated score of 80 points (on the scale of 10-80 points for all eight dimensions). Overall, the governance dimensions continued to reflect lower scores than those on public administrative procedures and public services.
- Each province has its own strengths and weaknesses. None of the 63 provinces excelled in all eight dimensions. For instance, Lang Son and Bac Giang were in the best performing groups in six of the eight dimensions. Still, Bac Giang remained in the low-average performing group for the Vertical Accountability dimension.
- Interestingly, regional patterns have been consistent over time in some dimensions, despite the changes made to the index in 2018. Northern provinces tend to do better in the areas of Participation at Local Levels, Transparency in Local Decision-making, and Vertical Accountability compared to southern provinces. On the contrary, more southern provinces perform better in the dimension Control of Corruption in the Public Sector. However, in the two new dimensions, northern provinces tended to perform better in E-Governance but do more poorly in Environmental Governance than their southern peers.
- A review of the aggregate scores indicate that local governments need to pay attention to each of the PAPI indicators when seeking ways to address citizens' higher expectations. As the 2018 PAPI findings presented in this chapter show, citizens have demanded more opportunities for increased participation in local decision-making; enhanced transparency and accountability; continued efforts to control corruption in the public sector; greater attention paid to managing the environment (the most problematic issue); and improved e-governance so that governments and citizens can interact virtually to provide/obtain basic information about public policy and public services. Meeting such legitimate citizen demands requires both holistic and context-based policies and practical measures to assist and incentivise local governments to function for the interests of all citizens. These measures may include, among others, regular and ad-hoc monitoring of local governments' functioning (by both government and non-government entities), openness and responsiveness to feedback from citizens, and deliberative participatory processes to engage citizens in decision-making and policy implementation. Open government at all level may be the next reform endeavour to meet the rising expectations of Vietnamese citizens.

Map 3.9: Provincial Performance in Governance and Public Administration by Quartiles, 2018

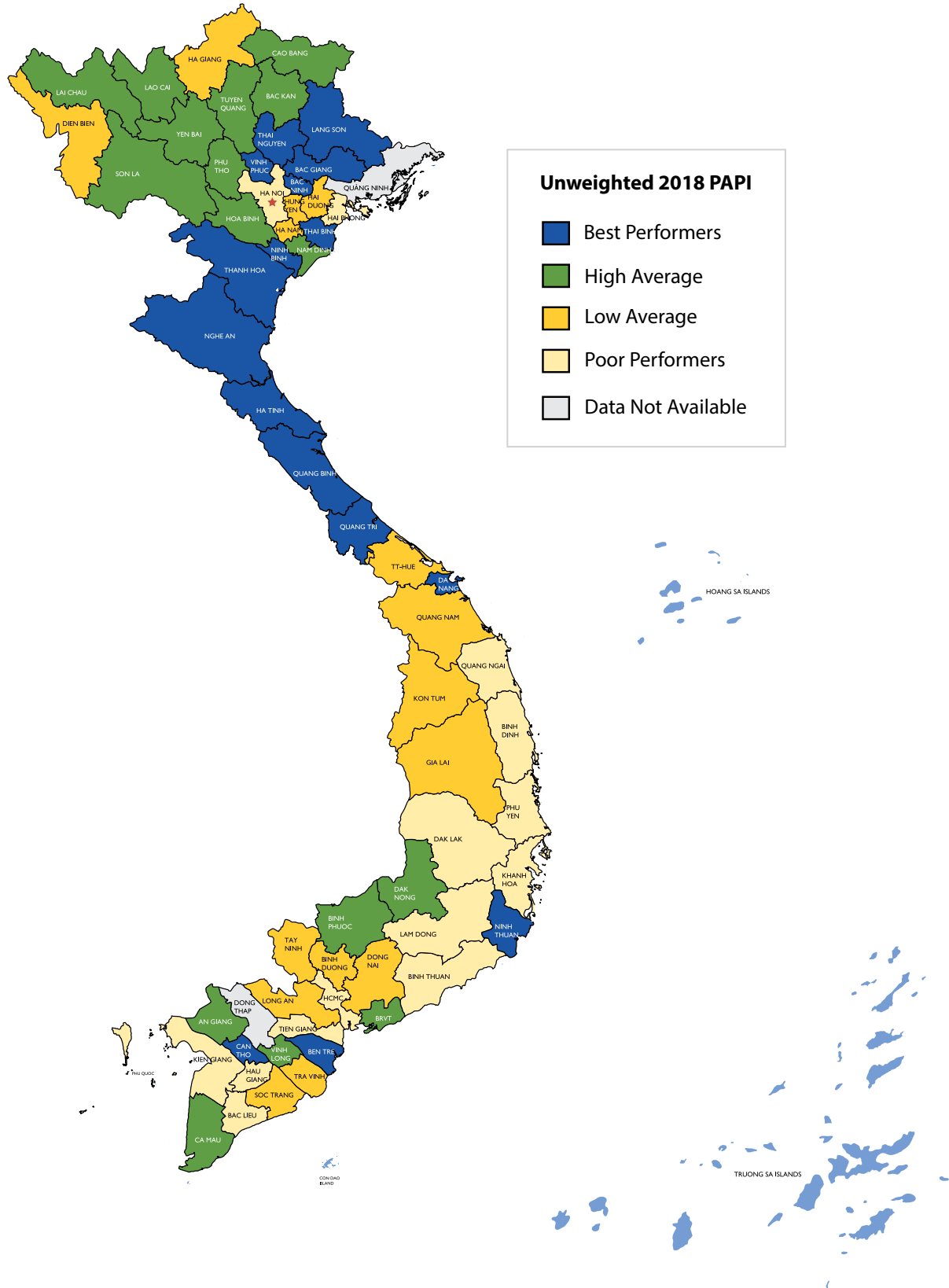


Table 3.9: Dashboard of Aggregate Dimensional Performance by Province, 2018

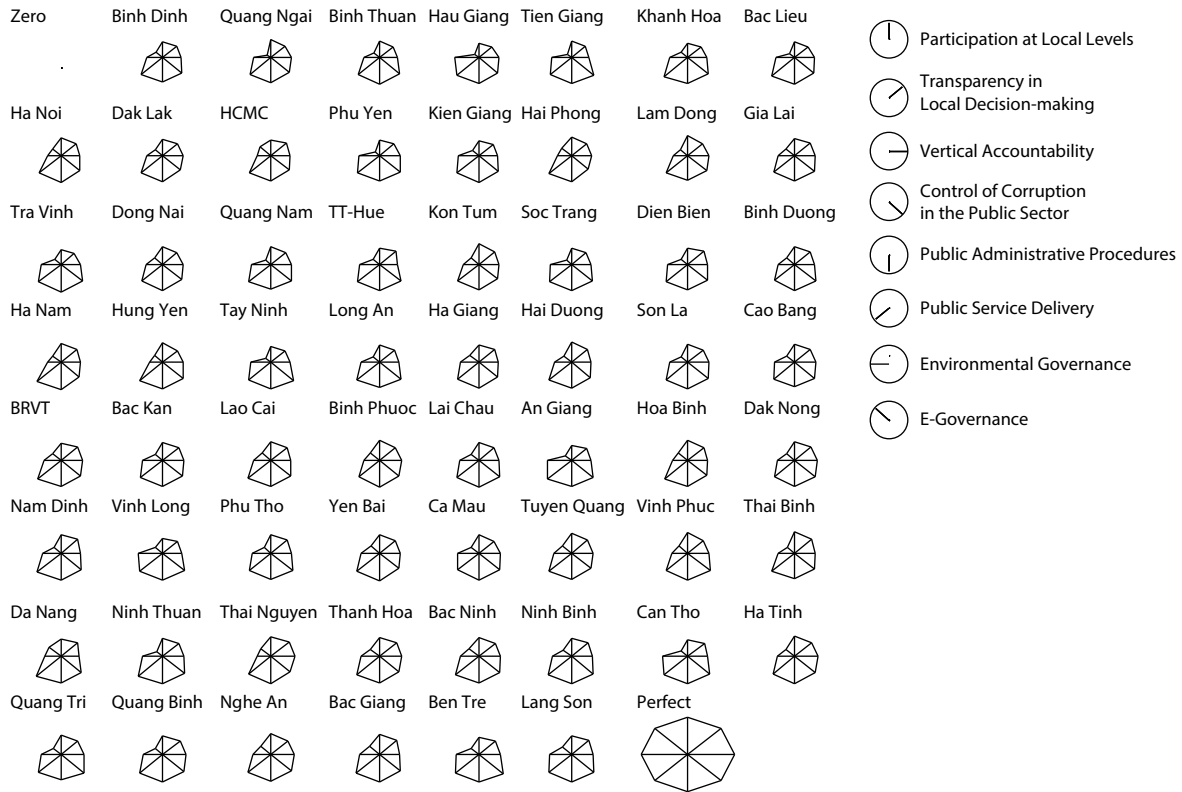
Province Name	Aggregated 2018 PAPI	1: Participation at Local Levels	2: Transparency of Local Decision-making	3: Vertical Accountability	4: Control of Corruption in the Public Sector	5: Public Administrative Procedures	6: Public Service Delivery	7: Environmental Governance	8: E-Governance
Ha Noi	42.32	5.22	5.09	4.61	6.08	7.50	6.93	3.58	3.32
Ha Giang	43.73	5.26	5.35	4.82	6.16	7.30	6.86	4.57	3.42
Cao Bang	44.08	5.36	5.29	5.15	6.49	6.95	6.73	4.92	3.17
Bac Kan	44.36	5.30	5.37	5.05	6.45	7.40	7.00	4.89	2.92
Tuyen Quang	44.91	5.78	5.37	5.14	6.25	7.34	7.18	4.37	3.47
Lao Cai	44.37	5.41	5.45	4.89	6.38	7.33	7.17	4.30	3.44
Dien Bien	43.39	4.95	5.40	4.77	6.46	7.20	6.96	4.85	2.81
Lai Chau	44.42	5.26	5.23	4.87	6.69	7.54	7.01	4.72	3.10
Son La	43.78	5.30	5.16	5.11	6.52	7.49	6.95	4.49	2.74
Yen Bai	44.80	5.52	5.26	5.02	6.26	7.66	7.16	4.51	3.40
Hoa Binh	44.46	5.88	5.42	4.85	6.13	7.32	7.31	3.89	3.66
Thai Nguyen	45.66	5.80	6.00	5.60	6.21	7.60	7.03	3.66	3.76
Lang Son	47.05	5.54	5.85	5.16	7.07	7.66	7.14	5.19	3.43
Quang Ninh	n.a	5.86	n.a	5.10	n.a	7.95	7.44	5.93	3.70
Bac Giang	46.83	5.84	5.76	4.91	6.57	7.70	7.37	4.88	3.80
Phu Tho	44.72	5.46	5.41	4.95	7.08	7.46	6.87	4.64	2.85
Vinh Phuc	45.07	5.96	5.16	5.05	7.06	7.46	6.92	4.08	3.37
Bac Ninh	45.74	5.65	5.52	5.15	6.62	7.36	7.36	4.50	3.59
Hai Duong	43.76	5.83	5.34	4.72	6.23	7.26	7.17	4.20	3.02
Hai Phong	42.80	5.44	5.08	4.87	5.52	7.40	7.14	3.70	3.65
Hung Yen	43.58	5.65	4.97	4.94	6.53	7.35	7.34	3.54	3.26
Thai Binh	45.12	6.16	5.74	4.96	6.49	7.28	7.22	4.22	3.05
Ha Nam	43.54	5.51	5.35	4.83	5.98	7.59	7.53	3.59	3.14
Nam Dinh	44.63	5.40	5.63	4.74	6.58	7.49	7.45	4.47	2.88
Ninh Binh	45.81	5.47	5.55	5.09	6.94	7.57	7.35	4.63	3.21
Thanh Hoa	45.69	5.57	5.70	5.32	6.36	7.49	7.17	4.62	3.45
Nghe An	46.57	5.98	5.67	5.48	6.53	7.53	7.20	4.48	3.70
Ha Tinh	46.07	5.95	5.68	5.54	6.60	7.63	6.97	4.39	3.32
Quang Binh	46.27	5.56	5.71	5.57	6.79	7.65	7.28	4.76	2.95
Quang Tri	46.08	5.62	5.53	5.51	7.37	7.19	7.06	4.76	3.05
Thua Thien-Hue	43.21	4.85	5.40	4.38	6.76	7.37	7.00	4.79	2.65
Da Nang	45.36	5.13	5.65	4.55	6.51	7.49	7.68	4.10	4.24
Quang Nam	43.14	5.27	5.05	4.99	6.64	7.02	7.02	4.68	2.47

Province Name	Aggregated 2018 PAPI	1: Participation at Local Levels	2: Transparency of 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
Quang Ngai	41.33	5.37	4.82	5.02	6.08	7.05	6.72	4.34	1.93
Binh Dinh	41.04	4.87	4.83	4.52	6.23	6.90	6.94	4.02	2.73
Phu Yen	42.43	4.80	4.93	4.95	6.56	7.14	6.95	4.93	2.16
Khanh Hoa	42.17	4.41	4.59	4.70	6.49	7.29	7.48	4.43	2.78
Ninh Thuan	45.42	5.39	5.36	5.02	6.91	7.53	7.68	4.87	2.67
Binh Thuan	41.60	5.05	4.64	4.48	6.49	7.37	6.87	4.07	2.63
Kon Tum	43.22	5.94	5.26	4.95	6.03	7.25	6.74	3.98	3.06
Gia Lai	42.95	5.14	5.20	4.91	6.35	7.14	6.72	4.20	3.29
Dak Lak	42.33	4.98	5.10	4.98	5.81	7.34	6.98	4.06	3.07
Dak Nong	44.59	5.54	5.53	5.33	6.68	7.39	6.58	4.36	3.18
Lam Dong	42.88	5.84	5.04	5.14	6.25	6.91	6.83	3.85	3.03
Binh Phuoc	44.40	5.86	5.38	5.22	6.30	7.42	6.72	4.03	3.48
Tay Ninh	43.58	4.88	4.79	4.76	7.24	7.51	7.01	4.94	2.45
Binh Duong	43.50	5.28	5.23	4.86	6.82	7.44	6.58	4.22	3.08
Dong Nai	43.09	5.31	4.88	4.98	6.28	7.37	6.81	4.26	3.19
Ba Ria-Vung Tau	44.30	5.15	5.63	5.20	6.25	7.36	7.29	4.22	3.19
Ho Chi Minh City	42.40	4.84	5.23	4.66	5.95	7.14	6.93	3.67	3.99
Long An	43.59	5.18	5.11	4.71	6.90	7.14	7.12	4.63	2.79
Tien Giang	42.10	4.96	4.80	4.31	7.09	7.21	6.82	4.80	2.10
Ben Tre	47.05	5.21	5.50	5.20	7.61	7.74	7.31	5.41	3.08
Tra Vinh	43.06	4.47	4.65	4.75	6.84	7.77	7.06	4.83	2.68
Vinh Long	44.65	4.45	5.02	4.70	7.01	7.48	7.32	5.75	2.92
Dong Thap	n.a	5.43	n.a	4.99	n.a	7.55	7.36	6.74	2.79
An Giang	44.43	4.56	5.15	4.72	6.93	7.33	7.49	5.67	2.58
Kien Giang	42.77	4.67	4.87	4.65	6.35	7.60	6.88	4.99	2.77
Can Tho	46.06	5.03	5.53	4.81	6.98	7.56	7.40	5.83	2.91
Hau Giang	42.06	4.52	4.55	4.84	6.21	7.28	6.95	5.64	2.07
Soc Trang	43.37	4.90	5.02	4.83	6.80	7.44	7.03	5.02	2.33
Bac Lieu	42.25	4.80	4.66	4.84	6.30	7.40	7.27	4.58	2.40
Ca Mau	44.81	5.40	5.07	5.13	6.73	7.52	6.79	5.09	3.07

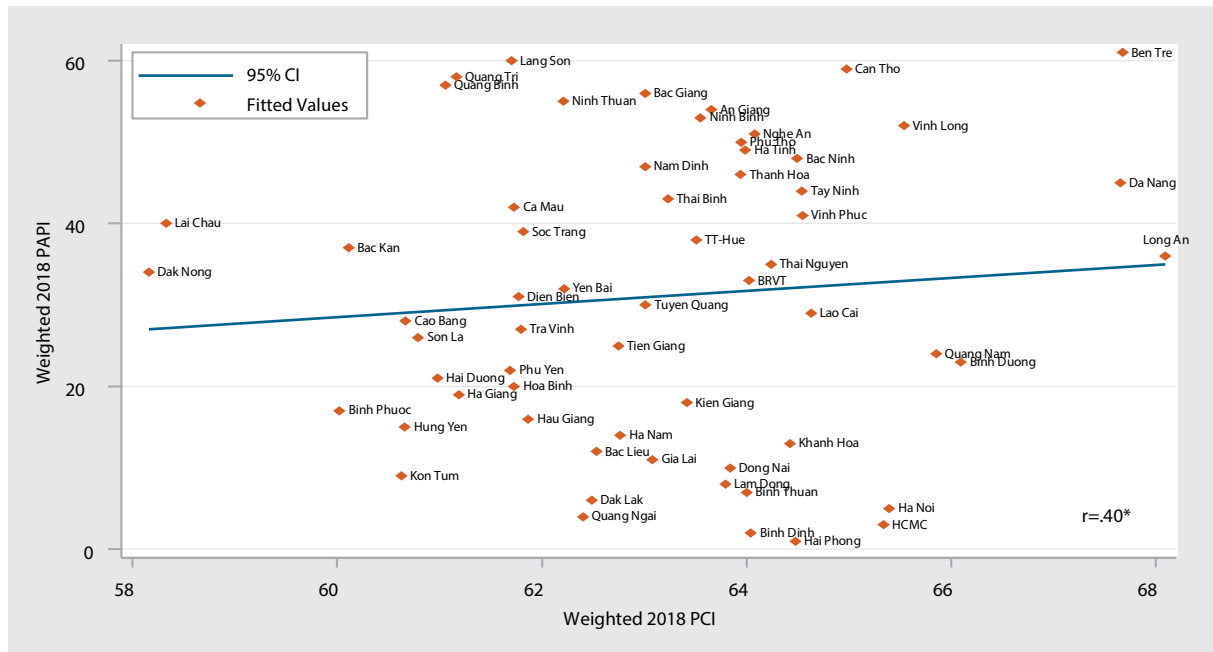
Note: Figures are mean scores based on a scale of 1-10 points for the dimensional level (the first left columns with numbers), and a scale of 10-80 points for the aggregate PAPI score (the last right column). Blue is for best performers (16 provinces); green for high-average performers (16 provinces); orange for low-average performers (15 provinces); and light yellow for poor performers (16 provinces). The provincial order is by provincial codes. n.a. = not available. Data from the two provinces with the "n.a." notes were not used due to significant biases resulting from detected priming effects.

**Figure 3.9a: Dashboard of Provincial Performance by Dimension, 2018**

(Branch size = scores of provinces by dimension; Perfect = 10 points per dimension)



**Figure 3.9b: Correlation between the 2018 PAPI and 2018 Provincial Competitiveness Index (PCI)**



Note: The correlation between the 2018 PAPI and 2018 PCI (weighted indexes) is relatively significant, with an  $r$  value of 0.4 points. The figure shows that Ben Tre seems to be performing well for both citizens and businesses. On the other hand, the governance performance of Binh Phuoc and Kon Tum provinces are viewed less favourably by citizens and businesses. Note that the PAPI score band is from 10 to 80, and the PCI score band is from 10 to 100 points.



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# Appendices

## Appendix A: Provincial Responses to PAPI through 2018

No.	Provinces	Actions in Response to PAPI
1	An Giang	<ul style="list-style-type: none"> <li>- Action Plan No. 147/CTR-UBND dated 22 April 2015</li> <li>- Decision No. 2498/QĐ-UBND on Establishment of Steering Board on Implementation of PAPI Action Plan 2016-2020, dated 8 September 2016</li> <li>- Decision No. 933/QĐ-UBND on 27 March 2017 on information and communication in an effort to improve PAPI for the period from 2017-2020</li> </ul>
2	Bà Rịa-Vũng Tàu	<ul style="list-style-type: none"> <li>- Provincial Plan to organise diagnostic workshop on PAPI, PCI and PAR Index dated 28 September 2016 and provincial leaders' discussion on PAPI findings in 2016</li> <li>- Decision No. 2922/QĐ-UBND on issuance of the Action Plan on Improving PAPI for the period from 2017-2020 dated 16 October 2017</li> </ul>
3	Bắc Giang	<ul style="list-style-type: none"> <li>- Action Plan No. 1492 KH-UBND dated 6 June 2014 on improving performance for higher provincial PAPI scores</li> </ul>
4	Bắc Kạn	<ul style="list-style-type: none"> <li>- Diagnostic workshop on PAPI findings on 7 September 2017, and local governments were advised on what should be done to improve provincial performance</li> <li>- Debriefing of policy advice for local governments in Bac Kan on how to improve their performance in governance and public administration on 22 November 2017</li> </ul>
5	Bạc Liêu	<ul style="list-style-type: none"> <li>- Diagnostic workshop on PAPI findings on 23 November 2016</li> <li>- Provincial People's Committee's Decision on establishment of Working Groups on PAPI and PCI, dated 26 April 2017</li> </ul>
6	Bắc Ninh	<ul style="list-style-type: none"> <li>- Action Plan No. 05/CT-UBND on maintaining and sustaining provincial PAPI scores, dated 13 May 2016</li> </ul>
7	Bến Tre	<ul style="list-style-type: none"> <li>- Action Plan No. 4129/KH-UBND on improving PAPI, dated 13 August 2015</li> </ul>
8	Bình Định	<ul style="list-style-type: none"> <li>- Directive No. 13/CT-UBND on improving PAPI, dated 8 August 2013</li> <li>- Directive No. 23/CT-UBND on strengthening responsibilities of heads of agencies in PAR, with a focus on improving PAPI</li> </ul>
9	Bình Dương	<ul style="list-style-type: none"> <li>- Regional diagnostic workshop hosted in Binh Duong on 7 May 2015 with the participation of provincial leaders and key public officials</li> <li>- Directive No. 13/CT-UBND on improving civil service performance so as to increase PAPI scores</li> </ul>
10	Bình Phước	<ul style="list-style-type: none"> <li>- People's Committee's official letter requesting departments and districts to improve PAPI scores</li> </ul>
11	Bình Thuận	<ul style="list-style-type: none"> <li>- Directive No. 28/CT-UBND dated 13/9/2013 on improving public administration reforms, including PAPI scores</li> </ul>
12	Cà Mau	<ul style="list-style-type: none"> <li>- Directive No. 06/CT-UBND dated 17/9/2013 on improving PAPI</li> </ul>
13	Cần Thơ	<ul style="list-style-type: none"> <li>- Decision No. 1552/QĐ-UBND dated 1 June 2015 on Action Plan to Improve PAPI score from 2015-2017</li> </ul>
14	Cao Bằng	<ul style="list-style-type: none"> <li>- Provincial diagnostic workshop with provincial leaders and key public officials on 18 September 2012</li> <li>- Provincial workshop on PAPI and PAR-Index on 14 June 2018 to discuss PAPI findings and measures to improve local government performance</li> </ul>
15	Đà Nẵng	<ul style="list-style-type: none"> <li>- Annual in-depth analysis of PAPI findings by Da Nang People's Committee</li> <li>- People's Committee's leader shared Da Nang's experience in maintaining high PAPI scores at 2015 PAPI launch event</li> </ul>
16	Đắk Lắk	<ul style="list-style-type: none"> <li>- Official Letter No. 2211/UBND-TH dated 3 May 2012 requesting provincial agencies to improve PAPI</li> <li>- Provincial diagnostic workshop convened by Da Lak Provincial People's Committee on 2014 PAPI findings on 20 July 2015</li> </ul>

No.	Provinces	Actions in Response to PAPI
17	Đắk Nông	- Decision No. <a href="#">276/QĐ-UBND/2013</a> dated 22 February 2013 with concrete action plan
18	Điện Biên	- Provincial diagnostics workshop and comparative analysis, 2012, with participation of provincial leaders and key public officials - Dien Bien Provincial People's Committee's <a href="#">Official Letter No 05/CT-UBND</a> dated 1 June 2018 on the province's socio-economic development plan with PAPI being one of the goals to achieve
19	Đồng Nai	- <a href="#">Diagnostic workshop on PAPI findings on 13 July 2017</a> , and local governments were advised on what should be done to improve provincial performance - Dong Nai issued <a href="#">Official Letter No. 7213/UBND-HC</a> on 31 July 2017 to request provincial departments, districts and communes to take actions to improve their performance and increase citizen satisfaction in PAPI
20	Đồng Tháp	- Directive No. <a href="#">13/CT-UBND</a> on improving PAPI scores in Dong Thap dated 5 August 2013
21	Gia Lai	- Action Plan No <a href="#">3119/CTr-UBND</a> on improving PAPI scores for the period 2016-2020
22	Hà Giang	- Resolution No. <a href="#">118-NQ-HĐND</a> dated 11 December 2013 stressing the importance to increase PAPI scores - Action Plan No. <a href="#">119/CTr-UBND</a> on improving governance and public administration performance towards 2015, dated 21 July 2014 - <a href="#">Action Plan No. 153/CTr-UBND</a> on improving governance and public administration performance in 2017, dated 30 May 2017
23	Hà Nam	- Directive <a href="#">No. 08/CT-UBND</a> on strengthening responsibility of heads of agencies in public administrative procedure reforms, with an objective to improve PAPI scores - <a href="#">Action Plan No. 1413/KH-UBND</a> on improving provincial competitiveness, with PAPI being one of the goals for the province to achieve
24	Hà Nội	- <a href="#">Plan No. 171/KH-UBND</a> on implementation of Directive 03 of Ha Noi Party Committee, with an objective to improve PAPI scores - <a href="#">Action Plan No. 177/KH-UBND</a> on 25 July 2017 of the People's Committee on improving Ha Noi's performance in governance and public administration performance
25	Hà Tĩnh	- Decision <a href="#">No. 4114/QĐ-UBND</a> on PAR Plan in 2015 with an aim to maintain and improve PAPI scores
26	Hải Dương	- Provincial <a href="#">Resolution on Socio-economic Development</a> of the province, with a focus on PAPI with an aim to be ranked higher by 2020 - 2017 <a href="#">Provincial Report</a> on use of PAPI and PCI
27	Hải Phòng	- PAPI defined as a means of verification for PAR monitoring and evaluation in Hai Phong in Provincial People's Committee <a href="#">Decision No 617/QĐ-UBND</a> on 17 March 2014 - Decision <a href="#">No. 3323/QĐ-UBND</a> on issuance of the public administration reform work plan in 2017, with an objective to improve PAPI scores - Hai Phong <a href="#">People's Committee's Directive No. 14/CT-UBND</a> on improving PAPI, PAR-Index, SIPAS on 15 June 2018
28	Hậu Giang	- Regional <a href="#">diagnostic workshop</a> hosted in Hau Giang on 4 June 2013 with the participation of provincial leaders and key public officials - <a href="#">Action Plan No. 99/KH-UBND</a> of Hau Giang People's Committee dated 31 August 2017 to implement measures to improve provincial performance in governance and public administration
29	Hòa Bình	- <a href="#">Provincial leaders discussed taking PAPI</a> as means of verification for development in the province - Hoa Binh Provincial Party Committee's Action Plan No. <a href="#">12-CTrTU</a> , in which PAPI is regarded as a measure for enhanced competitiveness of the province
30	Hưng Yên	- Provincial People's Committee <a href="#">set improving PAPI scores</a> among top five objectives - Action <a href="#">Plan No. 80/KH-UBND</a> on improving provincial performance and increasing PAPI scores
31	Khánh Hòa	- <a href="#">People's Committee</a> assigning relevant agencies to improve PAPI scores - Decision <a href="#">No. 942/QĐ-UBND</a> on dissemination of PAR information, including PAPI findings



No.	Provinces	Actions in Response to PAPI
32	Kiên Giang	<ul style="list-style-type: none"> <li>- <a href="#">Directive No. 1453/CT-UBND</a> on improving PAPI, in addition to other indexes (PCI, PAR-Index, SIPAS), dated 7 July 2017</li> <li>- <a href="#">Action Plan No. 97/KH-UBND</a> of Kien Giang People's Committee on activities to improve provincial governance and public administration performance, dated 18 May 2018</li> </ul>
33	Kon Tum	<ul style="list-style-type: none"> <li>- Replicated PAPI survey for nine districts in 2011</li> <li>- Decision <a href="#">No. 703/QĐ-UBND</a> on improving PAPI scores, dated 3 August 2012</li> <li>- <a href="#">Action Plan No. 497/KH-UBND</a> of the Provincial People's Committee on implementation of activities to aim at higher PAPI and PAR-Index of Kon Tum</li> </ul>
34	Lai Châu	<ul style="list-style-type: none"> <li>- Decision <a href="#">No. 1331/QĐ-UBND</a> on Action Plan to Implement PAR, with reference to PAPI</li> <li>- <a href="#">Directive No. 11/CT-UBND</a> on measures to improve PAPI scores, dated 11 November 2015</li> <li>- <a href="#">First PAPI diagnostic workshop</a> on provincial findings organised on 22 June 2018</li> </ul>
35	Lâm Đồng	<ul style="list-style-type: none"> <li>- <a href="#">Diagnostic workshop on PAPI findings on 4 August 2017</a>, and local governments were advised on what should be done to improve provincial performance</li> <li>- <a href="#">Action Plan No. 7641/KH-UBND</a> of Lam Dong People's Committee dated 10 November 2017 on improving provincial performance in governance and public administration</li> <li>- Action Plan <a href="#">No. 3370/KH-UBND</a> on addressing bottlenecks in public administration reforms, with higher PAPI as an integrated goal</li> </ul>
36	Lạng Sơn	<ul style="list-style-type: none"> <li>- Action Plan <a href="#">No 108/KH-UBND</a> on improving PAPI scores in 2016 and following years</li> <li>- <a href="#">Action Plan No. 131/KH-UBND</a> on improving PAPI scores in 2017 and years to come</li> </ul>
37	Lào Cai	<ul style="list-style-type: none"> <li>- <a href="#">Plan No 184/KH-UBND</a> on 28 June 2016 on implementation of Government of Viet Nam resolution on improving national competitiveness, with a focus on improving PAPI scores</li> </ul>
38	Long An	<ul style="list-style-type: none"> <li>- <a href="#">Long An Peoples' Committee leaders</a> to ask for continued efforts to improve PAPI scores by enhancing transparency of administrative procedures and capacity of public sector human resources</li> <li>- Regional <a href="#">diagnostic workshop</a> hosted in Long An on 5 June 2013 with the participation of provincial leaders and key public officials; and Long An provincial leader attended 2012 PAPI launch to <a href="#">share the province's experiences</a></li> <li>- Report by DOHA that requests for an action plan with concrete activities by different departments to strengthen their performance (<a href="#">PAPI 2017 Report by Long An.doc</a>)</li> </ul>
39	Nam Định	<ul style="list-style-type: none"> <li>- Nam Dinh Provincial People's Committee <a href="#">shared the province's experience</a> in addressing citizen needs at 2012 PAPI launch</li> <li>- Nam Dinh Provincial People's Committee's <a href="#">Action Plan No. 60/KH-UBND</a> on accelerating implementation of measures to improve the province's competitiveness, in which PAPI is a goal</li> </ul>
40	Nghệ An	<ul style="list-style-type: none"> <li>- Provincial <a href="#">diagnostic workshop</a> convened by Nghe An Provincial People's Committee to discuss 2014 PAPI findings on 11 August 2015</li> <li>- <a href="#">Action Plan No. 52/KH-UBND</a> on 6 February 2017 on dissemination of public administration reforms, with one of the objectives to disseminate monitoring results regarding PAPI scores improvement</li> </ul>
41	Ninh Bình	<ul style="list-style-type: none"> <li>- Action Plan <a href="#">No. 97/KH-UBND</a> on 28 December 2015 on Public Administration Reforms, with PAPI as an objective</li> </ul>
42	Ninh Thuận	<ul style="list-style-type: none"> <li>- Action Plan <a href="#">No. 302/CTR-UBND</a> dated 15 April 2016 on improving PAPI scores for the period from 2016-2020</li> <li>- Resolution of Ninh Thuan People's Council <a href="#">No. 54/2016/NQ-HĐND</a> on queries at 2<sup>nd</sup> Session of the People's Council Meeting, with questions about PAPI</li> </ul>
43	Phú Thọ	<ul style="list-style-type: none"> <li>- PAPI as a means of verification for overseeing Phu Tho's <a href="#">Party Resolution for 2015-2020</a></li> <li>- Regional <a href="#">workshop on 2015 PAPI findings dissemination</a> hosted by Phu Tho Provincial People's Committee on 5 July 2016</li> </ul>
44	Phú Yên	<ul style="list-style-type: none"> <li>- Action Plan <a href="#">No. 03/CTR-UBND</a> dated 11 April 2014</li> <li>- Plan <a href="#">No 84/KH-UBND</a> dated 10 June 2016 on implementation of action plan on improving PAPI scores, among others</li> </ul>
45	Quảng Bình	<ul style="list-style-type: none"> <li>- Directive <a href="#">No 06/CT-UBND</a> on strengthening public administrative reforms to improve provincial PAPI scores</li> <li>- Provincial People Committee's <a href="#">regular monitoring</a> of the province's performance in PAPI</li> </ul>

No.	Provinces	Actions in Response to PAPI
46	Quảng Nam	<ul style="list-style-type: none"> <li>- Resolution No 156/2015/HDND on additional activities on socio-economic development for the second half of 2015, with improvement in PAPI scores as an add-on</li> <li>- Directive No 15/CT-UBND on improving PAPI, PAR-Index and ICT-Index for the period 2017-2020</li> </ul>
47	Quảng Ngãi	<ul style="list-style-type: none"> <li>- Directive No 19/CT-UBND on improving PAPI scores dated 29 November 2012</li> <li>- Resolution No. 08/2013/NQ-HDND on 10 July 2013 with reference to PAPI</li> <li>- Directive No. 12/CT-UBND dated 11 October 2017 on improving PAPI scores, in addition to PAR-Index and PCI</li> </ul>
48	Quảng Ninh	<ul style="list-style-type: none"> <li>- Decision No. 6568/KH-UBND on improving PAPI scores, dated 18 Nov 2014</li> <li>- Action Plan No 916/KH-UBND on implementation of Directive No. 03-CT/TU on 29 December 2015 on improving PAPI scores</li> </ul>
49	Quảng Trị	<ul style="list-style-type: none"> <li>- Decision No 1339/QĐ-UBND on Action Plan to Maintain and Strengthen PAPI for 2014-2016</li> </ul>
50	Sóc Trăng	<ul style="list-style-type: none"> <li>- Regional diagnostic workshop on 2014 PAPI findings hosted by Soc Trang People's Committee on 8 May 2015</li> <li>- Provincial diagnostics workshop and comparative analysis, 2012</li> </ul>
51	Sơn La	<ul style="list-style-type: none"> <li>- Action Plan No 82/KH-UBND on improving provincial governance and public administration performance (PAPI) on 16 June 2016</li> </ul>
52	Tây Ninh	<ul style="list-style-type: none"> <li>- Training workshop on PAPI findings conducted on 12 November 2017 by Tay Ninh Provincial Committee and the Fulbright University, with more than 200 public officials from provincial departments attending</li> <li>- Tay Ninh Provincial People's Committee's press briefing on the province's performance in PAPI, PCI and PAR-Index on 10 May 2018</li> </ul>
53	Thái Bình	<ul style="list-style-type: none"> <li>- Directive 13/CT-UBND on establishment of hotlines to collect citizen feedback, with an objective to improve PAPI scores, on 13 May 2016</li> </ul>
54	Thái Nguyên	<ul style="list-style-type: none"> <li>- Resolution No. 15/2012/NQ-HDND dated 15 December 2012</li> <li>- Decision No 3138/QĐ-UBND approving the Action Plan for Higher PAPI Scores for the Period 2015-2020, dated 31 December 2014</li> </ul>
55	Thanh Hóa	<ul style="list-style-type: none"> <li>- Decision No 3274/QĐ-UBND dated 26 August 2016 issuing action plans to strengthen PAR and investment environment, with a focus on improving PAPI scores</li> </ul>
56	Thừa Thiên-Huế	<ul style="list-style-type: none"> <li>- Plan No 26/KH-UBND on improving PAPI scores, dated 5 March 2015</li> <li>- Action Plan No. 161/KH-UBND on improving PAPI scores in 2017, dated 28 July 2017</li> </ul>
57	Tiền Giang	<ul style="list-style-type: none"> <li>- PAPI as a measure of the province's economic integration, as discussed by provincial leaders on 16 April 2014</li> <li>- Provincial People's Council's Resolution No. 13/NQ-HĐND on testimony of the provincial performance in different areas, including PAPI</li> </ul>
58	TP Hồ Chí Minh	<ul style="list-style-type: none"> <li>- Decision 3292/QĐ-UBND on issuing Ho Chi Minh City's action plan for improving PAPI scores for the period 2016-2020</li> </ul>
59	Trà Vinh	<ul style="list-style-type: none"> <li>- Official Document No. 2971/UBND-NC on 8 August 2017 on actions to be taken to improve PAPI scores</li> <li>- Provincial diagnostics workshop and comparative analysis, 2012</li> </ul>
60	Tuyên Quang	<ul style="list-style-type: none"> <li>- Conclusions No. 156/TB-VPCP from Working Session with Tuyen Quang provincial leaders, in which improving PAPI scores is a vision for the province</li> <li>- Provincial People's Committee's Action Plan No. 57/KH-UBND on improving provincial performance in governance and public administration performance and increasing PAPI scores</li> </ul>
61	Vĩnh Long	<ul style="list-style-type: none"> <li>- Chairman's Official Request in July 2017 to all levels of governments in the province to improve performance in weaknesses in PAPI, PAR-Index</li> <li>- Provincial diagnostics workshop and comparative analysis, December 2014</li> </ul>
62	Vĩnh Phúc	<ul style="list-style-type: none"> <li>- Directive No 10/CT-UBND on improving PCI and PAPI scores, dated 24 July 2013</li> </ul>
63	Yên Bái	<ul style="list-style-type: none"> <li>- Regional diagnostic workshop on 2012 PAPI findings hosted by Yen Bai People's Committee on 14 June 2013</li> </ul>

Source: <https://thuvienphapluat.vn/> and Google search. Provinces in red text may not have issued an official document in response to PAPI.

## Appendix B: Citizens' Perspectives on Progress Toward the Sustainable Development Goals in Viet Nam (2016–2018)

### B1. Goal 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels

Goal 16	Indicators relevant to PAPI	Findings from 2016 PAPI	Findings from 2017 PAPI	Findings from 2018 PAPI
16.1 Significantly reduce all forms of violence and related death rates everywhere	16.1.3 Percentage of the population subjected to physical, psychological or sexual violence in the previous 12 months	1% of 14,063 respondents said they were <b>subjected to physical violence</b> by thieves or strangers.	0.7% of 14,097 respondents said they were subjected to physical violence by thieves or strangers.	0.6% of 14,304 respondents said they were subjected to physical violence by thieves or strangers.
	16.1.4 Proportion of people who feel safe walking alone around the area where they live	97% of 14,063 respondents said they <b>felt safe walking alone</b> around the area where they live <b>during the day</b> .	96% of 14,097 respondents said they <b>felt safe walking alone</b> around the area where they live <b>during the day</b> .	97% of 14,304 respondents said they <b>felt safe walking alone</b> around the area where they live <b>during the day</b> .
16.5 Substantially reduce corruption and bribery in all their forms	16.5.1 Percentage of persons who had at least one contact with a public official, who paid a bribe to a public official, or were asked for a bribe by these public officials, in the previous 12 months, disaggregated by age group, sex, region and population group	72% of the respondents said they <b>felt safe walking alone</b> around the area where they live <b>during the night</b> .	75% of the respondents said they <b>felt safe walking alone</b> around the area where they live <b>during the night</b> .	79% of the respondents said they <b>felt safe walking alone</b> around the area where they live <b>during the night</b> .
		5% of 14,063 respondents admitted they were asked for bribes by a public official in the previous 12 months.	4.5% of 14,097 respondents admitted they were asked for bribes by a public official in the previous 12 months.	4.8% of 14,304 respondents admitted they were asked for bribes by a public official in the previous 12 months.
		Among 14,063 respondents: - <b>10%</b> of those who used the service nationwide admitted they paid a bribe for <b>public certification services</b> ; - <b>14.3%</b> paid a bribe for <b>construction permits</b> ; - <b>23%</b> paid a bribe for land use right certificates ( <b>LURCs</b> ), and; - <b>9.6%</b> paid a bribe for <b>personal papers</b> at the commune level.	Among 14,097 respondents: - <b>8.4%</b> of those who used the service nationwide admitted they paid a bribe for <b>public certification services</b> ; - <b>11.4%</b> paid a bribe for <b>construction permits</b> ; - <b>17%</b> paid a bribe for <b>LURCs</b> , and; - <b>10.4%</b> paid a bribe for <b>personal papers</b> at the commune level.	Among 14,304 respondents: - <b>6.7%</b> of those who used the service nationwide admitted they paid a bribe for <b>public certification services</b> ; - <b>8.4%</b> paid a bribe for <b>construction permits</b> ; - <b>14%</b> paid a bribe for <b>LURCs</b> , and; - <b>6.6%</b> paid a bribe for <b>personal papers</b> at the commune level.



Goal 16	Indicators relevant to PAPI	Findings from 2016 PAPI	Findings from 2017 PAPI	Findings from 2018 PAPI
<p><b>16.6 Develop effective, accountable and transparent institutions at all levels</b></p>	<p>16.6.2 Proportion of the population satisfied with their last experience of public services</p>	<p>- <b>11%</b> had to pay a bribe for their children to be better attended at <b>public primary schools</b>;</p> <p>- <b>17%</b> had to pay a bribe to obtain better service at <b>public district hospitals</b>.</p> <p>The rating of user satisfaction is presented by types of public services under PAPI 2016 survey of 14,063 respondents:</p> <p><b>a. Public Administrative Services</b> (by percentage of users satisfied with the services):</p> <ul style="list-style-type: none"> <li>- Public certification services: 81%</li> <li>- Public service for construction permits: 71%</li> <li>- Public service for LURCs: 61%</li> <li>- Public service for personal papers: 81%</li> </ul> <p><b>b. Public Services</b> (by total quality rating):</p> <ul style="list-style-type: none"> <li>- Health care service at district public hospitals: 5.22 points on the 10-point scale</li> <li>- Public primary schools: 4.99 points on the 8-point scale</li> </ul>	<p>- <b>9.9%</b> had to pay a bribe for their children to be better attended at <b>public primary schools</b>;</p> <p>- <b>9%</b> had to pay a bribe to obtain better service at <b>public district hospitals</b>.</p> <p>The rating of user satisfaction is presented by types of public services under PAPI 2017 survey of 14,097 respondents:</p> <p><b>a. Public Administrative Services</b> (by percentage of users satisfied with the services):</p> <ul style="list-style-type: none"> <li>- Public certification services: 80%</li> <li>- Public service for construction permits: 75.5%</li> <li>- Public service for LURCs: 67.6%</li> <li>- Public service for personal papers: 79%</li> </ul> <p><b>b. Public Services</b> (by total quality rating):</p> <ul style="list-style-type: none"> <li>- Health care service at district public hospitals: 5.12 points on the 10-point scale</li> <li>- Public primary schools: 4.66 points on the 8-point scale</li> </ul>	<p>- <b>9.7%</b> had to pay a bribe for their children to be better attended at <b>public primary schools</b>;</p> <p>- <b>0.4%</b> had to pay a bribe to obtain better service at <b>public district hospitals</b>.</p> <p>The rating of user satisfaction is presented by types of public services under PAPI 2018 survey of 14,304 respondents:</p> <p><b>a. Public Administrative Services</b> (by percentage of users satisfied with the services):</p> <ul style="list-style-type: none"> <li>- Public certification services: 84%</li> <li>- Public service for construction permits: 83%</li> <li>- Public service for LURCs: 71%</li> <li>- Public service for personal papers: 85%</li> </ul> <p><b>b. Public Services</b> (by total quality rating):</p> <ul style="list-style-type: none"> <li>- Health care service at district public hospitals: 5.5 points on the 10-point scale</li> <li>- Public primary schools: 4.8 points on the 8-point scale</li> </ul>

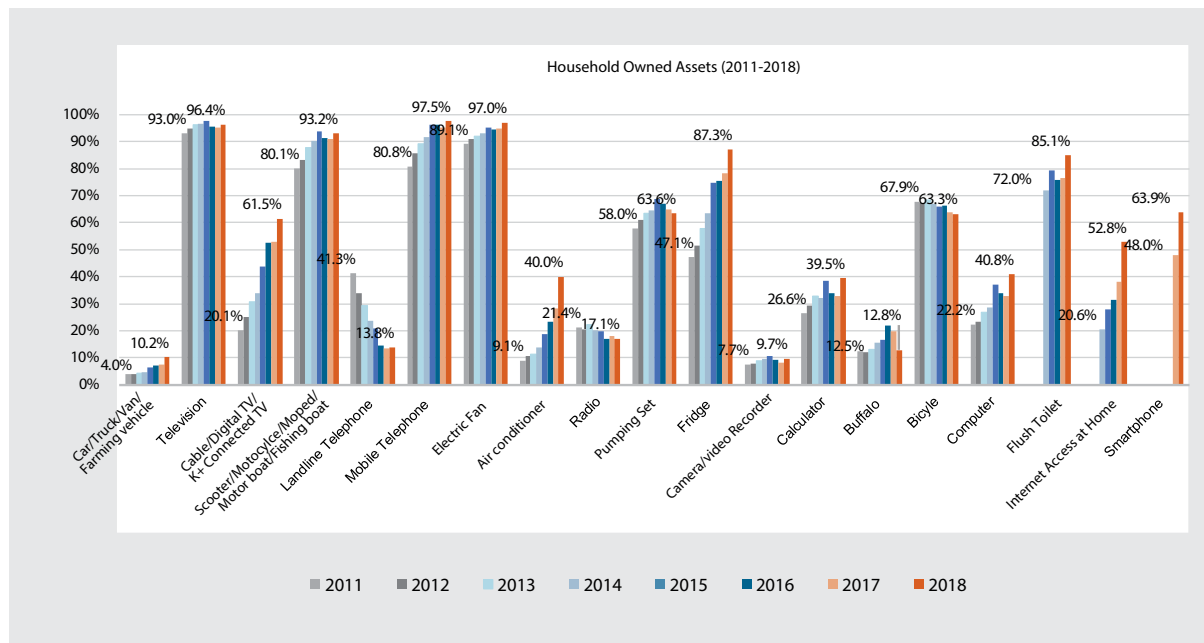


Goal 16	Indicators relevant to PAPI	Findings from 2016 PAPI	Findings from 2017 PAPI	Findings from 2018 PAPI
<p><b>16.7 Ensure responsive, inclusive, participatory and representative decision-making at all levels</b></p>	<p>16.7.2 Proportion of population who believe decision-making is inclusive and responsive, by sex, age, disability and population group</p>	<p>Findings from the 2016 PAPI survey on 14,063 respondents show that:</p> <ul style="list-style-type: none"> <li>- <b>71%</b> of contributors to projects (34.5% male; 36.5% female) said they <b>participated in making a decision on whether the infrastructure project would be done.</b></li> <li>- <b>44%</b> of those (22.6% male; 21.3% female) participating in discussions on project implementation said they <b>provided comments in project discussions.</b></li> <li>- <b>18%</b> of the respondents (10% male, 8% female) said they <b>were informed about local land planning.</b></li> <li>- <b>35%</b> (22% male, 13% female) of those who were informed said they <b>had an opportunity to comment on the land plans,</b> among whom <b>91%</b> (59% male, 32% female) said their comments were taken into account.</li> </ul>	<p>Findings from the 2017 PAPI survey on 14,097 respondents show that:</p> <ul style="list-style-type: none"> <li>- <b>72%</b> of contributors to projects (37.5% male; 34.5% female) said they <b>participated in making a decision on whether the infrastructure project would be done.</b></li> <li>- <b>40.3%</b> of those (21.6% male; 18.6% female) participating in discussions on project implementation said they <b>provided comments in project discussions.</b></li> <li>- <b>19%</b> of the respondents (10% male, 9% female) said they <b>were informed about local land planning.</b></li> <li>- <b>30%</b> (20% male, 10% female) of those who were informed said they <b>had an opportunity to comment on the land plans,</b> among whom <b>89%</b> (57% male, 32% female) said their comments were taken into account.</li> </ul>	<p>Findings from the 2018 PAPI survey on 14,304 respondents show that:</p> <ul style="list-style-type: none"> <li>- <b>69%</b> of contributors to projects (35.7% male; 33.6% female) said they <b>participated in making a decision on whether the infrastructure project would be done.</b></li> <li>- <b>39%</b> of those (21% male; 18% female) participating in discussions on project implementation said they <b>provided comments in project discussions.</b></li> <li>- <b>19%</b> of the respondents (11% male, 8% female) said they <b>were informed about local land planning.</b></li> <li>- <b>29%</b> (19% male, 10% female) of those who were informed said they <b>had an opportunity to comment on the land plans,</b> among whom <b>89%</b> (58% male, 31% female) said their comments were taken into account.</li> </ul>

## B2. Other Sustainable Development Goals Relevant to PAPI

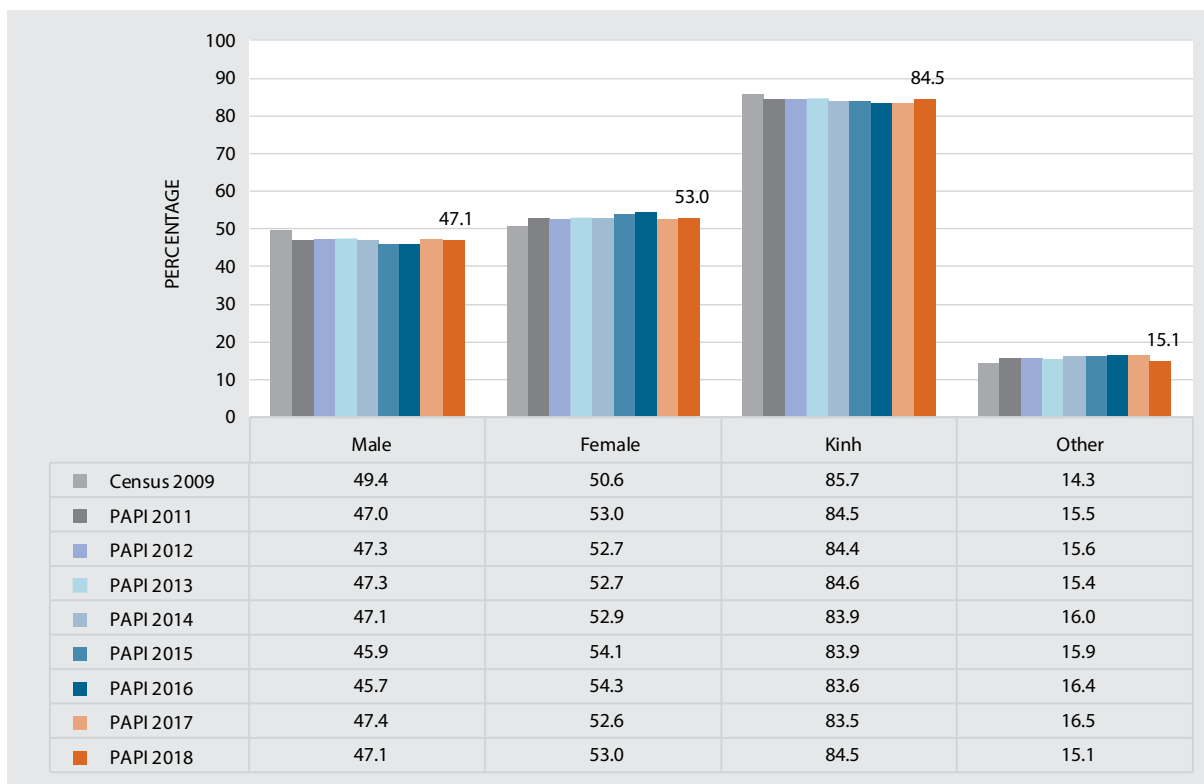
Goals and Targets	Indicators relevant to PAPI	Findings from PAPI 2016	Findings from PAPI 2017	Findings from PAPI 2018
Goal 1: End poverty in all its forms everywhere 1.4 By 2030, ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance	1.4.2 Proportion of total adult population with secure tenure rights to land, with legally recognized documentation and who perceive their rights to land as secure, by sex and type of tenure	On land ownership (which is state ownership in Viet Nam), about <b>83%</b> of the 14,063 respondents said they <b>did not lose land</b> as a result of local land plans in 2016.	On land ownership (which is state ownership in Viet Nam), about <b>86%</b> of the 14,097 respondents said they <b>did not lose land</b> as a result of local land plans in 2017.	On land ownership (which is state ownership in Viet Nam), about <b>86%</b> of the 14,304 respondents said they <b>did not lose land</b> as a result of local land plans in 2018.
Goal 6: Ensure availability and sustainable management of water and sanitation for all 6.1 By 2030, achieve universal and equitable access to safe and affordable drinking water for all	6.1.1 Percentage of population using safely managed drinking water services	About <b>49%</b> of the 14,063 respondents said they had <b>tap water</b> for cooking and drinking.  Still, more than <b>6%</b> still said they had to <b>use unclean water</b> for cooking and drinking.	About <b>54.6%</b> of the 14,097 respondents said they had <b>tap water</b> for cooking and drinking.  Still, more than <b>6%</b> still said they had to <b>use unclean water</b> for cooking and drinking.	About <b>58%</b> of the 14,304 respondents said they had access to <b>tap water</b> for cooking and drinking.  Still, more than <b>4.7%</b> still said they had to <b>use unclean water</b> for cooking and drinking.
Goal 7. Ensure access to affordable, reliable, sustainable and modern energy for all 7.1 By 2030, ensure universal access to affordable, reliable and modern energy services	7.1.1 Percentage of population with access to electricity	About <b>98.5%</b> of the 14,063 respondents had <b>access to electricity</b> through the national grid.	About <b>98.4%</b> of the 14,097 respondents had <b>access to electricity</b> through the national grid.	About <b>99.4%</b> of the 14,304 respondents had <b>access to electricity</b> through the national grid.

### Appendix C: 2011-2018 Household Asset Index from PAPI Surveys

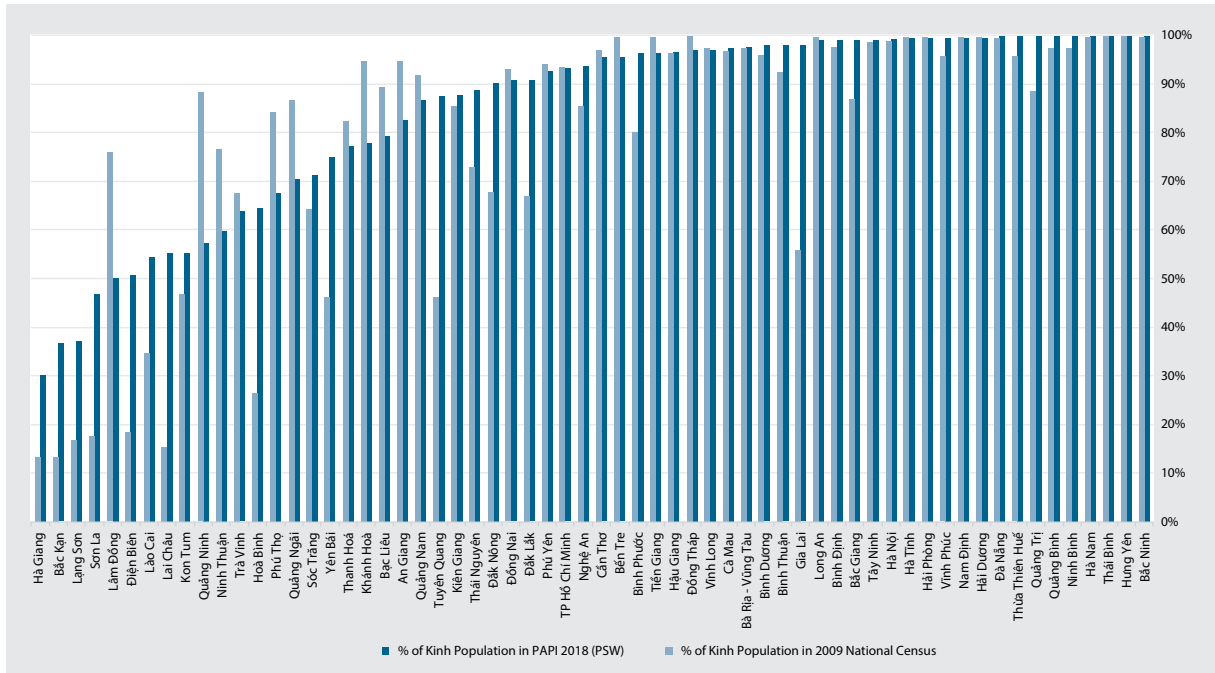


### Appendix D: Key Demographic Specifications of PAPI 2018 Sample

Figure D: Comparison of Key Demographic Variables Over Time and with 2009 Census (% , post-stratification weights [PSW])

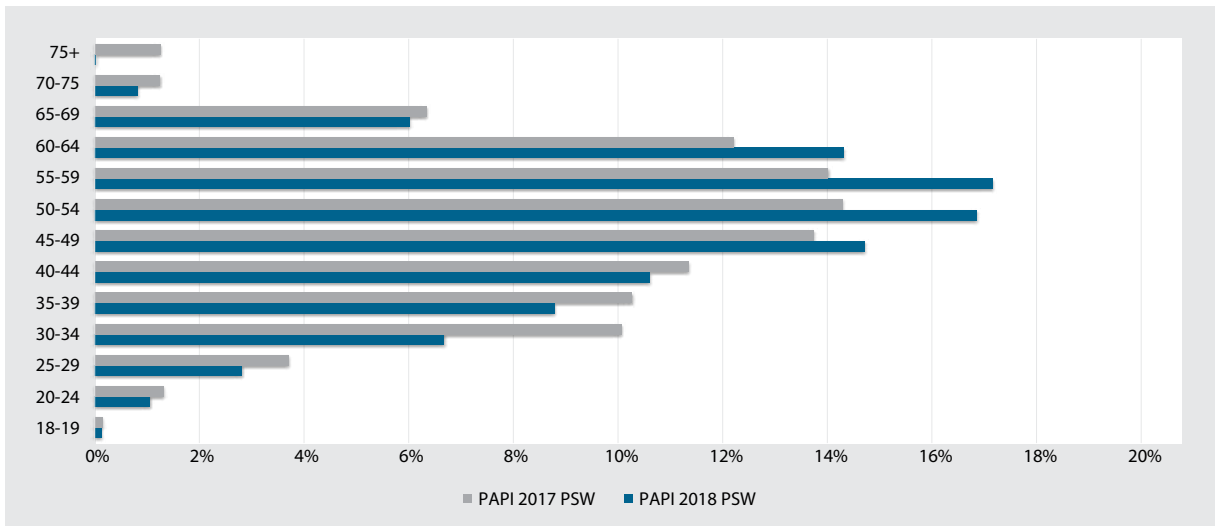


**Figure D1: Kinh Ethnicity by Province in 2018 PAPI vs. National Census 2009 (% , PSW)**

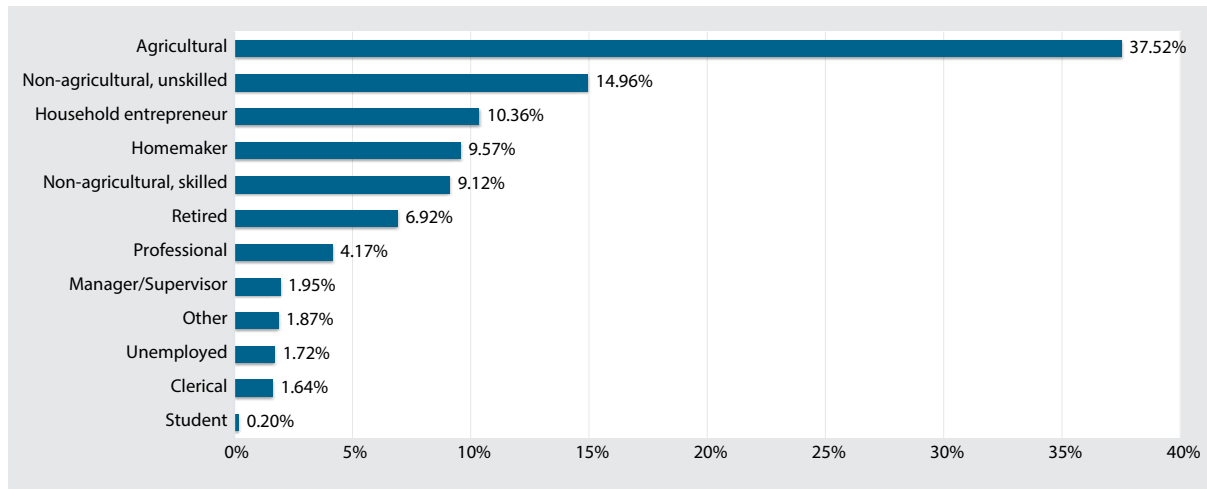


**Figure D2: Age Distribution in 2018 PAPI Sample vs. National Census 2009**

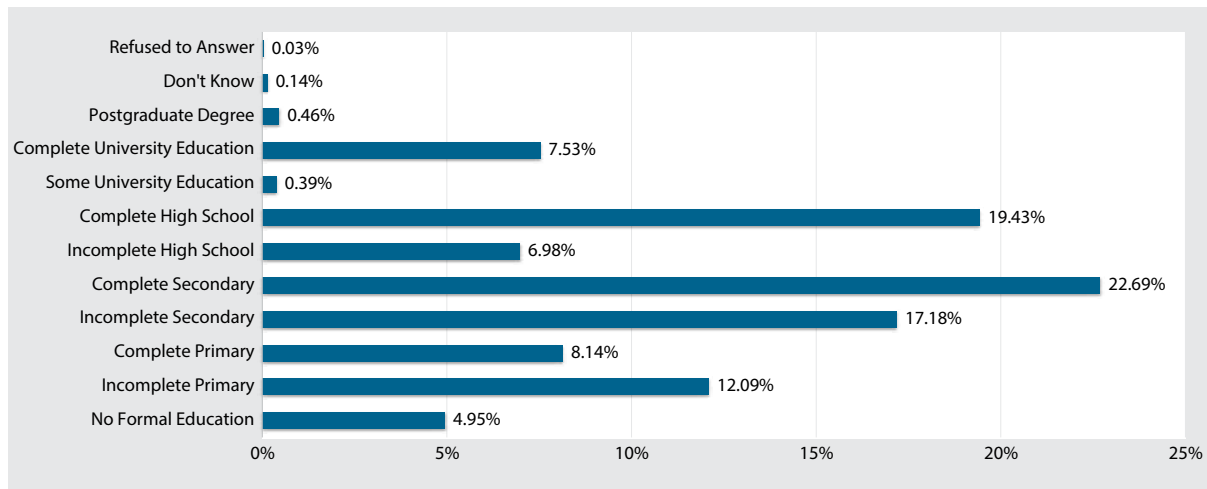
(excluding respondents aged 70 or above in PAPI sample)



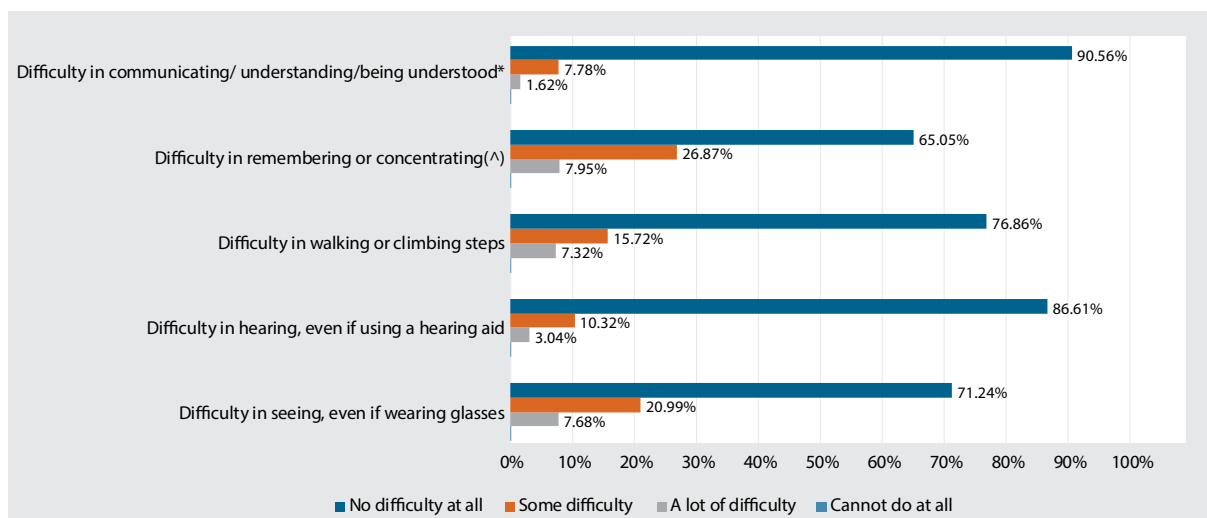
**Figure D3: Occupation of 2018 PAPI Respondents (% PSW)**



**Figure D4: Education Levels of 2018 PAPI Respondents (% PSW)**

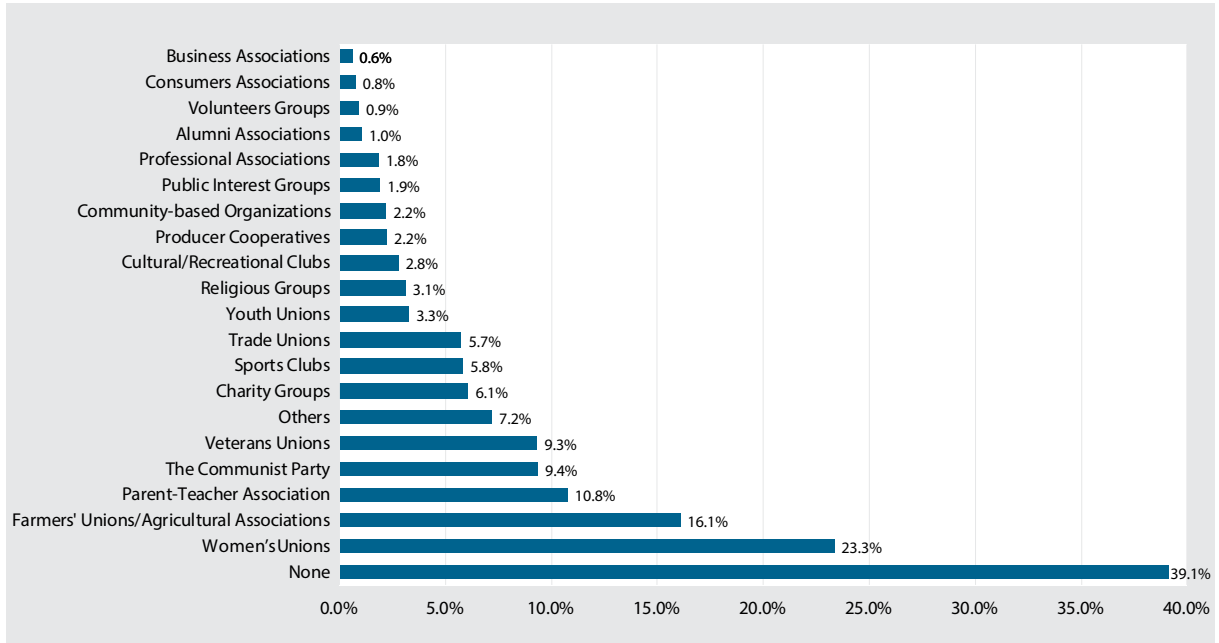


**Figure D5: 2018 PAPI Respondents by Difficulty in Performing Certain Functions**



Note: (\*) not because of ethnic language; (Λ) may be attributable to old age. Caution in using the data is strongly suggested. Based on Question D611c, "Please let us know if you have any difficulty performing the following functions. Please indicate if you cannot do it at all, or you are having a lot of difficulty in doing it, or some difficulty doing it, or no difficulty at all."

**Figure D6: Affiliation of 2018 PAPI Respondents with Associations/Organizations**



**Figure D7: Map of 2018 PAPI Survey Locations**



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 Lê Văn Hiệp Lê Văn Lân Lê Văn Lư Nguyễn Đình Cung Nguyễn Đình Tuấn  
 Nguyễn Doãn Khánh Nguyễn Đức Thắng Nguyễn Đức Trị Nguyễn Duy Hữu  
 Nguyễn Minh Mẫn Nguyễn Ngọc Dinh Nguyễn Ngọc Tùng Nguyễn Nhật Linh  
 Nguyễn Huy Dũng Nguyễn Huy Quang Nguyễn Kiên Hiếu Nguyễn Lan Anh  
 Nguyễn Hữu Tuấn Nguyễn Hữu Tuyên Nguyễn Lê Phương Nguyễn Lê Ti Ni  
 Nguyễn Thị Lan Anh Nguyễn Thị Mai Lan Nguyễn Thị Nga Nguyễn Thị Nguyệt  
 Nguyễn Quang Thắng Nguyễn Thị Quỳnh Trang Nguyễn Thị Tình Pernille Goodall  
 Nguyễn Thị Phương Thúy Nguyễn Hoàng Long Nguyễn Việt Lan Nguyễn Vũ Giang  
 Nguyễn Thanh Nhã Nguyễn Phúc Quỳnh Nguyễn Phương Thảo Nguyễn Quang Ngọc  
 Nguyễn Thị Thanh Nga Nguyễn Thị Thu Trang Nguyễn Thị Hà Trang Nguyễn Thị Hồng Linh  
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