



The Viet Nam Provincial Governance and Public Administration Performance Index (PAPI) 2016

Dimension 5: Public Administrative Procedures

This dimension looks at the quality of public administrative services in areas important to citizens. This includes public certification services as well as application procedures for construction permits, land use rights certificates, and personal documents. In particular, the dimension looks at how professional and responsive the administrative services provided are.

As with Dimension 3, the dimensional and sub-dimensional scores in this dimension are not fully comparable to the previous five years because the indicators representing total quality of the four services were streamlined in 2016. Four of the eight criteria used in the 2011-2015 period were maintained in 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.

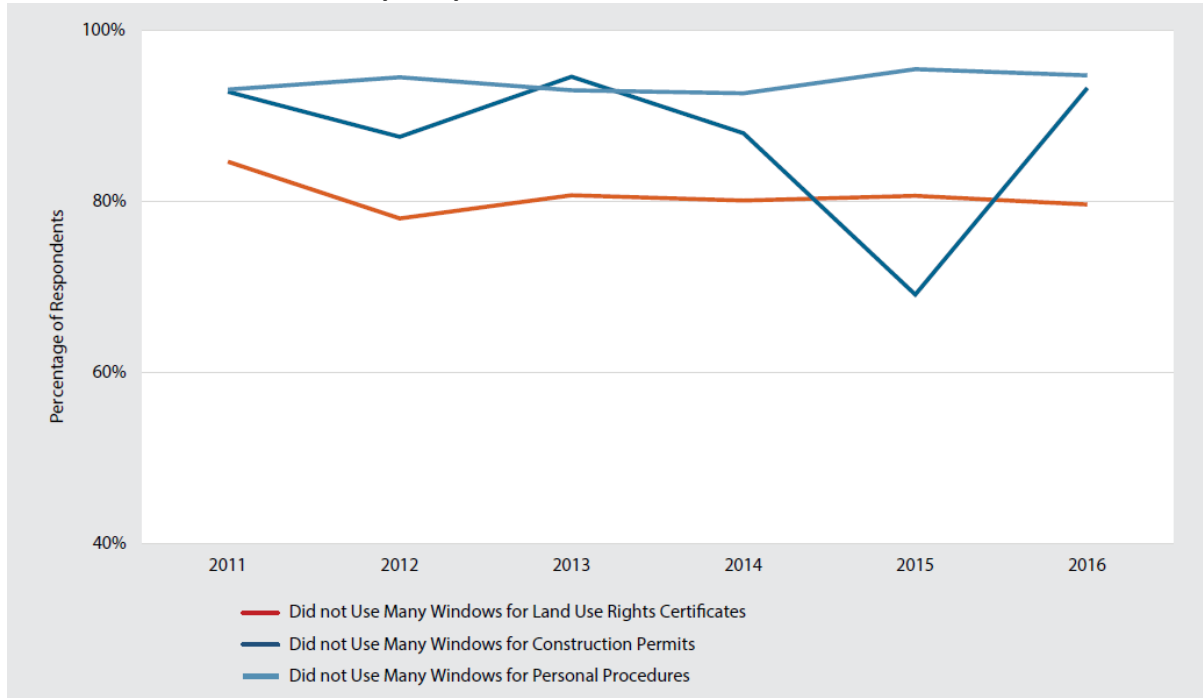
Overall Provincial Performance. Results show good progress made by all provinces in this dimension. Unlike the first four governance dimensions, the variation between the best and the poorest performing provinces is minor in this dimension (Ha Giang received the lowest score of 6.64 and Quang Binh the best at 7.67), and the provincial dimensional scores all range within the high average band on the 1-10-point scale. Similar to previous years' findings, the regional pattern is insignificant in this dimension: the best performers can be found across the country, though among the poorest performing provinces are four in the Central Highlands (Gia Lai, Lam Dong, Kon Tum, and Dak Nong). Of the four public administrative services, those for land use rights certificates (LURCs) were rated the poorest in 2016, followed by public certification services at the provincial, district, and/or commune levels. Personal procedures handled at commune People's Committees scored highest.

Public Certification Services. This sub-dimension measures provincial performance in providing certification services to citizens at district and commune levels. In 2016, all provinces scored highly on this indicator, ranging from 3 points in Binh Duong to 3.98 points in Ca Mau, based on the 2016 scale of 0-4 points. Of the four criteria measured, in 2016 the problematic ones across the country were publicity of fees and competence and attitudes of civil servants in performing the services. Scores for the indicator measuring overall level of citizen satisfaction with certification services were high across the country, ranging from 3.5 points for Kon Tum to 4.5 points for Can Tho on the 1-5 point scale. However, the best and poorest performing provinces for the two indicators differ, indicating that perception-based assessments do not necessarily correspond to experience-based feedback.

Application Procedures for Construction Permits. In 2016, among the 6.5% of respondents nationwide who reported making applications for construction permits, 93% of them did not have to go to multiple public offices to process their paperwork, a large increase from 69% in 2015. For all applicants nationally, an average of about 83% received their permits. However, in Hung Yen only about 10% were successful. The total quality score in 2016 for all provinces in services for construction permits (based on four criteria, including fees displayed, competent officials, citizens treated with respect, and deadlines met) was 3.55 points on the 0-4 point

scale. Khanh Hoa achieved the highest score, while Binh Duong appears to be disappointing applicants the most. Overall, the reported level of satisfaction with construction permit services in 2016 was 3.73 points on the 5-point scale. Quang Tri achieved the highest satisfaction from applicants, scoring 4.74 points, while Thai Binh had the lowest score at 1.56 points.

Access to One-stop Shops for Public Administrative Services, 2011-2016



Note: 'Windows' refers to different public officials in charge of handling administrative procedures at the one-stop shops.

Application Procedures for Land Use Rights Certificates (LURCs). PAPI also measures provincial performance in the provision of LURCs for citizens and the quality of LURC-related administrative services. In 2016, about 9% of the population applied for LURCs nationwide. Of these, about 79% were able to access the one-stop shop service for land titles, a bit lower than in previous years. In half of all provinces, at least 80% of applicants said they did not have to go to as many “doors” for the service to be completed. However, in Bac Lieu, this percentage was the lowest at 21%. Also, while in half of the provinces at least 84% of applicants were able to obtain LURCs, in Binh Duong the percentage was barely 1%.

In terms of total quality of LURC services, results for this indicator were the lowest of all four public services measured by PAPI. The national mean score for this indicator was 2.64 points on the 4-point scale. Dien Bien received the highest score of 3.93, while Hung Yen had the lowest score of 0.92 points. The criteria that scored poorly were: delivering results by promised deadlines, competence of public officials in charge of processing the paperwork, and transparency in fees and charges. PAPI findings also show that nearly 68.7% of applicants received their land titles within 30 days, as required by law, an increase of 10% compared to 2015. However, 10% of applicants still had to wait 100 days or more for the final results. Furthermore, about 23% of applicants nationwide still had to pay bribes to get their LURCs processed, 10% had to count on the solicitation from intermediaries for the paperwork to be completed, and 20% had to go back and forth to responsible agencies five times or more.

Application Procedures for Personal Documents. This sub-dimension measures the performance of commune-level People's Committees in addressing applications for different types of personal documents, such as birth certificates, marriage certificates, and death notifications. In 2016, about 33% of respondents nationwide had their personal documents processed at the commune level. Of these, nearly 95% had a good experience with the one-stop shops at the commune level, as they did not have to visit too many public officials to complete their paperwork. On the total quality indicator, there is a large variance in provincial performance though, with Thai Binh getting the highest score and Quang Ninh the lowest. Poor publicity of fees and charges and performance by commune public officials were the main factors lowering scores in most of the provinces.

Recommendations. Transparency in application fees, meeting deadlines, competence of officials, and behaviours of public officials are key attributes of higher user satisfaction with the four administrative services covered by the PAPI survey. These are the four criteria that PAPI has selected to measure from 2016 onward because results show they remain weak points in public administrative procedures. Ways to increase citizen satisfaction with public administrative services could therefore include relevant local government agencies: i) displaying fees and charges at the one-stop shops, and ii) notifying applicants of any changes to deadlines. More training to enhance competence and improve behaviours for public officials working at one-stop shops should be a priority for the home affairs sector. In particular, for land title-related services, it is important that provincial departments of environment and natural resources in all provinces strengthen and supervise the functioning of district affiliates in almost every criterion in order to increase user satisfaction. By increasing transparency of fees for handling procedures, meeting promised deadlines for results, and curbing bribery and solicitation by middlemen for LURCs, provision of services will be improved.

The Provincial Governance and Public Administration Performance Index (PAPI) is a policy monitoring tool that assesses citizen experiences and satisfaction with government performance at the national and sub-national levels in governance, public administration and public service delivery. Since its pilot in 2009, PAPI has directly interviewed 88,962 Vietnamese citizens nationwide.

PAPI measures six dimensions: participation at local levels, transparency, vertical accountability, control of corruption, public administrative procedures and public service delivery. The survey has been implemented nationwide each year since 2011. For the 2016 PAPI Report, 14,063 randomly selected citizens were surveyed.

PAPI is a collaboration between the Centre for Community Support and Development Studies (CECODES), the Centre for Research and Training of the Viet Nam Fatherland Front (VFF-CRT) and the United Nations Development Programme (UNDP). The Swiss Agency for Cooperation and Development (SDC) has generously funded PAPI since 2011, together with funds from UNDP.

The full 2016 PAPI Report and more in-depth analysis can be found at: www.papi.org.vn.