

Mid-term External Evaluation Report

The Viet Nam Provincial Governance and Public Administration Performance Index - PAPI

Prepared by

Douglas Snyder

Vũ Thúy Hương

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Acronyms

CECODES	Center for Community Support and Development Studies
DOHA	Department of Home Affairs
DPI	Department of Planning and Investment
GoV	Government of Viet Nam
HCMA	Ho Chi Minh National Academy of Politics
M&E	Monitoring and Evaluation
MOHA	Ministry of Home Affairs
MTR	Mid-term Review
NA	National Assembly
NGO	Non-governmental organization
PAPI	Vietnam Provincial Governance and Public Administration Performance Index
PAR	Public administration reform
PCI	Provincial Competitiveness Index
PPC	Provincial People's Committee
SIPAS	Satisfaction Index of Public Administration Services
UNDP	United Nations Development Programme
VCCI	Vietnam Chamber of Commerce and Industry
VFF	Vietnam Fatherland Front
VFF-CRT	Center for Research and Training of the Vietnam Fatherland Front
VUSTA	Viet Nam Union of Science and Technology Associations

Executive summary

PAPI MTR 2019

As PAPI has completed its tenth year and prepares to look ahead to further implementation, perhaps for another decade, a mid-term review (MTR) is critical to systematically assess the overall performance of the project to ensure accountability of UNDP and its key project partners towards donors and all stakeholders. This MTR was conducted over a one-month period from June to July 2019. The MTR team employed a research triangulation approach, using document review, focus groups, and structured interviews to gather critical information to assess the impacts and implementation process of PAPI, as well as to provide strategic recommendations for the sustainable continuation of the project.

PAPI Project Implementation

PAPI has been fortunate to enjoy close participation among all its partners during the project's implementation process. Key actors are the UNDP, the Center for Community Support and Development Studies (CECODES), the Center for Research and Training of the Vietnam Fatherland Front (VFF-CRT), the Ho Chi Minh National Academy of Politics (HCMA), the advisory board, and funding partners. This genuine cooperation, particularly among Vietnamese partners, has been essential because of the sensitive nature of PAPI's research process which goes directly to village level citizens and gathers their opinions on local governance.

Findings

- The methodology used by PAPI is regarded by the vast majority of MTR interviewees as rigorous and maintaining an international level of quality;
- Survey implementation has depended largely on VFF-CRT and CECODES who have been critical in facilitating access for PAPI to engage with citizens nationwide at the village level as well as training enumerators and managing the significant logistical challenges of the survey process in all 63 provinces; and
- HCMA has played an essential linking role in following up with provincial leaders to help them understand their PAPI scores and respond accordingly with policy documents and action plans as needed.

Recommendations

- Several recommendations exist for structural simplification and depth of information collected, including expanding the sample size and deepening the question layers in the sub-dimensions of Participation, Public Services, and Accountability;
- It is recommended that VFF take a more formal stand with PAPI at the central level. This could be in the form of written correspondence acknowledging the involvement of VFF-CRT in the PAPI process. Also, VFF is expected to include more PAPI findings in its regular report to the National Assembly; and
- Support should be given to the HCMA to achieve its aim to create formalized curricula on PAPI to use in its training courses, considering the deep and long-term implications of such an effort.

Communication of PAPI Findings and policy advocacy

Communication efforts to disseminate PAPI findings to a broad set of stakeholders have succeeded in raising awareness of PAPI among local and central government officials, research institutions, Civil Society Organizations (CSOs), and even other developing countries that have an interest in quantifying governance impacts within their own borders.

Findings

- Information sharing has been achieved through a broad set of communication channels, including the project website, annual report launching events, report dissemination to National Assembly (NA) delegates via the NA library, follow-up action research and provincial diagnostic workshops by HCMA, secondary research projects, publication in Vietnamese journals, short one-page media press release documents, media interviews, and social media;
- The most successful channels for delivering PAPI findings to provincial leaders include the annual launching event and HCMA's provincial action research and diagnostic workshops; and
- Communications at the central level have been limited.

Recommendations

- A proper communication and policy advocacy strategy should be formulated with clear labor division among UNDP, funding and co-implementing partners;
- Provincial level action research and diagnostic workshops should continue;
- At the Central level, relationships should be strengthened with National Assembly (NA) and information on PAPI shared with the central agencies via a small formal workshop; and
- Active and new members of the NA, OOG, and the Ideological Commission of the party should be invited to join the PAPI advisory board.

Provincial Responses

The provincial policy response to PAPI, while initially non-existent in the early years of the project, has become broad, encompassing all 63 provinces. The pace of provincial activity has also accelerated with 38 provinces issuing policies in 2018 alone. There is a variety of evidence showing response, including party resolutions, decisions, action plans, directives, diagnostic workshops, official letters, and press briefings. This provincial activity has been achieved in an elegant and indirect way by maintaining research integrity and widely and consistently disseminating PAPI's findings on an annual basis.

Findings

- Sentiment among provincial leaders has evolved greatly from ignoring PAPI in its early years to adopting policies and action plans in response to PAPI findings and competing on rankings with other provinces;
- Provinces have begun to independently fund diagnostic workshops and action plan development on PAPI, demonstrating buy-in and sustainability of the project; and
- There is a lack of a monitoring and evaluation (M&E) system under both the provincial governments and UNDP to measure the degree of action taken by provinces once policies and action plans have been developed.

Recommendations

- Inter-provincial sharing of learnings and best practices on policy and action plan development and implementation should be bolstered to help continue the accelerating activity among provinces;
- Diagnostic workshops should be enhanced with the occasional presence of funding partners (besides UNDP) to emphasize the importance of PAPI's findings to the international community and help indirectly raise the profile of PAPI at the central level; and
- UNDP should set up an M&E system to try and directly capture the degree of implementation of policy responses to PAPI.

Performance Towards Expected Outputs and Outcomes

Efforts to achieve targeted outputs and outcomes by the PAPI team have been highly successful. All five main outputs categories and their targets have already been fulfilled. The early aims of fostering learning

and constructive competition among provinces and giving citizens the means to benchmark their local governments' performance as well as advocate for improvement have also been achieved.

Findings

- Since outputs have been well achieved and many of the desired outcomes and aims have been achieved as well, there is opportunity for PAPI to consider additional outputs and outcomes;
- The lack of inclusion of certain recently emerged thematic issues on public infrastructure projects, “socialization” of education and healthcare, broad negative sentiment towards the government, and internal migrant workers could lessen the impact of PAPI to fully represent the voice of the people; and
- PAPI serves as one of the four main national indexes (PAPI, PCI, PAR, SIPAS) to assess Viet Nam’s development in terms of three broad overlapping spheres, including the state, society, and the market.

Recommendations

- PAPI’s key partners can now consider how the project can sensitively work towards greater impact in terms of policy advocacy at the central government level, while maintaining the integrity of PAPI’s research;
- To fully represent the voice of the people and to recognize the connection of policy development from the central to provincial levels, inclusion of recently emerged thematic issues in the existing survey framework is recommended; and
- For long term achievement of outcomes and to maintain the independence and reliability of PAPI’s outcomes, international funding partners will need to remain engaged until more innovative funding mechanisms may be considered.

The MTR has been completed in an effective manner in a short time. If time and resources allowed, the MTR team could visit more provinces and meet more experts in the field and possibly some groups of citizens.

Introduction

PAPI MTR 2019

As PAPI has concluded its tenth year and prepares to look ahead to further implementation, this mid-term review (MTR) is critical to systematically assess the overall performance of the project to ensure accountability of UNDP and its key project partners towards donors and all stakeholders, especially for new donors who have funded PAPI from 2018. This evaluation exercise also provides an opportunity to gather feedback from partners, stakeholders, and beneficiaries to inform a broader set of recommendations to support continual improvement of the PAPI project going forward. The MTR team of one international and one national consultant (Douglas Snyder and Vũ Thúy Hương) has conducted the MTR in 20 days.

Objectives of this mid-term evaluation as laid out in the Terms of Reference are as follows:

- **Objective 1:** Review of key results of the PAPI research project to date and their contributions to the achievement of the expected project outputs and outcomes;
- **Objective 2:** Assessment of whether the project implementation process ensures the delivery of the expected outcomes and its efficiency; and
- **Objective 3:** Provision of strategic recommendations to the project's key stakeholders (VFF, CECODES, HCMA, UNDP, and donors) to ensure sustainable project impacts.

The evaluation against individual criteria is based on the objectives stated above as requested by UNDP. The information used to inform the evaluation was collected through a comprehensive review of project and reference documents provided by PAPI including the annual plans and reports, progress reports, financial statements, monitoring reports, annual workplans, presentation materials, and guidelines on the PAPI process.

MTR team research also included a total of 26 in-depth focus group discussions and semi-structured and structured interviews guided by a questionnaire. These were conducted in three locales – HCMC, Bac Ninh, and Hanoi – with a wide variety of stakeholders, including donors (past and present), co-implementation partners, advisory board members, Provincial People's Committee leaders, Provincial People's Council members, central government officials, National Assembly members, associations, research institutes, and civil society organizations.

PAPI beginnings, philosophy, partners, dimensions

The Vietnam Provincial Governance and Public Administration Performance Index (PAPI) is a nationwide sociological survey of Vietnamese citizens' experiences of eight dimensions of good governance and public administration. The survey was first piloted in three provinces in 2009, then expanded to 30 provinces in 2010, and has been implemented in 63 provinces since 2011. PAPI has maintained six core dimensions since 2011, thus sustaining enough consistency for year-on-year time-series trend comparisons. In 2018, to keep pace with evolving societal concerns and pressure to increase the sophistication and capacity of administrative procedures, two more dimensions were added, making PAPI to be composed of eight dimensions (Table 1). PAPI dimensions and questionnaires are broadly consistent with international definitions of good governance (Hyden and Samuel, 2011) and PAPI has been used as a model and reference for comparable local governance assessments in other developing countries including Myanmar, Indonesia, Tunisia, Thailand, Tanzania, Kenya, and Mozambique.

The underpinning project philosophy was based on three pillars: (i) during rapid economic development, Viet Nam’s public administration system would need to help narrow the rich-poor gap while securing services for all citizens, (ii) providing citizens with a means to participate in the monitoring of government performance is an effective way to improve governance and public administration, and (iii) national and provincial level reform efforts are best supported with data for decision makers to utilize. Additionally, project conceptualization included an awareness of the three interdependent components of governance and public administration: policy-making, policy-implementation, and policy-monitoring.

PAPI is implemented via a cooperative partnership among the Vietnam Fatherland Front Center for Research and Training (VFF-CRT), the Center for Community Support and Development Studies (CECODES, a Vietnamese NGO registered under VUSTA), the Ho Chi Minh National Academy of Politics (HCMA), and the United Nations Development Programme (UNDP). Before 2015, there were different units under the Vietnam Fatherland Front Central Committee involved with implementation. An important composition of the PAPI team is the Advisory Board which meets twice a year to provide high level advice on the questionnaire, methodology, and approach in survey implementation and also serves as a focal point for advancing policy linkages with different government bodies at both the central and local level.

Table 1: PAPI Dimensions and Sub-dimensions

D1: Participation at local level	D2: Transparency	D3: Vertical Accountability	D4: Control of Corruption in the Public Sector	D5: Public Administration Procedures	D6: Public Service Delivery	D7: Environmental Governance	D8: E-Governance
1.1 Civil knowledge	2.1 Access to Information	3.1 Interactions with Local Authorities	4.1 Limits on Public Sector Corruption	5.1 Certification Procedures	6.1 Public Health	7.1 Seriousness in Environment Protection	8.1 Access to E-government Portals
1.2 Participation Opportunities	2.2 Poverty Lists	3.2 Local Government’s Response to Citizens’ Appeals	4.2 Limits on Corruption in Public Service Delivery	5.2 Construction Permits	6.2 Public Education	7.2 Quality of Air	8.2 Access to the Internet
1.3 Quality of Local Elections	2.3 Commune Budgets	3.3 Access to Justice Services	4.3 Equity in State Employment	5.3 Land Procedures	6.3 Basic Infrastructure	7.3 Quality of Water	
1.4 Voluntary Contributions	2.4 Land Use Planning / Pricing		4.4 Willingness to Fight Corruption	5.4 Personal Procedures at Commune Level	6.4 Law and Order		

Note. From “PAPI 2018: Measuring Citizens’ Experiences, 10 Years of Listening to the Voices of Vietnamese Citizens,” by CECODES, VFF-CRT, RTA, and UNDP, 2018.

Overall context of Viet Nam’s development and governance in 2019

Viet Nam has become a low Middle Income Country (MIC) with income per capita increased from US\$1,004 in 2008 to \$2,587 in 2018. Viet Nam is no exception to the often-observed fact that the wealthier, more educated, and healthier citizens become, the more demanding they are of their government. Perhaps in response to this reality, the 2015-2020 government committed to build “a government that facilitates development, acts with integrity and pro-activeness, and works for its people” and to “develop an enabling government and a state of the people, by the people and for the people”. It is clear that governance and public administration have become a top priority for the development of the country.

Public Administration Reform (PAR) in Viet Nam has been ongoing since 2005, but to date, institutional reform has not progressed much. While there is no official report mentioning this lack of improvement, the most visible evidence of failure to streamline the number of government employees on the state payroll is the fact that the number of people receiving a salary and/or allowance from state budgets has increased to nearly 11 million people. This number represents 11% of the total country population and is double the number compared to the beginning of the employment streamlining program.

Anti-corruption efforts by the Vietnamese government in the past three years have increased, resulting in high profile corruption cases being brought to criminal investigation and to the court including cases related to Politburo members or former Ministers. Viet Nam is preparing for the 13th Party Congress which is scheduled for early 2021.

Multiple performance indexes have been implemented in the last two decades in an attempt to gauge development progress and potential. The Provincial Competitive Index (PCI) was launched in 2005¹ to measure provincial competitiveness from the perspective of enterprises. It is currently funded by USAID and led by the Vietnam Chamber of Commerce and Industry (VCCI). PAPI was launched in 2011, is funded by donors, and implemented by a partnership between UNDP, VFF, CECODES, and HCMA. The PAR Index measures the progress of public administration reform and was launched in 2012, and the Satisfaction Index of Public Administration Services (SIPAS) which covers the same issues as Dimension 5 of PAPI, was launched in 2015. These latter two indexes are managed centrally by the Ministry of Home Affairs.

While there has been a concerted effort by domestic bodies to address governance, though to questionable effect, the international community has been less engaged on the topic with the exception of PAPI. Overall, ODA to Viet Nam including grant money has substantially reduced, and there is currently no ODA project in governance at the central level. PAPI, therefore, is filling a critical role in the governance space.

In the international arena, Viet Nam has committed to realizing 17 Sustainable Development Goals (SDGs)² in the Agenda 2030. SDG 16 on Peace, Justice and Strong Institutions has been identified as the core of sustainable development. SDG 16 promotes peaceful and inclusive societies for sustainable development, provides access to justice for all, and builds effective, accountable and inclusive institutions at all levels. Anti-corruption efforts and human rights preservation are core elements of SDG 16 as well.

Assessment of PAPI implementation process

Role of key actors in PAPI implementation - UNDP, CECODES, VFF CRT and HCMA and donors

PAPI is implemented via a strong and cooperative partnership among UNDP, Vietnam Fatherland Front (VFF), Center for Community Support and Development Studies (CECODES) and the Ho Chi Minh National Academy of Politics (HCMA). The survey implementation, report writing, and follow-up actions leading to policy response by the provinces are the result of a genuine and cooperative team effort. The Advisory Board consists of reputable, respected, and knowledgeable professionals and government officials who have provided valuable advice on the PAPI implementation process, questionnaire structure and content, and annual reports and also assisted with dissemination of report results to different targeted audience groups.

² See United Nations (2015), Transforming Our World, The 2030 Agenda For Sustainable Development, A/RES/70/1

Since PAPI is a nationwide questionnaire-based population survey that collects data through face-to-face interviews at the village level, obtaining necessary political support and permission from local levels is critical. Having local cooperation is also essential to ensure the independence of the survey. VFF is the appropriate partner to be responsible for facilitating local level engagement because VFF is mandated to promote grassroots democracy, social monitoring, and citizen feedback. VFF also has an established system of member representation active from the central to village levels. VFF is not a government agency or elected body but is a political, social, and mass organization that is an umbrella for another 46 such associations, including the Communist Party. At first, since PAPI surveys were considered to be politically sensitive as it reached directly to citizens at the grassroots level, the arrangement of field work would be almost impossible if the VFF did not join from the very beginning. With the VFF on board from the first days of PAPI, the research project implementation has been facilitated, although at some points in time there were difficult moments. With VFF's participation, the nationwide PAPI survey has been successful year after year. All MTR respondents feel that the VFF is the right partner to continue with this function.

However, there has not yet been any official document by VFF acknowledging its role in PAPI. It is reported that the current VFF President has shown great interest in PAPI and used PAPI as a reference source for his reports. But, this positive support from this executive level has been somewhat inconsistent over the past 10 years of the PAPI partnership. A previous VFF President was largely unaware of PAPI and its significance, for instance. Given VFF's essential role in the current PAPI operation process and its longstanding position as a vital and respected organization in the Viet Nam context, many MTR interviewees recommended greater and more formal involvement by the VFF, particularly from its central leadership.

CECODES is a local NGO under the Vietnam Union of Science and Technology Associations (VUSTA) and was set up in 2007. CECODES has proven itself to be strong in governance and in providing support at the grassroots level. CECODES is responsible for recruiting, training, and deploying field controllers and student enumerators to conduct the survey and is regarded by key partners as highly effective at executing this considerable logistical challenge.

The HCMA is in the best position to be the most effective agency to advance PAPI's findings to the provincial level. This is because HCMA is mandated to provide compulsory training for senior officials and potential candidates for senior posts at the central and local level and has a system of political schools in all provinces. All PAPI diagnostic workshops and information sharing workshops led by HCMA have successfully attracted top provincial leaders. The staff of HCMA have also used PAPI materials as reference sources for their lectures in the academy and are looking to develop a full set of curricula on PAPI methods and approaches for training of trainers and practitioners through its affiliates at the regional and provincial levels.

UNDP is the overall coordinator and implementer of the PAPI project, responsible for the whole PAPI project, from methodology to delivering final PAPI reports, after receiving inputs and comments from advisory board members, international experts, and peer review groups. UNDP is similarly responsible for providing technical support to provinces during the follow-up period. UNDP works closely with VFF and CECODES during the survey implementation and report writing period and with HCMA for the follow-up activities with provinces.

Currently, there is one local staff of UNDP who is fully in charge of PAPI. This position is very challenging since the job holder needs to not only be a person of strong personality, great integrity, and exceptional commitment but also with outstanding knowledge of governance, excellent interpersonal and communication skills, and knowledge of how to work with the government system. PAPI is very complex and sensitive, and there have been many examples of Vietnamese citizens fighting against corruption with their own efforts who afterwards became isolated and experienced a series of hardships and

dangers in work and even their personal lives. For the past 10 years, it is fortunate that PAPI has had a dedicated and respected national Programme Officer who has been highly praised by all knowledgeable agencies and individuals interviewed.

Most of the MTR respondents, including government participants, say that both the composition of the PAPI team and the high-level international standard of the survey methodology (which includes conceptualization, problem identification, questionnaire formulation, sampling, survey methods, fieldwork operation and monitoring, and reporting) have helped ensure the independence of the survey results. This perception has been essential for accelerating acceptance and adoption of PAPI's findings. One process detail that has led to some lingering doubts among a few local and central officers who were interviewed is the fact that the last time PAPI published its questionnaire along with the annual report was in 2010 (which is still posted on the PAPI website). This is, according to other informants, especially those from UNDP and CECODES, to preserve the independence of the survey so that respondents are able to respond in a spontaneous and unrehearsed way, but it has also led to some questions about survey details among officials.

PAPI dimensions and questionnaire

PAPI's dimensions of assessment are in line with international definitions of good governance and are also relevant to the Vietnamese context, all of which promotes PAR, grassroots democracy, control of corruption, enhanced accountability and transparency, government integrity, etc. The questionnaire is developed based on a consultative process where the Advisory Board provides valuable advice and quality assurance oversight. In 2018, the questionnaire was revised to add two new dimensions, e-government and environmental governance, to keep up with the changes in the overall public administration context of Viet Nam.

In the past, it was sometimes argued that the name, "Provincial...Performance Index," did not reflect the nature of PAPI, as PAPI measures commune, district and provincial level activities. However, the truth is, PAPI measures the citizens' assessment of the public administration, public services, and governance that they experience. To the citizens, and thus PAPI, it does not matter if the related policies are issued by the central or provincial level governments or are executed by the provincial, district, or commune level governments, since all of these possibilities universally affect citizens at the local level.

In light of the inevitable cross-cutting impact of policies issuing from multiple levels, many MTR interviewees reflected that several recent hot policy related issues over the last two years that are of great concern to all citizens nationally because of broad-reaching impact, but stemmed from either the central government level or other provincial regions, would have ideally also been captured in PAPI findings. One such issue raised by informants, Public-Private Partnerships (in the forms of Build-Operation-Transfer or Build-Transfer infrastructure projects or BOT/BT/PPP projects), occurred regionally but affected the sentiment of citizens in all 63 provinces. The rationale to include these hot policy issues is that if PAPI is concerned with the assessment of citizens' attitudes toward public services and public administration, then the assessment of all pressing issues should be included no matter if the issues fall under the responsibility of the local or central government or even another province. Since the aggregate findings of all 63 provinces constitute the central level, then the central administration is also accountable to the assessment. The main suggested hot policy issues raised in this context include the following:

- **BOT/BT/PPP projects:** Recent arising public anger over a number of high profile infrastructure projects have resulted from several possible factors, namely poor PPP policies, improper policy implementation, confusion over which government level is responsible for the policies, and/or the lack of accurate public understanding of the situation.

- **“Socialization” in healthcare and education:** Another issue is the growing problem of low levels of satisfaction with public service delivery in healthcare and education in contrast to rising out-of-pocket payments by users. The “socialization” policy in healthcare and education, a process and Vietnamese term which may more accurately be described as privatization, has been questioned as the source cause of this discrepancy by a number of citizens for quite some time, but as of yet there is no conclusive data.
- **Vertical accountability:** With the rise of social media, popular public reactions via social platforms often contain resentment and anger towards the administration system. Government officials are often held responsible by the public for any negative incidents associated with the government without judging the evidence. This atmosphere of ill regard has reached the point where whoever praises the government for a good deed will be subject to criticism. This negative prevailing attitude has never held dominance before in Viet Nam where the administration historically has been seen as a respected entity. Therefore, ideally this public sentiment should be captured as feedback to be heard by the government at both the central and local levels.
- **Internal migrant workers:** Issues related to migrants (workers living in the industrial zones) where the public service delivery in healthcare, education, and social protection is insufficient, has made this group vulnerable to any shock. This issue has been raised by a number of researchers as holding the potential for social unrest.

In addition, a few dimensions already included in PAPI were recommended by MTR interviewees, including an advisory board member, to be deepened further. For example, in the participation dimension, additional issue questions related to elections could include: Does the voter know about the candidates before the vote? Does the voter follow their chosen candidate after the vote? Does the voter know which candidates after being voted in have done what activities for the constituency? Also, consideration for larger corruption problems beyond the petty corruption already included in the survey could be explored.

Survey methodology and survey implementation

PAPI is conducted via a transparent and international standard based quantitative methodology, comparable (or superior to) other international governance indexes³. In Viet Nam, PAPI is the second survey, besides the Vietnam Household Living Standards Survey (VHLSS), to use a random selection process to generate a whole-population sample in all provinces. PAPI interviews about 14,000 respondents nationally, which equates to more than 240 citizens per province per year on average. The sample size meets sociological standards for representativeness nationwide. This also makes the national findings reliable to understand overall trends and evolution of perceptions.

Under PAPI, provinces grouped into three main categories: (i) less than 2 million inhabitants; (ii) 2 - 5 million; and (iii) more than 5 million inhabitants. The communes/wards and districts are selected through a mixture of Probability Proportional to Size (PPS) methodology and direct selection (applied to provincial and district capitals). In the first stage, PPS sampling is done in a descending series first to select eligible districts, then wards/communes, and finally villages. Once the villages are selected, a random sample is taken from a list of residents to identify interviewees. Starting 2015, in order to ensure the rigor and objectivity of the research, one third of the communes were re-sampled using the PPS method. The communes which contain the district capitals and all their villages were unaffected, but the remaining communes were subject to re-sampling as well as their villages to replace those selected in 2014. 2015

³ The PAPI methodology is presented in most details in 2010 PAPI report (p88-104) and is summarized in the subsequent annual reports with substantive changes in 2011 and 2015.

was also the year that tablets were introduced for data-collection, instead of paper questionnaires, to allow for remote and instantaneous monitoring of the research process.

There are two possible upcoming changes in the Vietnamese administrative system in the next two years that PAPI should consider adapting its selection criteria to in order to cover all population groups. One of these groups are internal migrants who do not have permanent residential registration. Firstly, there may be a merger of the village/group/commune structures in line with the streamlining efforts of public administration reform. Secondly, the current system of residential registration for households might change as the Ministry of Public Security is currently discussing using a Unique Identifier (UID) system to replace residential registration from 2020 onward.

Constant improvements have been made to minimize bias, noise, and direct interference in the data collection process, including but not limited to survey experiments, shielding questions, meeting structures, quantitative and qualitative anomaly detection, and no advance provision of survey questions online. The methodology has been validated through regular consultation with the Advisory Board, provincial stakeholders, international experts, and the core PAPI team members. Most of the MTR interviewees confirmed that the survey methodology is rigorous and reliable, giving accurate reflections of people's actual experiences.

The MTR respondents commented that the sub-group of internal migrants, which is a vulnerable population, is now missing from the sample. Other respondent feedback was that the questionnaire is a bit too long and that there should be a way to ask for more in-depth responses from the citizen interviewees. Several commented that it would also be much better if the sample could be expanded to allow for more confidence in inter-provincial comparisons where only a small percentage of interviewees are able to answer specific questions. The provincial government officials interviewed also expressed their wish to learn the methodology more deeply to apply it to their own surveys.

Funding and sustainability

PAPI's main historical funding partners include the Spanish Agency for International Development Cooperation (AECID) (2009-2011)⁴ and the Swiss Agency for Development and Cooperation (SDC) (2011-2017) and currently Australia's Department of Foreign Affairs and Trade (DFAT) (2018-2021), and Irish Aid (2018-2020). The current implementation structure has ensured that the best qualities of PAPI that allow it to stand above indexes remain intact, namely its independence and impartiality. The vast majority of MTR respondents commented that any shift of either funding or implementation to the state and government agencies would threaten the independence and reliability of PAPI's results. Considering that interviewees also unanimously replied that under the current arrangement PAPI should continue for at least 5 to 10 more years, ideally at a minimum through the end of the next government cycle which would be 7 years, it is expected that donor activity will need to continue playing an active role if PAPI's integrity is to be preserved. It was also suggested that after 5-10 years, when the government mechanism has become more flexible, mobilizing funds from individuals and the private sector may be an option.

While the current arrangement of partners and communication efforts give PAPI the appearance of a donor-led initiative, actual developments on the ground confirm that the project enjoys a higher level of national ownership than any other donors' projects. Most significantly, all provincial diagnostic workshops are now organized at the expense of the respective provincial budgets. Even the UNDP policy staff who are invited to attend as speakers to share the findings are covered by state budget finances. With regards to workshops organized in coordination with the HCMA at the province level, the expenses

⁴ See UNDP (2018) A Snapshot of PAPI (2011-2017).

associated with participants are similarly all born by the province. Financial support by PAPI only covers the HCMA's personnel action research activities in the field. These examples demonstrate the best features of ownership of PAPI by beneficiaries and highlight the exceptional value of PAPI particularly relative to donors' previous projects, or in the first four years of PAPI when all event expenditures were covered entirely by donors. This evident provincial level buy-in along with institutionalization responses as seen in policy and action plan development stemming from PAPI's findings, presented in Table 2 below, are the most sustainable results of PAPI.

At the same time, a careful balance must be struck between domestic ownership and international expert validation and support. While co-implementing partners including the VFF, HCMA, other government agencies, and influential individuals enhance their voice and gradually take stronger stands on issues with the support of PAPI findings, it is important that the donors' and UNDP's advocacy work be continued and the international backing for PAPI methodology and results retained.

As strongly advocated for by all MTR respondents at both local and national levels, expanding the sample size and including hot policy issues which have nationwide impact on governance will make PAPI a champion in its comprehensiveness, accuracy, and comparability in all subdimensions between provinces. In a best-case scenario, PAPI would attract about \$1.3 million to \$1.5 million annually in donor dollars (beyond the current level of \$800,000 to \$1 million per year). The additional funding could be used for: (i) expansion of the sample size = \$300,000; (i) formalizing training materials for HCMA = \$30,000; (ii) in-depth studies on hot governance issues = \$100,000; (iv) M&E on the policy response of the province = \$40,000; and (iv) workshops with central agencies = \$30,000.

Many MTR respondents commented that the most sustainable and effective long-term financial goal that PAPI could pursue is to enable GoV to spend its own financial resources more efficiently and transparently. The obstacle of Viet Nam's not insignificant monetary resources being susceptible to informal diversion for personal gain or simply inefficient disbursement presents as the primary challenge. So, strengthening governance, specifically through PAPI's comprehensive dimensions which effectively address all issues related to spending irregularities is the strongest path forward.

MTR respondents also commented that in a scaled-down ODA environment, it is important to prioritize ODA spending for best uses relative to the country's needs. Some interviewees raised the question of why donors spend a large proportion of dollars on gender equality. They strongly felt that in comparison to other development challenges in Viet Nam, gender is not a priority issue. Also, two respondents added that, if there is a desire for ODA to support another topic of interest in addition to PAPI, then conducting a feasibility study on opportunities to improve the human resource mechanism of the government system of Viet Nam is an ideal investment scheme. As they explained, this is due to the fact that PAR, especially the pillar on human resource management, has largely failed until now. As noted above, Viet Nam has not been able to implement any measure to reduce the number of state employees. This effort if pursued, should follow the implementation modality of PAPI, providing independent advice to the government via all channels of communication including the mass media.

Though it is not possible for the MTR team to obtain specific financial figures on surveys conducted by GoV agencies, one respondent commented that "PAPI spends little and the impacts are immense," and this echoes the sentiment of many interviewees. Some with substantial knowledge on government expenditures, considered if they were to make an estimate of PAPI's survey costs based on government spending, they would guess PAPI would cost about \$3 million to \$4 million per year.

Communication of PAPI findings

Communication channels informing provincial leadership

Various channels have provided PAPI information to provincial level leadership including -

1. Top leaders of the province or provincial departments get information about PAPI independently and after developing an interest then task their department to follow up;
2. PAPI report launching events every April, which are attended by provincial leaders and heads of provincial government agencies. At the 2018 PAPI Report launching event, for instance, leaders and heads of agencies from 55 out of 63 provinces attended the launch. Provincial requests for further diagnostics of provincial findings have come as a result of national launching events;
3. PAPI follow-up research and workshops conducted by HCMA that reach top provincial party and government leaders (Chairpersons and Vice Chairpersons of the Provincial People's Committees and/or Provincial People's Councils and/or Chairpersons of Provincial Party Committees) because of HCMA's deep respect as a political institution;
4. Diagnostic workshops and PAPI follow-up workshops which are organized and hosted by the provinces themselves with participants joining from provincial, district, and commune levels. These workshops are typically initiated by a provincial institute for socio-economic development research, which are normally seated under the Provincial People's Committees (only six provinces in Viet Nam have such institutes), Provincial Departments of Planning and Investment (DPIs), Offices of Provincial People's Committees, or Departments of Home Affairs (DOHAs). UNDP is often invited to act as a key speaker in these events;
5. Communication via members of the National Assembly, Provincial People's Council or Provincial Fatherland Front Committees;
6. Centrally-governed and province-governed media outlets that cover PAPI findings; and
7. PAPI's online website platform.

The first four channels listed above seem to be the most effective as they have shown the ability to attract top provincial leaders to attend diagnostic workshops, and this has subsequently led to a more proactive role by the provincial department. The most decisive factor for actions being taken on PAPI findings is the willingness and commitment of at least one of the top provincial leaders (a chairperson of the Provincial Party Committee, the Provincial People's Committee, or the Provincial People's Council) to listen to and respond to PAPI results that identify any underperforming indicators among the governance and public administration dimensions.

Media outreach

The media have come to play an important role in amplifying PAPI messages and impact. The annual PAPI report launch attracts a large number of mass media actors. Typically, within two weeks of each launching event in recent years, hundreds of articles covering PAPI can be found in the news. The ranking and competition among provinces have become hot topics for media coverage as supported by PAPI data, and for any in-depth discussion on specific dimensions covered by PAPI, the UNDP is often invited for an interview. In total, the added attention PAPI receives from publicity generated by the media does put pressure on local governments to respond in some way.

However, not many of the significant individual findings from PAPI can be used to attract readers. Journalists are most interested in writing about sensational issues that their readers respond to, such as petty corruption or disputes over land. Therefore, media are less likely to write about deeper and more structural issues like transparency and public service delivery. In response, to make communication via media outreach more effective, PAPI has created short media document briefs that present PAPI findings in a simpler way to communicate key messages. For governance related issues and deeper thematic discussions, PAPI publishes their own write-ups in various Vietnamese journals.

To further ensure effective messaging, all communications related PAPI personnel, from UNDP, donors, HCMA, CECODES, and VFF, should be equipped with the skills and readiness needed to work with the media. This is essential not only to ensure key points are delivered but also to simplify and ease the transmission of PAPI's more technical and complex details and issues. This critical role of successfully communicating key findings that could play a pivotal role in policy formulation should not be discounted. This effort should not be left to a single communication officer but rather would be better coordinated among several key personnel.

Provincial policy responses

Typical policy response action steps

If a province is truly interested in improving governance deficiencies uncovered by PAPI, a number of actions typically follow as below:

1. A provincial decision or policy document will be issued to clearly state the objective to improve governance and the related PAPI scores and to delegate responsibility to all concerned agencies at the provincial, district, and commune level to undertake this task. This can either be in the form of a provincial party resolution, a provincial people's committee decision, a directive, an official letter, and/or an action plan. Either a PAPI rating improvement may be referred to as the only key objective, or PCI, PAR Index, and PAPI improvements may be referred to collectively as an overall objective. The responsibility of all agencies at all levels is clearly stated in this document. While most of the provinces still set improving PAPI scores as a goal, it has been repeated by experts, who have advised the provinces directly, that strengthening governance performance should be considered as the main objective, and PAPI scores should only be seen as an indicator of that improvement.
2. Provinces allocate sufficient human resources and financial resources for action plans upon discussion of budget planning for a given year.
3. Additionally, to be effective, several respondents pointed out that provincial improvement plans must include a monitoring and evaluation (M&E) framework for actions taken as well as a clear review and accountability mechanism attributed to all levels. Presently, this component is still missing. This is unfortunate because efforts have been made to improve local governance, and ideally these would be supported and continually improved by local M&E programs.

The UNDP itself also lacks an overall M&E system for tracking policy response impacts by each of the provinces. Therefore, there is no official information to assess how PAPI has been taken into account and used as an input and impetus to enhance local policies. This issue was raised by one current and one past key funding partner, where it was expressed that having policy development is a good start, but without effective implementation and follow through, policy writing alone yields little impact. Having an M&E

arrangement in place would enable PAPI to collect best practices and lessons learned from select provinces in more detail and share them among all provinces. An M&E mechanism would also help PAPI more closely advise the provinces if they have made sufficient efforts to address the problems uncovered in PAPI findings.

It is encouraging to see the positive reactions of the provinces to PAPI. “Now, it is time for us to listen to the wish, assessment and voice of our people. We have millions of citizens, and we have only 5,000 enterprises, so why just PCI,” said Mr. Ông Lê Văn Hưởng, Chairman of Tien Giang PPC. Tiền Giang, after the 2017 PAPI launch, implemented the sequence of actions as described above. Since then, provincial leaders have come to meet 176 communes/wards directly to discuss how to improve. While Tiền Giang’s PAPI scoring has not increased much since 2017, the attitude of local officials has changed substantially towards openness to PAPI and a genuine desire to serve their constituents more effectively. The specific policy responses by one province can be seen in detail in Annex 4 which covers the case of Bắc Ninh.

Table 2 below shows the types of documents that the provinces have adopted in response to PAPI findings (fully or partially). There are three categories of provinces based on their response: (i) Pro-active in responding to PAPI findings, (ii) Responding to PAPI finding but with less commitment in improving, and (iii) Responding to PAPI findings via a document but no real action follow-up. 60 out of 63 provinces have issued action plans, directives, resolutions and/or taken concrete actions on improving PAPI scores to increase citizens’ satisfaction with local government performance. At least 38 provinces issued new and/or renewed provincial policies to respond to PAPI findings in 2018 alone, demonstrating an acceleration of activity in the last year.

Table 2: Policy responses to PAPI by provinces

Party resolution on SEDP with PAPI objective	Hải Dương (2017), Ninh Thuận (2016), Quảng Nam (2016), Tiền Giang (2014)
Decision on improving PAPI	An Giang (2015), Bà Rịa -Vũng Tàu (2017), Bắc Giang (2014), Cần Thơ (2015), Đắk Nông (2013), Kon Tum (2012), Quảng Trị (2013), Thái Nguyên (2014), Thanh Hóa (2016), Ho Chi Minh (2014)
Decision with reference to PAPI	Bạc Liêu (2016), Hà Tĩnh (2017), Hậu Giang (2017) Hòa Bình (2017), Khánh Hòa,
Kế hoạch – Action plan	Bến Tre (2015), Gia Lai (2015), Hà Nội (2017), Hưng Yên (2017), Lạng Sơn (2016), Quảng Ninh (2014), Huế (2014)
Kế hoạch – Action Plan with reference to PAPI	Lâm Đồng (2017), Lao Cai (2016), Nam Định, Nghệ An (2017), Ninh Bình (2015), Phú Yên (2016), Sơn La (2016), Tuyên Quang
Chỉ thị - Directive	Bắc Ninh (2016), Cà Mau (2013), Đồng Tháp (2013), Hà Nam, Hải Phòng (2018), Kiên Giang (2017), Lai Châu (2015), Quảng Bình, Quảng Ngãi (2012), Thái Bình (2016)
Chỉ thị - Directive with indirect reference to PAPI	Bình Định (2013), Bình Dương (2015), Bình Thuận (2016), Vĩnh Phúc (2013)
Diagnostic workshop	Bắc Kan (2017), Cao Bằng (2018), Đà Nẵng (2015), Long An (2013), Phú Thọ (2016), Sóc Trăng (2014), Yên Bái (2013)
Official Letter on PAPI	Bình Phước, Đắk Lak (2012), Đồng Nai (2017), Trà Vinh (2017)
Official Letter with reference to PAPI	Điện Biên (2018), Hà Giang (2017), Vĩnh Long (2017)
Press briefing/ information sharing	Tây Ninh (2018)

Assessment of progress towards expected project outcomes and outputs

Overall assessment of PAPI

The Value of PAPI

The leading and clearly identifiable core assets of PAPI, as noted by respondents, are its independence, accuracy, honesty, and impartiality. It is the first time ever in Viet Nam that such a nationwide citizen-centric sociological survey has been conducted and carried out on a regular basis. It has provided direct assessments and feedback by the people to their government administrations at the local level (provincial, district, and commune levels) across the key dimensions of good governance and public administration.

PAPI also achieves this one-of-a-kind assessment while using internationally recognized and rigorous standards which yield data of high integrity. Respondents noted that all dimensions measured by PAPI are both congruent with the international definition of good governance and clearly relevant to Viet Nam in the context of its ongoing activities to promote public administration reform, grassroots democracy, anti-corruption, and the process of enabling integrity in the government. The relevance of PAPI's dimensions are equally matched by the tool's refined data-collection and implementation methodology which is designed to maintain strict impartiality and deliver reliable and valid results, according to several knowledgeable respondents. Consequently, the project's measures of the people's experience-based assessment of government and state activities are deemed accurate. This in turn allows for correct informing of government agencies of true problems to which they now have the opportunity to respond accordingly to engender the satisfaction of their citizens.

Concerning achievements, all respondents state that PAPI has –

1. **Created its own brand of integrity** in research and confirmed its firm footing as one of the four key indexes measuring governance and public administration of Viet Nam (SIPAS not shown in Figure 1 below).

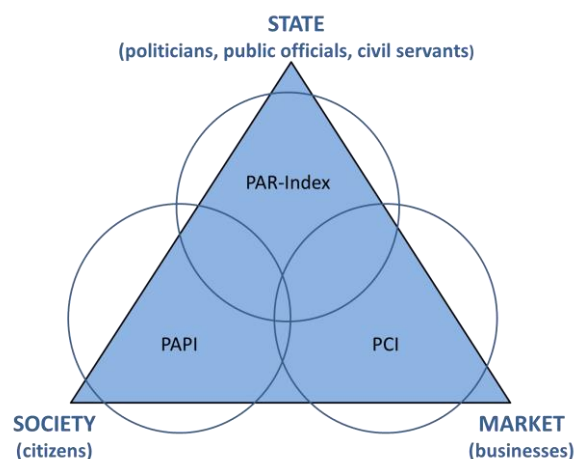


Figure 1 - Three Spheres of Assessment

2. **Made substantial and growing contributions to understanding** good governance and public administration reform among both citizens and government officials in Viet Nam. Some respondents commented that PAPI has created and facilitated a “peaceful evolution” in public awareness. Twenty years ago, people were not aware of their right to voice their concerns

and opinions, but now, their voices on multiple dimensions of assessment concerning public administration agencies are clearly heard. “PAPI is also a ‘forum’ for both citizens to express their interests and concerns and for local governments to hear and understand their citizens. This information sharing then enables local and central governments to effectively work with the people to build an enabling government and a state ‘of the people, for the people, and by the people’”, said Dr Phạm Văn Tân, VUSTA General Secretary.

3. **Facilitated positive pressure for change** in the mindset of governmental agencies and bodies until their own impetus for improved governance developed in response to the needs and assessment of their citizens. It is well observed that the local and national authorities have changed from being indifferent to or disliking the index when it was first launched, to being quite familiar with the index and then finally using its findings to review their course of action and reflect on the local government’s policies and policy implementation procedures so that they might improve in the areas that were found to be deficient. It is now common for provincial leaders to use PAPI on a regular basis to review the impact of their improvement efforts, thus completing the cycle of policy-making, policy-implementation, and policy-monitoring which is needed to continuously promote public administrative reform.
4. **Created and facilitated an evidence-based policy making and monitoring processes** for both governmental bodies and people-elected bodies (National Assembly and Provincial People’s Council). Previously, there was no independent source of rigorous nationwide data on governance, and policies were made simply based on assumptions or on data collected in a low reliability manner by the authorities themselves.
5. **Made reliable data available** for all public debates, to third party institutions who make policy development contribution (CSOs, academic research institutes, policy think tanks), and to the mass media.
6. **Shared lessons learnt with other countries**, including Tunisia, Thailand, Myanmar, Tanzania, Kenya, and Mozambique, all of which have sent delegations to Viet Nam to study PAPI and conducted similar exercises in their respective countries.

Theory of change behind PAPI and the status now

An ambitious but reasonable goal for PAPI looking forward would be that within 15-20 years of PAPI commencement, improved governance and public administration in Viet Nam will be achieved and reflected via higher scores in all 63 provinces across the eight governance dimensions of participation, transparency, vertical accountability, control of corruption, public administrative procedures, public service delivery, e-governance, and environmental governance. Additionally, the central and provincial governments will demonstrate concerted efforts to proactively address any newly emerging governance issues.

The process of this trajectory is as follows:

1. The first ever nationwide sociological survey of Vietnamese citizens’ experiences across eight dimensions of good governance and public administration is conducted in the most scientifically rigorous manner, thus guaranteeing the real voice of citizens is represented. The survey is based upon the assumption that since citizens are the end users of public administrative services and are subject to all key aspects of governance, they are then capable of assessing the performance of governance and public administration occurring locally. This philosophy is also in line with the motto “people know, people discuss and people check” of the state and party of Viet Nam. PAPI affords citizens the opportunity to voice their

opinions, and the further expectation is that citizens will also demand improvement in any indicators that are found to have low scores once these scores are made public.

2. Top provincial leaders are informed of PAPI findings in detail in all dimensions via different channels: (i) independently, (ii) elected bodies, (iii) Provincial Vietnam’s Fatherland Front Committees, (iv) provincial departments, and (v) the media. Public awareness is enhanced via different communication channels publicizing PAPI findings, leading to greater citizen demand for good governance and public administration.

Low and no improvement scores are mostly likely true reflections of citizen sentiment towards their leaders. When leaders receive accurate feedback, they are more likely to understand their accountability to their citizens and the unsustainable nature of increasing public discontent if they do not address the reported public concerns. Leaders will also eventually see that showing improvement will facilitate their promotion or at a minimum help maintain their current position.

3. As a result of increased awareness by all stakeholders noted in items 1 and 2 above, diagnostic workshops are hosted by provinces to understand their areas of low and high performance and make decisions on pathways forward towards improvement. UNDP and HCMA provide technical support for the diagnostic workshops and improvement plans of the provinces. Improvement plans should clearly state the responsibilities of concerned agencies and set clear targets for improvement with a specific M&E framework. All relevant agencies then proceed with implementation.
4. The improved effectiveness in governance, as a result of implementation of the provincial improvement plans, is measured annually via PAPI. The year-on-year progress and improvement in provincial performance inspires respective administrations to continue correcting and improving. Media coverage of the progress and scoring of different provinces also creates competition among provinces which similarly contributes to improved governance in all provinces nationwide.

Table 3: PAPI – A brief timeline of change

2011	2015	2019	2020
<p>PAPI begins</p> <p>Low PAPI awareness.</p> <p>Provincial leaders ask why they have to be concerned about citizen assessments of governance and public administration</p>	<p>Provinces start being aware of and responding to PAPI findings.</p> <p>Some provinces only focus on raising their scores.</p> <p>Some make sincere efforts to address citizen concerns</p> <p>Some ignore PAPI</p>	<p>PAPI confirms its branding as a reliable and independent governance index</p> <p>All provinces have used PAPI to improve its own governance. A few provinces achieve improved scores</p> <p>Central government level starts showing interest in PAPI</p>	<p>All provinces have higher PAPI scores which confirms the improved local governance</p>

Note: From “PAPI 2018: Measuring Citizens’ Experiences, 10 Years of Listening to the Voices of Vietnamese Citizens,” by CECODES, VFF-CRT, RTA, and UNDP, 2018, and respondent interviews.

Assessment of progress towards outputs

Notably, PAPI has already successfully achieved its five targeted outputs in the categories of -

1. Methodology, fieldwork, and report
2. Robust international expertise incorporated into PAPI
3. Policy dialogues with provinces of PAPI dimensional findings
4. PAPI reports disseminated and outreached
5. Good practices identified, analyzed, and advocated

This is a significant accomplishment for which the team deserves high praise. Outputs set forth at the project's inception, including diagnostic workshops for all 63 provinces, were achieved by 2017. The PAPI team and its co-implementing partners have used the remaining and continuing resources to deepen the achievements under each output category, including supporting the development of provincial action plans. To date, only three provinces remain to complete their plans (Cao Bang, Tây Ninh, and Long An). A more detailed explanation of this is found in Annex 6 below. At present, given the already attained success and ongoing multi-dimensional activity occurring in response to annual PAPI findings reports (e.g., provincial diagnostic workshops, provincial level policy and action plan development, political leader trainings, thematic policy discussions, etc.), the PAPI project may consider adding to its output targets.

Assessment of progress towards outcomes

PAPI has been working concertedly since 2009 to achieve its expected outcomes as written in project documents. The early project aims of enabling citizens to benchmark their local government's performance and advocate for improvements along with creating constructive competition and promoting learning among local authorities have all been achieved. A former funding partner representative, Dr. Samuel Walty, succinctly commented that, "PAPI in itself is an exercise in local participation," showing the successful local level engagement created each year by the project. Improved provincial performance across all eight dimensions represents a longer term and more ambitious outcome for PAPI. Although improved performance scores have not been seen in all 63 provinces, those provinces that do show serious commitment in improving typically show positive results after two or three years. Quảng Ninh and Bắc Ninh are typical for this class of dedicated provinces. Even in situations where scores have not improved, "the best thing is the government agencies now realize that they have to accept responsibility for the assessment of their performance by the citizens. So, even some apprehension on the part of leaders can be a good sign compared with the indifferent attitude before", said Mr. Thang Van Phuc, former Vice Minister of Home Affairs.

Together with PCI and the PAR Indexes, PAPI is contributing to better governance in Viet Nam. PAPI's outcomes are also aligned with broader national and international contributing outcomes, including the Sustainable Development Goal 16 (SDG), Priority 8 in Vietnam's 2015-2020 Social and Economic Development Plan (SEDP), and One UN Strategic Plan outcome 4.1.

Key recommendations:

These recommendations are made in order to enhance PAPI effectiveness and impacts and are based on the comments and views of the MTR respondents as well as the independent assessment of the MTR team.

Project implementation

Research Methodology

The MTR team understands that PAPI's research methodology has already received considerable input from both international and national experts over the last ten years which has shaped its development and maintained its high level of quality. The level of intimate knowledge of the methodology among review respondents varied considerably, from very informed to more tangentially, so the following recommendations are suggested to be taken into consideration for further study and potential application:

1. **Expand the sample size** so that inter-province comparisons on specific issues can be more accurately conducted, specifically for topics and questions to which only a small percentage of interviewees can provide and answer;
2. **Share some level of information on questionnaire** design and implementation methodology with local departments that have expressed a wish to study these more closely and replicate the procedures internally with their own surveys. To balance valid concerns over maintaining survey independence and impartiality and the desire of local officials to understand the methodology more deeply, UNDP will need to judge what and how much information can be shared. On a cautionary note, if UNDP does not engage local officials on this issue in some greater way, there is the potential for reduced future participation by provincial leaders or other negative impacts;
3. **Shorten the questionnaire** by eliminating some sub-dimensions that have gathered information in previous years and that are not likely to source different responses in the following years (e.g., questions related to awareness such as if an interviewee knows about a policy or not);
4. **Deepen the sub-dimensions of Participation, Public Services Delivery, and Accountability** to reveal more layers of information. For example, under the dimension of Participation, to understand the election process better, add questions like: Do voters know about candidates before they vote? After voting, do voters follow the candidates and know what they have done for the constituency?
5. **Add new or revise existing sub-dimensions** that capture the hot and newly emerged governance issues to reflect more comprehensively and deeply the existing and pressing issues in the provinces. These four issues are described in detailed above under "PAPI Dimensions and questionnaire," including PPP/BOT (Public services delivery dimension), accountability and control of power (Vertical accountability), "socialization" in healthcare and education (public services delivery), and internal migrant issues (can be addressed via by including immigrants in the sample); and
6. **Consider conducting one or two impartial, independent, in-depth, and thematic studies** of hot emerging issues each year. These thematic studies along with the data collected from the inclusion of these issues in the survey's sub-dimensions, will provide valuable feedback about people's satisfaction with the central and local government's performance.

Co-implementing partners

1. HCMA

- **Consider further enhancing the role of HCMA.** Currently, the HCMA is serving as an organization that supports provincial governments after PAPI's annual report findings are released. HCMA's follow-up support has proved to be effective in initiating and facilitating the buy-in process of local governments. While impartial and independent guidance provided by a foreign entity, which is the case with PAPI since it is funded by international donors and conducted by an international organization like UNDP, is valued and may still indirectly affect decision-making, Vietnamese government agencies do prefer to take advice from their own think tanks if possible; and
- **Realize opportunities with the HCMA to develop PAPI related content** into training methodological curricula for the HCMA since the HCMA is the only institution responsible for training and educating senior politicians, public officials, and potential candidates for senior positions in the government system at both national and local levels. Such an effort will bring significant outcomes, and this very assistance has specifically been requested by HCMA for a 2-3-year implementation period.

2. VFF-CRT

- **Support a formal recognition of VFF's role** with PAPI at the central level via a letter/correspondence acknowledging VFF's activities and responsibilities in PAPI now. Since VFF represents the voice of the people and serves to transmit this voice to the NA via its own report, VFF can promote PAPI more formally in its work;
- **Similarly, the local VFF bodies should be supported** to include PAPI data and findings into their regular reports to the Provincial People's Council and Provincial People's Committee; and
- **UNDP should work with CECODES and VFF-CRT** to continue their survey implementation role, to expand the sample further, taking advantage of high-tech sampling and surveying techniques.

3. CECODES

- Continue its current role in survey implementation;
- Strengthen its institutional capacity and coordination with other national partners within and outside the PAPI consortium;
- Engage proactively in disseminating PAPI findings as a local NGO working in areas of community development and development studies;
- Review the membership of the Advisory Board and seek to include active government officials; and
- Publicize its PAPI related activities on the CECODES website and social media channels.

4. UNDP

- **Assist CECODES-VFF/CRT in reviewing the membership of the Advisory Board** to seek and recruit active government officials who are committed to promoting PAPI's core values. Simultaneously, inactive members can be allowed or invited to retire from the board. Ideally, representatives from the Petition Committee of the National Assembly and from the Ideological Commission of the Central Communist Party of Viet Nam would be helpful to include in the board, particularly for potential advocacy efforts; and

- **Consider recruiting more than one staff** to coordinate this project Given the volume of work involved and diversity of skillsets and knowledge needed to manage the project. In addition to project management, positions could involve specialists with knowledge in governance, research, public policy, and communications.

5. Funding Partners

- **Engage more in policy advocacy and communication activities** of PAPI including sharing and discussing PAPI findings at donor meetings, Vietnam Development Forums, investment-related events, human rights related reviews, media interviews, etc.; and
- **Add a level of international credibility to PAPI** at the local level by participating occasionally in local diagnostic workshops and share relevant international experiences.

Communication and Policy advocacy

1. **A proper communication and policy advocacy component** should be developed in PAPI with clearer expected roles for UNDP, donors, and co-implementing partners;
2. **Bolster inter-provincial learning and sharing** by continuing to document good experiences by provinces in policy and action plan development and implementation and then inviting provinces to share lessons learned and best practices with each other. This will help to further the ongoing acceleration of activity at the provincial level;
3. **Central level:** PAPI should expand and innovate communication activities that share information about PAPI with the National Assembly, the Office of the Government, and the VCP commissions. This centralized outreach will in-turn serve as policy advocacy as well.
 - **National Assembly (NA):** The NA should be seen as one of the most crucial entry points to further influence the central level since the NA delegates are citizen representatives at the national level.
 - i. It is suggested that PAPI implementing partners strengthen their activities with the NA. To that end, PAPI should continue making annual report publications available to NA members.
 - ii. Opportunities should also be sought to re-engage with the Training Center for Elected Representatives which is responsible for training the NA deputies and members of the Provincial People’s Council.
 - iii. Lastly, PAPI should work closely with outspoken, proactive and respectful National Assembly’s deputies who have been considered as vocal and effective in transmitting citizens’ voices in the meetings of National Assembly or via different formal communication channels. Mr Lưu Bình Nhưỡng, the current Vice Chairman of the People’s Petition Committee, is recommended as one trustworthy person to follow up with.
 - **Office of the Government (OOG) and the VCP Commission:**
 - i. There has yet to be any official workshop to disseminate PAPI findings with central level officials. A small dissemination workshop on PAPI with participants from all concerned agencies is recommended to start this channel of communication and policy advocacy.

- ii. Additionally, PAPI should invite representatives from OOG and the Ideological Commission of the Party (Mr Võ Văn Thường) to be in the Advisory Board to help open a direct and consistent line of communication with the central government.
4. **Further diversify communication activities** through social media and knowledgeable and impartial facebookers to discuss issues of PAPI findings;
 5. **Continue ongoing efforts to work with universities** delivering political education such as Ha Noi Law University, University of Ha Noi, etc., in the form of seminars, group discussions, or training material to further enhance PAPI information dissemination;
 6. **Regarding the radar charts** (spiderweb charts) in the annual PAPI publication, for easier comprehension and broader dissemination, consider providing supplemental simplified graphical representations for less technical audiences as is already afforded to provincial leaders. Ideally, all beneficiaries, including village level interviewees, should be able to easily process the report information in at least one of the report versions; and
 7. **Bolster inter-provincial learning and sharing** by continuing to document good experiences by provinces in policy and action plan development and implementation and then inviting provinces to share lessons learned and best practices with each other. This will help to further the ongoing acceleration of activity at the provincial level.

M&E framework to monitor the use of PAPI by provinces

Set-up an M&E system to track policy implementation responses at the provincial level. This type of framework is currently missing in PAPI, and one of the primary goals of a PAPI M&E system will be to establish attribution of policy responses to project activities.

Performance towards PAPI expected outputs and outcomes

Given that all five main output categories and their targets have already been fulfilled along with PAPI's early aims related to competition among provinces, citizen assessments of their local governments' performance, and advocacy for improvement, PAPI may now consider other outputs and outcomes that keep pace with the evolved context and success of the project. The recommendations above of including thematic hot issues in the PAPI research framework and increased policy advocacy may also be considered as expanded outputs and outcomes going forward. In the broader contributing outcome context, PAPI indicators can still be used as a monitoring tool to inform Viet Nam's performance in SDG implementation and the 2021-2030 Socio-Economic Development Strategy implementation and reporting. PAPI can help donors and UNDP to collect data and support these and other development agendas.

Funding

Respondents reaffirm that to ensure the best values of PAPI – independence, impartiality, and neutrality, state funding cannot be an option. It is widely viewed that state funding will most likely compromise the quality and values of PAPI and make it become similar to other indexes initiated by government agencies at both central and provincial levels. It is recommended that:

1. **Secure donor funding for the next five to ten years** (one to two more terms of the government) to maintain PAPI's independence. Ideally, PAPI can attract \$1.3 million to \$1.5 million/year in the coming time to cover the suggested items as pointed out in this MTR and
2. **Gradually explore the transition to** more innovative and distributed citizen and enterprise based fundraising channels. During the next 10 years, the mechanism allowing PAPI to raise funding from public individual donations and private sector actors could very well be established in Viet Nam. Currently, financial resources from individuals to contribute to this kind of activity exist, but there is no mechanism to mobilize the funds yet.

Annex 1: References

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Annex 2: MTR TOR



*Empowered lives.
Resilient nations.*

TERMS OF REFERENCE

Service	A Senior International Expert and a National Expert to conduct the mid-term review of the research project “The Viet Nam Provincial Governance and Public Administration Performance Index (PAPI)”
Duty station:	Vietnam and home-base
Expected Duration	From 10 June to 10 July 2019
Supervision:	The Individual Contractors will work closely with UNDP Viet Nam Programme/Policy Analyst in Governance and Participation. The Individual Contractors will report directly to UNDP Vietnam.

1.

Background

As a low middle-income country, Viet Nam is facing new social, economic and institutional challenges. Policy-makers need to be informed; citizens and the society are empowered; and, an informed/empowered citizen is the one with greater responsibility towards his/her community and country. Citizens, who are both beneficiaries of public policy and end-users of public services, increasingly demand that these public systems be free of bureaucracy and corruption, more transparent and accountable, more responsive to tax-payers’ expectations, more open to critical voices for reforms and improvements, and be able to catch up with societal changes. They also demand the public sector to promote development and equity, public participation in decision-making processes, and citizens’ roles in oversight and monitoring.

To assist Viet Nam in tracking those challenges and suggesting where the country should focus their energy and resources, since 2009, the research project “the Viet Nam Provincial Governance and Public Administration Performance Index (PAPI)” has been commissioned on annual basis by UNDP in Viet Nam together with the Centre for Community Support and Development Studies (CECODES) and different agencies within the Viet Nam Fatherland Front agencies (with the latest VFF partner being the Centre for Research and Training of the Viet Nam Fatherland Front), and the Ho Chi Minh National Academy of Politics (HCMA—which has played a critical role in disseminating PAPI findings to provincial leaders through action-based research and policy advice). The initiative was piloted in three provinces in 2009 and then expanded for larger pilot in 30 selected provinces in 2010. With the success of the pilots, PAPI was for the first time replicated and scaled up to all 63 provinces since 2011 in Viet Nam to be the first ever mass survey on citizens. Since then, the survey has been iterated every year.

Over the first 10 years of its development, PAPI has contributed to large and increasing impacts, and this has inspired the continuation of this important project. The significant impact of PAPI in Viet Nam has helped UNDP secure funding from the Australian Department for Foreign Affairs and Trade (DFAT) and the Embassy of Ireland for the tool to be continued until 2021. PAPI has proven to be largest annual citizen-centric, nationwide policy monitoring tool. Over the first 10 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 past year. In addition, to date, every province has hosted or convened a PAPI diagnostic workshop. Of the nation's 63 provinces, 60 have issued action plans, directives, official letters and/or resolutions to request that local government agencies respond to citizen feedback obtained through PAPI (see the list here). The PAPI reports and data have been used extensively by government agencies, development partners, civil society organizations, the media and researchers. For further information about PAPI, visit www.papi.org.vn/eng and Annex for the snapshot of the PAPI project.

Therefore, 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 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.

As foreseen by the key international donor for PAPI, the Australian Department for Foreign Affairs and Trade (DFAT) and UNDP, a mid-term review needs to take place to assess whether or not the research project is moving in the right direction towards its expected outcomes, to identify the key challenges in achieving the project outcomes and to provide recommendations to meet those challenges. This Terms of Reference is designed to commission a team of one international expert and one national expert to conduct the mid-term review to see to address those purposes.

2. Objectives and Key Finding Questions

The MTR has the following objectives and is expected to address key finding questions as follows:

Objective 1: review of key results of the PAPI research project to date and their contributions to the achievement of the expected project outputs and outcomes

- What are the key results of each expected outcome up-to-date?
- Are there gaps between the current project status and its expected outcomes?
- Are the project's expected outcomes still relevant? If not, what should they be?

Objective 2: assessment of whether the project implementation process ensures the delivery of the expected outcomes and its efficiency

- Is the operation modality of the project helping to achieve results? If not, why and how could it be improved?
- What are the roles and functions of each actor in the consortium of VFF, CECODES, HCMA and UNDP? What has been their performance to date?
- Who are key partners of the project and how do they participate/contribute to the project?
- What possibilities are there to improve the project implementation?

Objective 3: provision of strategic recommendations to the project's key stakeholders (VFF, CECODES, HCMA, UNDP and donors) to ensure sustainable project impacts.

- How should the project improve its performance to generate greater development impact in Viet Nam?
- How can the project be better communicated?
- What should UNDP and partners do to sustain the project's impact?
- What should be done for PAPI to ensure its sustainability from the impartial assessment about the necessity of PAPI?

In a nutshell, based on the findings and analysis of objectives 1 and 2, the mid-term review team shall propose strategic recommendations to the project's key stakeholders. The recommendations should be practical and action-oriented and guide the implementation in the next five or ten years of PAPI development.

3. Expected results of the mid-term review

The expected results of the **mid-term review** are following:

- a briefing of the mid-term review findings and recommendations to the key stakeholders (half-day seminar in Ha Noi, at the UN House, 304 Kim Ma, Ha Noi);
- a final report in English and Vietnamese (max. 25 pages, excluding annexes) including an executive summary (max. 2 pages) with critical and analytical views and clear recommendations
- the mid-term review report should be concise, self-explanatory, and recommendations therein should be constructive and forward-looking.

4. The Mid-Term Review Team

The mid-term review will be conducted by an independent consultant team consisting of one international consultant (team leader) and one national consultant who will undertake the responsibilities and meet the requirements specified below.

4.1. International consultant (team leader)

The main responsibilities of the international consultant (team leader) are:

- Development of an evidence-based review methodology
- Fine-tuning of key review questions
- Organisation of the mid-term review process*
- Allocation of tasks to the national consultant (team member)
- Supervision and guiding of the team member in implementation of specific tasks
- Analysing collected data and information
- Writing and finalising the evaluation report

** To undertake this responsibility, interested applicants need to include logistic costing in their financial proposals*

The team leader should:

- Be a specialist in social studies with strong knowledge of qualitative and quantitative surveys
- Possess excellent knowledge in governance and public administration issues (experience in and knowledge of Vietnam an important advantage)
- Be experienced in project implementation evaluation, project management and project implementation
- Possess excellent interpersonal communication and reporting skills
- Be fluent in English (writing and speaking)

4.2. National consultant

The main responsibilities of the national consultant are:

- Fulfil tasks defined by and work under the supervision of the team leader
- Help the team leader in understanding the Vietnamese situation and context
- Interpret for the team leader in discussion with the Vietnamese partners
- Translate the evaluation report from English into Vietnamese

The national consultant should:

- Be a specialist on governance and public administration reform in Vietnam
- Possess good knowledge of social studies and sociological surveys
- Have proven experience in project management and implementation
- Be fluent English and Vietnamese (writing and speaking)
- Proven good interpersonal communication skills

4.3. Teamwork arrangements

During the evaluation process the consultant team will work independently and self-sufficiently in planning, organizing and delivering the mid-term review outputs.

It will be the sole responsibility of the mid-term review team members to work together and arrange meetings and logistics for the review to be carried out successfully. All logistic costs in the financial proposal by the Team Leader will be used for the whole team's work-related activities in delivering the expected outputs.

UNDP will provide support as specified in Section 7 below.

5. Tentative schedule

The MRT will take place from 10 June to 10 July 2019 with a total number of person-days of 20 for each consultant. It is suggested that the review be conducted for four consecutive weeks as per the schedule below:

Review Process	Number of Days	Expected Outputs	Deadline for Deliverables
Desk-review and refining approaches to the assignment	2 person-days	<ul style="list-style-type: none"> • Detailed implementation plan • Concrete elaborated questions and interview schedules • Initial briefing with UNDP 	<ul style="list-style-type: none"> • 15 June 2019
Interviews with relevant stakeholders	12 person-days	<ul style="list-style-type: none"> • Suggested and expanded sample of informants • Informants met for data and information inputs for the review 	<ul style="list-style-type: none"> • 30 June 2019
Report writing	3 person-days	<ul style="list-style-type: none"> • A briefing note/presentation of initial findings and recommendations to the key stakeholders • A half-day meeting to present the findings and recommendations with relevant stakeholders 	<ul style="list-style-type: none"> • 5 July 2019
Finalizing the mid-term review report	3 person-days	<ul style="list-style-type: none"> • Final report in English and Vietnamese (max. 25 pages, excluding annexes) including an executive summary (max. 2 pages) with critical and analytical views and clear recommendations 	<ul style="list-style-type: none"> • 10 July 2019

6. Contract Payment

UNDP Viet Nam shall reimburse the Individual Contractors upon UNDP's satisfaction with expected deliverables set forth in Section 3 above. The payment shall be on a one-off basis at the end of the contract term by 31 July 2019 at the latest.

7. Support from UNDP and reference documents

UNDP Viet Nam will provide the mid-term review team with the following materials:

- The 2011-2018 PAPI reports (also available at <http://papi.org.vn/eng/documents-and-data-download>);
- Background information about the PAPI (also available at <http://papi.org.vn/eng/faq>);
- An initial list of stakeholders for the team to arrange meetings and interviews;
- Substantive inputs in and quality control of deliverables;
- Office space for meetings and working sessions when needed;
- When requested, arrangement of introduction letters and/or requests for meetings/interviews; and,
- Any other substantive support where deemed appropriate.

8. Provision of monitoring and progress controls

- UNDP Viet Nam shall be responsible for quality control of the deliverables.
- The MRT team members will work under the supervision of the UNDP Viet Nam Policy Analyst who is the PAPI research project manager and team leader.
- The MRT team members will report directly to UNDP Viet Nam.

Annex 3. MTR Work Schedule

Date/Time	Respondent / Agency
Monday 17/6/2019	Ms. Catherine Phương, Deputy Rep, UNDP Ms. Đỗ Thị Thanh Huyền, Programme Analyst, PAPI Ms. Lê Thu Hiền, Programme Analyst, UNDP
Tuesday 18/6/2019	Ms. Kim Anh, Head, Institute of Development and Social Studies IDS HCMC Mr. Phạm Duy Nghĩa, Lecturer, Fullbright Mr. Lê Đăng Trung, CEO Real Time Analytics (RTA) Ms. Lương Minh Ngọc, Director, Isee Dr. Edmund Malesky, UNDP international consultant on governance measurement UNDP
Thursday 20/6/2019	Bac Ninh Provincial People's Committee/ ISER of Bắc Ninh with UNDP Bangladesh Interview with Mr Nguyễn Phương Bắc, Institute of Social and Economic Research
Friday 21/6/2019	Hà Công Long, former Vice Chair, NA Petition Committee, NA Đậu Anh Tuấn, Director, Legal Department, VCCI Dr. Thang Van Phúc, Former MOFA Vice Minister
Monday 24/6/2019	Dr. Tạ Văn Sỹ Director, VFF Dr. Đặng Hoàng Giang, CECODES, Vice Director Dr. Trần Công Chính, Vice Director Mdm. Pham Chi Lan, Former VCCI Vice Chair, VCCI Ms. Caitlin Wiesen, UNDP Rep
Tuesday 25/6/2019	Ms. Phạm Thị Thu Hằng, Department of Public Administration, MOHA Mr. Thanh, Committee of Internal Affairs, Central Communist Party of Viet Nam
Wednesday 26/6/2019	Ambassador Cait Moran Mr. Tô Ngọc Anh, Sustainable Development Advisor, Irish Aid, the Embassy of Ireland Mr. Pham Van Tan, General Secretary of VUSTA
Thursday 27/6/2019	Dr. Bui Phuong Dinh, Director, Institute for Sociology and Development Dr. Dang Thi Anh Tuyet, Deputy Director of Institute for Sociology Dr. Le Van Chien, Director, Institute for Leadership and Public Policy Ho Chi Minh Academy of Politics Mr Phan Chí Thành, Deputy Director, International Cooperation Department, Office of the Government Ms. Đỗ Thùy Dương, Deputy of Ha Noi Delegation to the NA
Friday 28/06/2019	Mr. Nguyễn Việt Cường, Vice Director Mekong Dev Research Institute Dr. Nguyễn Ngọc Anh, CEO, DEPOCEN Dr. Samuel Waeltly, Former SDC Country Director
Monday 1/7/2019	Mr. Justin Baguley, Counsellor, Economic and Development Cooperation, Dr. Cain Roberts, Second Secretary, Economic and Development Cooperation Section Mr. Nguyễn Quang Anh, Senior Trade and Development Manager Embassy Of Australia Mr. Lương Nguyễn An Điền, Reporter, Zing News
Friday 5/7/2019	Seminar with all stakeholders / Collect comments from all stakeholders
Wednesday 10/7/2019	Final report in English to UNDP
Friday 12/7/2019	Final report in Vietnamese to UNDP

Annex 4: Bắc Ninh policy response to PAPI findings

The Provincial People’s Committee has issued Decision, Action plan, Directive to improve PAPIs based on the PAPI findings in which specific responsibility of each department is clearly stated with regards to specific sub-dimensions:

- Decision No 126/KH-UBND dated 22/06/2015 of PPC on improving PAPI results of Bắc Ninh;
- Directive No 05/CT- UBND dated 3/5/2016 of Chairman of PPC on improving PAPI in 2016;
- Directive No 06/CT- UBND dated 28/4/2017 of Chairman of PPC to continue improving PAPI in 2017
- Plan No 177/KH-UBND dated 11/5/2018 of PPC on improving business environment, competitiveness and provincial governance and public administration and maintaining and improving PCI, PAPI, PAR INDEX in 2018
 - Dimension 1: from low during 2011-2015, to 1/63 in 2016
 - Dimension 2: to 2/63 (2017)
 - Dimension 3: to 3/63 (2016)
 - Dimension 4: From low improved to middle ranking
 - Dimension 5 and 6: From low to high ranking

For example, specific dimensions 2 has been addressed as below

<p>Dimension 2: Transparency 2011-2015, Bắc Ninh was always in the group of low score in dimension of transparency In 2016, Bắc Ninh ranked No 1 in this dimension In 2017, Bắc Ninh were among 11 provinces with reduced scored compared with 2016. Sub-dimension of transparency in list of poor households reduced from 2.77 to 2.56 points. Score in Revenues/expenditures of commune/ward and Price frame of land compensation and Masterplan/plan of land use remained. But if comparing the effectiveness of transparency in 2012 and 2017 (the second year in the two consecutive terms 2011-2016 and 2016-2021), Bắc Ninh ranked No 2/63 in term of percentage change in score (increase of 23% which is meaningful in term of statistical meaning).</p>	<ul style="list-style-type: none"> - Publish the administrative procedures, instruct the administrative agencies to publish the procedures at the places receiving citizens - Transparency in revenues/expenditures of the state budget - Promotes oversight role of the District People’s Committee and Communes and the role of mass organizations and the citizens to timely prevent negative actions, hold the cases of violation of public financial management and state assets to account. Continue training to improve the management capacity and financial management capacity for Chairman, accountant and cashier of the commune and strengthen checking and monitoring the financial activities by the communes. - Publish the masterplan/plan of land use and land price frame, publish the investment plan of the projects in the localities and the results of addressing the problems raised by people’s inspection board. Organize the process to collect citizens’ comment to the draft plan of land use as per regulation. Study, explain and provide timely feedback to the comments and publish the land use plan timely for the citizens to know
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Annex 5: PAPI Achievement and Productivity Towards Output Targets - 2018

Output Category	Output	Evidence
Output 1. Methodology, Fieldwork, and Report	1.1 Refined methodology, indicators and data collection approaches	Methodology underwent critical refinement in 2011 and enhancement in 2015. Additional strategies (GIS based sampling) are being considered going forward.
	1.2 Fieldwork in 63 provinces completed with data for analyzing and ranking provinces	Completed since 2011 and ongoing
	1.3 Data cleaning and data entry processed ready for data analysis	<ul style="list-style-type: none"> Achieved annually since 2010 Regular exchanges of emails and ad-hoc meetings describing contextual happenings during fieldwork for projection of possible impact on data quality Prompt advice on refinement of methodology, strengthening of fieldwork procedures and sampling for PAPI
	1.4 Completed report revealing performance statuses of all 63 provinces validated by key national and provincial stakeholders	Achieved annually since 2011
Output 2. Robust International Expertise Incorporated Into PAPI	2.1 International expertise on statistical / Quantitative analysis for annual PAPI	International expert inclusion maintained since commencement of research in 2009
Output 3. Policy Dialogues With Provinces Of PAPI Dimensional Findings	3.1 Strengths and weaknesses in provincial performance by dimension discussed with provinces for PAPI	All 63 provinces have received diagnostic trainings as of 2018
	3.2 Interested provinces informed and aware of their performance levels through in-depth discussions with PAPI research team	<ul style="list-style-type: none"> All 63 provinces have received diagnostic trainings as of 2018 Policy brief presentations on different topics printed to serve different venues for discussions of PAPI findings; provincial profiles for regional and provincial diagnostic workshops Action research missions and policy dialogues in four selected provinces conducted to assess provincial performance and to provide policy advice.

<p>Output 4. PAPI Reports Disseminated And Outreached</p>	<p>4.1 PAPI reports published for dissemination and further policy discussions</p>	<ul style="list-style-type: none"> • 2000 copies of PAPI reports printed for annually (VN/ENG) to meet high demand • 500 copies of the 2015 PAPI reports were requested by, and delivered to, the National Assembly delegates at the first Summer Session of the 2018 National Assembly; • 2017 PAPI reports widely disseminated to the Communist Party (Central Committee for Internal Affairs, the Central Committee for Party Inspection, the Central Committee for Economic Affairs, the Office of the Central Party Committee)
<p>Output 5. Good Practices Identified, Analyzed And Advocated</p>	<p>5.1 Good practices of good performing provinces shared</p>	<ul style="list-style-type: none"> • A series of 31 case studies using PAPI data for action plans and provincial actions • A series of two case studies for review of the initial impact of action plans in An Giang and Phu Yen • A series of 10 in-depth research papers using PAPI data to look into six dimensions of PAPI, gender, control of corruption in the land sector, spot-check mechanisms, and citizen participation in political life and policy making in Viet Nam

Note. From “End of Project Report,” by UNDP Viet Nam Country Office, 2017, and “PAPI 2018: Measuring Citizens’ Experiences, 10 Years of Listening to the Voices of Vietnamese Citizens,” by CECODES, VFF-CRT, RTA, and UNDP, 2018.

Annex 6: Snapshot of PAPI from 2009-2018

Annex 5. Snapshot of PAPI from 2009-2018 (source: 2018 PAPI Annual Progress Report)

PAPI	The Viet Nam Provincial Governance and Public Administration Performance Index		
Aims	<p>PAPI aims to generate information that can improve the performance of local governments in meeting their citizens' needs by:</p> <ul style="list-style-type: none"> (i) enabling citizens to benchmark their local government's performance and advocate for improvement; and (ii) creating constructive competition and promoting learning among local authorities 		
Approach	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 the State and local authorities and supporting the State in establishing a State that is "of the people, by the people and for the people."		
Beneficiaries	<ul style="list-style-type: none"> • Vietnamese citizens • 63 provincial governments (including Provincial Party Committees, People's Committees, and People's Councils) and their district and commune affiliates • Relevant central agencies (the Viet Nam Communist Party, the National Assembly, and the • Government and its ministries) • The media, mass organizations, and civil society organizations • The research community in Viet Nam and abroad • The international community in Viet Nam and abroad 		
What PAPI Measures	<p>Eight dimensions, 28 sub-dimensions, more than 120 indicators, and more than 550 substantive questions about Viet Nam's policy matters covering</p> <ol style="list-style-type: none"> 1. Participation at local levels 2. Transparency in local decision-making 3. Vertical accountability towards citizens 4. Control of corruption in the public sector 5. Public administrative procedures 6. Public service delivery 7. E-Governance (new) 8. Environmental Governance (new) 		
Method	Face-to-face interviews	Duration	45-60 minutes per interview on average
Sampling	International state-of-the-art methodological standards: probability proportional to size (PPS), and random selection		
Where	<p>Across all 63 provinces and municipalities in Viet Nam since 2011, covering</p> <ul style="list-style-type: none"> • 207 districts (including 64 capital districts and PPS-sampled districts) • 414 communes (including district-seated communes and PPS-sampled communes) • 828 villages (including commune-seated villages and PPS-sampled villages) 		
Who	117,363 citizens from all demographic backgrounds since 2009	Samples representative of all ethnicities in Viet Nam since 2010	

	<ul style="list-style-type: none"> • 2018: 14,304 (52.05% women) • 2017: 14,097 (52.6% women) • 2016: 14,063 (54.8% women) • 2015: 13,955 (54.1% women) • 2014: 13,552 (52.9% women) • 2013: 13,892 (52.7% women) • 2012: 13,747 (52.6% women) • 2011: 13,642 (52.9% women) • 2010: 5,568 (30 provinces; 47.5% women) • 2009: 543 (3 provinces; 40.3% women) 	<ul style="list-style-type: none"> • 2018: Kinh 84.54%; Non-Kinh 15.46% • 2017: Kinh 83.5%; Non-Kinh 16.5% • 2016: Kinh 83.7%; Non-Kinh 16.3% • 2015: Kinh 83.9%; Non-Kinh 16.1% • 2014: Kinh 83.9%; Non-Kinh 16.1% • 2013: Kinh 84.6%; Non-Kinh 15.4% • 2012: Kinh 84.4%; Non-Kinh 15.6% • 2011: Kinh 84.5%; Non-Kinh 15.5% • 2010: Kinh 85.0%; Non-Kinh 15.0%
Implementing Partners	<ul style="list-style-type: none"> – United Nations Development Programme (UNDP) – Centre for Community Support and Development Studies (CECODES) – Centre for Research and Training of the Viet Nam Fatherland Front (VFF-CRT) – Ho Chi Minh National Academy of Politics (HCMA) 	
Donors	<ul style="list-style-type: none"> – The Government of Spain (2009-2010) – The Government of Switzerland (2011-2017) – The Government of Australia (2018-2021) – The Government of Ireland (2018) – United Nations Development Programme (2009-2018) 	
Information Gateway	Website: www.papi.org.vn Twitter: @PAPI_Vietnam www.youtube.com/user/PAPIVietNam	Facebook: www.facebook.com/papivn YouTube:

Note. From “End of Project Report,” by UNDP Viet Nam Country Office, 2017, and “PAPI 2018: Measuring Citizens’ Experiences, 10 Years of Listening to the Voices of Vietnamese Citizens,” by CECODES, VFF-CRT, RTA, and UNDP, 2018.