

**Grants for Integrating Governance Statistics into  
National Human Development Reports. Viet Nam  
Submission.**

21 July, 2010

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## List of Abbreviations

CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CECODES	Center for Community Support Development Studies
CMS	Content Management System
GDI	Gender-related Development Index
GEM	Gender Empowerment Measure
HD	Human Development
HDI	Human Development Index
MICS	Multiple Indicator Cluster Surveys
NHDR	National Human Development Report
PAPI	Public Administration Performance Index
PAR	Public Administration Reform
PAT	Policy Advisory Team
VFF	Viet Nam Fatherland Front
VHLSS	Viet Nam Household Living Standards Survey

## **Part One. Viet Nam submission**

### **Aim and expected results:**

The aim of the submission is to enhance the process of identifying and analyzing HD-relevant governance indicators that are also gender sensitive.

The aim would be achieved by the evolution of an existing citizen report card initiative – the Public Administration Performance Index (PAPI).

Expected result: PAPI would be strengthened by means of the development of an interactive online tool. This would help to develop the capacity of the PAPI national programme partners to disseminate, analyze and provide feedback on the governance indicators. This is expected to help achieve a participatory/broad consultative approach in Viet Nam with the potential to strengthen accountability at all levels of government.

### **Who would this proposal benefit?**

The direct beneficiaries would be the co-implementers of PAPI, namely the Center for Community Support Development Studies (CECODES) and the Viet Nam Fatherland Front (VFF).

The indirect beneficiaries would be national data analysts, governance researchers, local governments, and the policy community including in the UNDP system.

### **How would it benefit them?**

The PAPI presents a significant opportunity to institutionalize governance indicators that are HD relevant and also gender sensitive. This grant proposal undertakes to show how this could transpire by means of an interactive web tool. By enabling wider dissemination this could facilitate diagnosis and further development. The PAPI indicators are clearly HD relevant in their present form, and on the basis of this

further development they transfer potential to institutionalize HD governance indicators that are also gender sensitive.

PAPI represents a key element in the objective to institutionalize HD indicators in ways complementary to NHDRs, which have a range of thematic emphases that are less periodically focused on governance. The innovations in this proposal seek to achieve this in a participatory, interactive manner. They undertake to bring this about through strengthening the technical capacity of CECODES / VFF. In Viet Nam, UNDP's engagement of civil society partners is a significant milestone. It would represent an important step forward, on the basis of this grant, to further develop this partnership through a mentoring partnership with a developer of an interactive governance platform.

The resulting portal and interactive components would strengthen the technical capacity of CECODES / VFF to identify and analyze governance indicators. The portal is expected to expand the dissemination of PAPI survey data. This could enhance participatory governance by enabling users to map governance performance indicators within local government areas, and to publish interactive (tailored) live reports as well as pre-generated PAPI reports. Moreover, the application is expected to enable the selection of indicators that are chosen separately by men and women by means of providing comment areas on the site. This constitutes one of four ways in which a governance indicator might be considered gender sensitive.<sup>1</sup> The following section elaborates on this.

### **Matrix showing how existing PAPI indicators could be developed in terms of the grant objectives**

The indicators in the following matrix are currently in use by PAPI. The grant would be used to expand their dissemination and analysis by means of the feedback

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<sup>1</sup> "Users' Guide to Measuring Gender-Sensitive Basic Service Delivery" *ibid.*

mechanisms of an interactive web tool. By consulting with/ inviting responses from women and men via the interactive web tool, it would develop indicators as follows:

- 1) Test, evolve and add to the existing '*gender implicit*' indicators
- 2) Test, evolve and add to the existing '*gender explicit*' indicators
- 3) Identify and test indicators that are '*Separately chosen by women and men*'.

#	Sector	Governance Indicator according to how indicator is gender sensitized			
		Disaggregated by sex	Gender specific	Gender implicit	Separately chosen by women & men
1	Economic			use of One Stop Shop for land use rights	
2	Economic			knowledge that land compensation should equate with market price	
3	Economic			acting on knowledge that local cadres keep part of land compensation	
4	Economic			publish/ disseminate communal budget	
5	Education			Education (averaged years of education)	
6	Education			Quality of primary education compared to 3 years ago	
7	Education			use of One Stop Shop for educ processes	
8	Education			knowledge that primary schooling requires no tuition fee	
9	Education			importance of personal contact to get job as primary teacher	
10	Healthcare		importance of personal contact to get job as nurse in commune clinic		
11	Healthcare			importance of personal contact to get job as staff in commune clinic	
12	Healthcare			have to pay for treatment in district hospital	
13	Healthcare			disseminated info on	

			public support for the poor in obtaining medical insurance
14	Healthcare		quality improvements in services in past 3 yrs
15	Healthcare		knowledge of free medical treatment for children under 6
16	Healthcare	importance of personal contact to get job as nurse in commune clinic	
17	Healthcare	importance of personal contact to get job as nurse in commune clinic	
18	Healthcare		importance of personal contact to get job as staff in commune clinic
19	Healthcare		access to garbage collection service
20	Social protection		have to pay extra to get birth certificate
21	Social protection	perception of personal safety	
22	Social protection		use of One Stop Shop for social welfare
23	Social protection	use of One Stop Shop for marriage cert	
24	Social protection	use of One Stop Shop for birth cert	
25	Social protection		knowledge of poverty threshold
26	Social Protection		use of One Stop Shop for ID cards
27	Accountability		disseminate Cong Bao (gazette)
28	Accountability		updating the list of poor households
29	Accountability		accuracy of list of poor households
30	Participation		Participation capacity (follows the news at least few times per week, if not daily)
31	Participation		Participation capacity (interest in local politics)
32	Participation		met with district officials in past 3 yrs
33	Participation		met with commune mass organization in

		past 3 yrs
34	Participation	contribution to public good
35	Participation	monitoring projects
36	Participation	knowledge about Anti-Corruption Law
37	Participation	knowledge about existence of One Stop Shop on commune
38	Participation	quality improvement in admin procedures over 3 yrs

## Importance of gender-sensitive governance indicators in Viet Nam

Table 1. shows the Gender indices of Viet Nam year-on-year for the period 1995 through 2008.

**Table 1. Statistics of GDI, GGI indicators of Vietnam year on year**

Year	GDI	GGI	Comment
1995	0.559		GDI ranking 120/174 countries
1999	0.680		
2000	0.687		
2001	0.687		
2002	0.689		
2003	0.702		
2005	0.732		GDI ranking 91 out of 177 countries
2006			
2007	0.732	0.689	GDI ranking 42nd out of 128 countries, GDI is at medium level,
2008	0.732	0.678	GGI ranking 68th out of 128 countries GEM is at medium level, GDI ranking 105th out of 177 countries

Source: The global gap index Report 2007, 2008 –UN; The Human Development Report 2007/2008  
[http://hdrstats.undp.org/countries/data\\_sheets/cty\\_ds\\_VNM.html](http://hdrstats.undp.org/countries/data_sheets/cty_ds_VNM.html)

When these statistics are examined, emergent disparities between women and men are seen, which can be expected to accelerate in severity as the country experiences further rapid economic growth. As one example of the disparities, the number of illiterate women living in remote regions is now double that of men. There is a similar alarming sex disparity in the high dropout rates among people in remote,

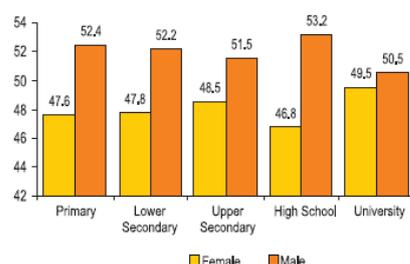
isolated areas: girls are overly-represented in these statistics.<sup>2</sup> The quantitative improvements that Viet Nam has achieved in human development indicators – school enrolment, longer lives, etc. – are impressive. At the same time, they do not uncover the intensity of deprivations that different persons experience in Viet Nam. Some of these disparities can be glimpsed in the following four sets of education statistics:

**Table 2. Gender parity index in tertiary level enrolment in Viet Nam**

Gender Parity Index in tertiary level enrolment	
Ratio - Total - 2001	
Area Name	Data Value
Viet Nam	0.74

Source: MDG 2009 Country Data

**Figure 1. Proportions of female and male students present at each education levels 2003-4 (%)**



Source: MDG Report 2005

The consequences of disparities for human development are reported in the 2003 MDG Report for Viet Nam, and they include the following:<sup>3</sup>

- Mothers who completed upper secondary school have nearly five times lower infant mortality than mothers who never attended formal education.
- Girls still represented a disproportionate share of drop-outs
- At provincial level, the weakest 12 provinces reported average female literacy rates of some 82%, compared to 97.5% for the top provinces.

Some of the quality and access disparities that occur in the health and social protection sectors include the following. Women in impoverished households

<sup>2</sup> <http://www.actionaid.org.vn/Web/News.aspx?zoneid=11&subzone=29&lang=en-US>

<sup>3</sup> 2005 MDG Report for Viet Nam

(typically minority populations in Viet Nam) are choosing to not use formally trained medical practitioners for birthing support services.

**Table 3. Antenatal care coverage for at least 4 visits**

Percent - Female 15-49 yr - 2002	
Area Name	Data Value
Viet Nam	29.30

Source DevInfo 6.0. UNSD\_MDG\_2009 Country Data

In the dimension of social protection, women are under-represented in social insurance coverage, which has begun to be especially problematic for urban migrant populations. This is shown in the following table.

**Table 4. Number of people participating in social insurance by sex (2000-2008)**

Year	Total	Men	Women	GGI
2000	4100.000	51.24	48.76	0.95
2001	4400.000	51.28	48.62	0.95
2002	4800.000	51.46	48.54	0.94
2003	5240.000	51.58	48.42	0.94
2006	6,746,553	3,481,221	3,265,332	0.94
2007	8,179,001	4,302,155	3,876,846	0.90
2008	<b>8,527,066</b>	Unknown	Unknown	

Source: Report of Vietnam Social Insurance year on year

More generally, the explanations for gender disparities in access to basic social services in Viet Nam are a mix of economic and service quality issues. However, it is possible to pinpoint as a key risk the lack of participatory opportunities. Clearly, this is a significant governance issue which this proposal will develop in the next section, and is the test of its level of innovation.

## Alignment with the Governance policy framework

In 1998, partly in response to the escalating dissatisfaction of citizens (especially farmers) over too little participation and transparency in local governance, the Government of Viet Nam issued Decree 29/1998/ND-CP. The decree set out regulations on the implementation of democracy at commune level.

The decree defines areas of policy where local people must be kept informed, including administrative procedures and budget planning and spending. It also outlines areas where local citizens should discuss and comment on government decisions before they are made. The inference can be made that the intent of the decree is to create the conditions necessary to enhance not only people's participation, but also more open, inclusive and responsive public administrations at the local level.

In practice, the decree has provided mechanisms to enable citizens to exercise their rights to be informed of government activities that affect their lives, to discuss and contribute to the formulation of local public policies, to participate in local development activities and to supervise certain local government actions.

Subsequent to the decree, Viet Nam introduced the Public Administration Reform (PAR) Master Plan (MP) in 2001. This PAR-MP has achieved some progress. However, important shortcomings still remain. This includes weak and unsystematic monitoring mechanisms to assess public administration performance, including the absence of instruments to gauge the quality of public administration and public services.

In 2002, the National Assembly passed major amendments to the "Law on Laws." One key amendment required that all regulations be published for 15 days in the Official Gazette before coming into effect. In 2004, the National Assembly approved a new "Law on Local Laws," which for the first time laid out requirements for publishing local regulations. In its initial years of implementation, the number of laws

and regulations published in Vietnam's Official Gazette each year increased from 4,200 in 2002 to 16,510 in the first nine months of 2004. Moreover, many more draft laws and regulations are now posted for public comment.<sup>4</sup>

There remains an urgent need for feedback and transmission mechanisms from citizens on the quality of public services and the impact on people's development needs. Associated with this need is another requirement for a diagnostic instrument to ensure effective implementation of government decision and improvement of service delivery.

### **Public Administration Performance Index (PAPI)**

Addressing the need for citizen-based feedback and transmission, the Policy Advisory Team (PAT) in UNDP Viet Nam has developed the Public Administration Performance Index (PAPI). It is a policy instrument designed to measure the standards of provincial level's public administration and public services performance from the perspective of end-users, and thus measure governance and public administration for human development. The purpose of PAPI is to contribute to narrowing a widening gap between policy and practice, which is identified in the book "Reforming Public Administration in Vietnam: Current Situation and Recommendations".<sup>5</sup>

A pilot project using the PAPI has been conducted in 2009, and there will be an analysis of the results in the forthcoming 2010 NHDR. In important next steps for PAPI, the roll-out in 30 provinces of Viet Nam is beginning in Q3 2010.

The selection of PAPI indicators has been based on the principle of identifying which variables best differentiate those who feel they have received benefit as opposed to those who have not or were uncertain. The results suggest that mutual benefit is a

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<sup>4</sup> [http://www.usaid.gov/stories/vietnam/cs\\_vn\\_transparency.html](http://www.usaid.gov/stories/vietnam/cs_vn_transparency.html)

<sup>5</sup> jointly published by UNDP, Viet Nam Fatherland Front, and CECODES in 2009.

stand-alone indicator of programmatic success. Moreover, perceptions of benefit appear to be linked to respondent evaluations of the relationship that they have with an organization.

In addition to measuring the level of citizens' own experience in participation in the policy making process, its implementation and oversight, PAPI looks into different dimensions of citizens' accessibility to public services including health care and education.

While the review of the Viet Nam PAR Master Programme 2001-2010 looks more at the supply side (institutions), PAPI will provide snapshots of what the public administration system in Viet Nam has or has not done for their end-users, who too often have been absent in policy implementation reviews. The PAPI will ultimately support the objectives of the national PAR Master Programme 2011 – 2020 in ways that include the following:

- Provides public officials / and service providers with a tool to track performance
- Monitoring creates incentives for competition: provinces will want to attract investment and be ranked as best managed, therefore strong incentives for reform will follow.
- Enables evidence-based policy making, further empowering reformists and technocrats as well as citizens.
- Raises the voices of the people: officials / providers can learn about citizen's preferences, frustrations and recommendations.
- Empowers people through being heard, and through being consulted on research design, findings and survey results.
- Disseminates data for social scientists to perform various related researches that take the PAPI initiative forward and secures value as a time-series instrument.

Significantly, in terms of PAPI's active exploration of online participatory governance tools, in Q2 2010 the project added a participatory online survey module focused on users perceptions of governance performance. [www.hienkecchc.vn](http://www.hienkecchc.vn) The following screenshot shows a segment.

Figure 2. Screen shot of PAPI online questionnaire

In the past 10 years, the Government has taken several measures to implement administrative reforms to improve the quality of administrative services and public services. Below is a table sociological surveys to consult people about the quality of services and administrative procedures by state agencies to local implementation. These comments will be used in evaluating the process of reviewing the implementation of administrative reform program of the Government's past time and direction for the coming time. Invite Mr. / Ms contribute comments.

**1. The level of satisfaction of Mr. / Ms on the results of administrative reform in the locality where he / she is living and working**

He / she go to points on the satisfaction of Mr. / Ms in a scale from 0 to 100 where 0 = less happy one, and 100 = most satisfied

0	10	20	30	40	50	60	70	80	90	100	No comments
<input type="radio"/>	<input type="text"/>										

## 2010 National Human Development Report and Governance

The 2010 NHDR Report is on governance. The analysis is focused on specific reforms needed to make public spending more effective and equitable in provisioning social services.

The main policy message is that what matters is not just the level of social spending relative to GDP, and total government expenditure, and rate of growth of public social spending over time, but also the overall responsiveness and efficacy of public programs. The report asks, in short, *what kind of bottom-up system is needed?*

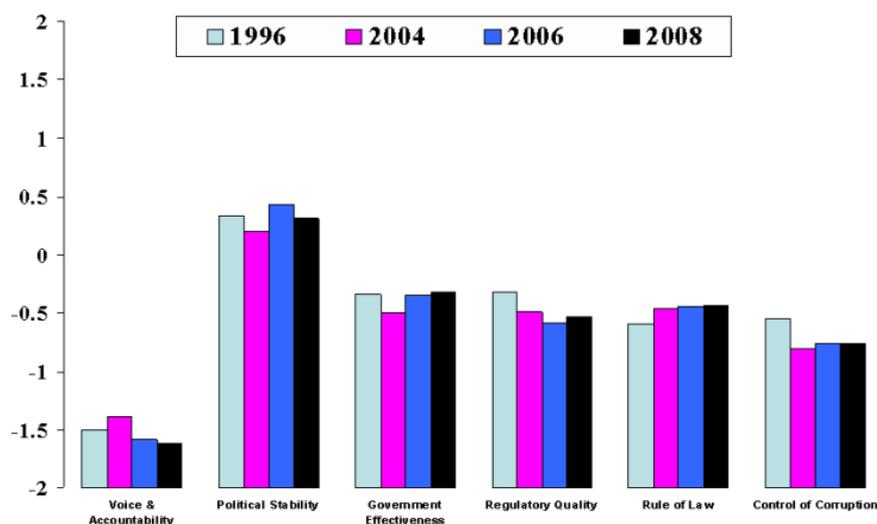
The lens for analysis is one that draws connecting lines between Vietnamese people as agents of development as well as beneficiaries of social service provisioning. The contexts for this analysis include Viet Nam's transition to a higher value (innovation) economy, and the changing environments of their workplaces and households. The latter context highlights the importance of the institutions that help shape these domains – in the varying and different ways that they provide and constrain opportunities for women and men.

## Part Two. Level of innovation

### Country Context

The conceptual linkage between governance and human development in Viet Nam's transition to high HD status is largely about the necessity of a shift in the relationship between service providers and their clientele – towards more interactions with each other. A more vital, knowledgeable and materially flourishing citizenry demands inclusion and participation in public decision-making; and in doing so, they tend to encounter stiff resistance in the form of entrenched institutional behaviors.

Figure 3. Viet Nam's Governance scores 1996-2008



Source: Worldwide Governance Indicators, WGI (2008)<sup>6</sup>

Fig. 1 shows signs of behaviour that is inadequately-fitted to the purpose of modern institutions. In assessing 'progress', the indicator of *government effectiveness* is a proxy for public administration performance. The clear implication is that PAR in Viet Nam is currently experiencing a 'dormant phase'. Moreover, despite PAR having

<sup>6</sup> Reproduced from UNDP 2010. Report on the Pilot Project. "Towards a Public Administration Performance Index (PAPI) at the Provincial Level in Viet Nam"

been a key priority for the Government, the implementation shows stagnation.<sup>7</sup> The hypothesis currently investigated in Working papers for the 2010 NHDR is that the underlying cause of stagnation in PAR is a lack of institutional / organizational responsiveness, which, in turn, causes ineffective distribution of social services to groupings who most need them, including women.

## **Terms of Reference for developing technical capacity to identify governance indicators by means of the interactive web tool**

### **Expected outcomes:**

CECODES / VFF in consultation with UNDP Viet Nam to procure Developer for the following purposes:

- to create and administer hosting account on our servers
- Register and administer domain name for the project
- Deploy and customize open-source (Drupal) CMS framework

### **Capacity development activities**

CECODES / VFF in consultation with UNDP Viet Nam to engage in the following capacity development activities under the mentorship of the Developer, for the following purposes:

### **Data component**

- To identify data requirements and provide recommendations
- to provide formalized data workflow and data delivery templates
- to create Drupal content types, taxonomies, views etc. for data component
- to import initial dataset and develop initial views (Reports) and to review them
- to customize and finalize Reports based on CECODES feedback
- Developer to provide additional Content Management System (CMS) training and support (including CECODES requests) whenever required as part of the ongoing support package.

### **Timeline**

Stage 1 - CMS framework + default themeing  
Stage 2 (optional) - customized themeing  
Stage 3 - CMS development, refinement, testing  
Stage 4 - Site finalization and live date  
Stage 5 - Final refinements based on feedback  
The process will extend over a 3 month period.

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<sup>7</sup> 2010 NHDR will be launched in Q4 2010

## Indicative Budget

### Stage 1 - Initial development

<b>Website</b>	<b>US\$3000.00</b>
Create and administer hosting account on our servers Register and administer domain name for the project Deploy and customize Drupal CMS framework	
<b>Data component</b>	<b>US\$4000.00</b>
Consult on data requirements and provide recommendations Provide formalized data workflow and data delivery templates Create Drupal content types, taxonomies, views etc. for data component Import initial dataset and develop initial views (Reports) for client review Customize and finalize Reports based on client feedback	
<b>Sub-total</b>	<b>US\$7000.00</b>

### Stage 2 - Ongoing support package

<b>Ongoing support package</b>	<b>US\$50pm = US\$600pa</b>
Ongoing hosting and domain name management System and site maintenance Automated data and file backups First hour per month of direct client support  The support package is no obligation, open-ended, and negotiable (estimate):	<b>US\$6000</b>
<b>Additional support to CECODES</b>	<b>170 hours @US\$100.00 per hour</b>
Additional training, support, maintenance, and development work over a period of 2-3 months	<b>US\$24,000.00</b>
<b>Additional components</b>	<b>by request / as quoted</b>
New site features and large-scale changes can be quoted and briefed in advance, estimate	<b>US\$3000.00</b>
<b>Sub-total</b>	<b>US\$33,000</b>
<b>TOTAL</b>	<b>US\$40,000.00</b>

## Appendix 1. Selected screenshot of current PAPI Interactive Governance initiative<sup>8</sup>

**3. Burdensome administrative procedures ONE - From work experience of administrative procedures by themselves, would He / She said that administrative procedures are the procedures below troublesome Japan? (Choose a plan)**

- Marriage registration
- Birth Procedures
- Death Procedures
- Procedures for registration of
- Procedures to prove the people's
- Procedures for business registration
- Procedures relating to certificates of land use rights
- Procedures related to land tax
- Procedures related to complaints and denunciations
- Procedures for registration of motor
- Procedures for State notaries
- Procedures relating to issuance of building permits
- Procedures for granting passports
- Procedures related to social insurance
- Procedures related to applying for social
- Other procedures - Please specify

★ City where he / she do the administrative procedures that most troubles

★ Agency / unit where he / she do the administrative procedures that the most troublesome

★ The experience of Mr. / Ms when administrative procedures that the most troublesome (max 1000 characters)

★ Proposal of Mr. / Mrs. improve administrative procedures that most troubles (max 1000 characters)

(Also 1000 characters)

**4. Administrative procedures for the most favorable - From work experience of the administrative procedure itself, would He / She said the administrative procedures of the following is the most convenient procedure? (Choose a plan)**

- Marriage registration
- Birth Procedures
- Death Procedures
- Procedures for registration of
- Procedures to prove the people's
- Procedures for business registration
- Procedures relating to certificates of land use rights
- Procedures related to land tax
- Procedures related to complaints and denunciations
- Procedures for registration of motor
- Procedures for State notaries
- Procedures relating to issuance of building permits
- Procedures for granting passports
- Procedures related to social insurance
- Procedures related to applying for social
- Other procedures - Please specify

<sup>8</sup> <http://www.hienkechc.vn/> note that translation from Vietnamese is generated by browser and is thus generic

## Appendix 2. Screenshots of interactive governance projects similar to the proposed initiative<sup>9</sup>

Figure 4. Screenshot of Live Report in same interactive project the Developer has done

Home About Us CIV Partners Wellbeing Reports Contact Us Useful Links

Welcome  
About us  
Wellbeing Reports  
Measuring Wellbeing  
Contact Us  
CIV Partners  
CIV Staff  
McCaughey Centre  
Newsletters  
Site Map  
Useful Links

### Submit Live Report

**It is easy to create a Live Report - just fill in the form below!**

Live Reports are customised presentations of CIV wellbeing data that can be created, shared, and exported. Each Live Report shows data for a selection of locations and indicators:

- the locations can be any combination of state, region, or Local Government Area choices (select at least one location)
- the indicators can be selected from a range of domains and policy areas

You can select multiple items in any box by using Shift-Click (PC or Mac) or Ctrl-Click (PC) or Apple-Click (Mac). You can also choose a Local Government Area and Wellbeing Measure to appear as Spotlight sections in your Live Report. CIV is all about community! You can Share your Live Report so it will (when approved by CIV) appear in the public Report Library.

Report Title: \*

**Choose Locations and Indicators**

LGA:

Regions:

Zones:  
Zones, Regions, LGAs and Indicators are all multiple choice: to choose a single item, simply click on it. You can also Shift-click to choose multiple items (PC or Mac) and Ctrl-click (PC) or Apple-click (Mac) to add individual items to your selection.

Indicators:  
Self-Reported Health  
Subjective Wellbeing  
Life Expectancy  
Feeling Part of the Community  
Social Support

Measure Spotlight:  
Choose a Measure... your choice will be presented as a Spotlight section within the Report, showing all of the available data for the selected Measure, including any extra rows showing previous years or other variations.

If you think your Live Report might be of interest to other visitors, tick this box to submit your Live Report to be shared in the Report Library (subject to site administrator approval, usually within a week). This will also enable you to view this Live Report again, however don't worry if it doesn't get listed - you can easily create a new Live Report showing the same data!

Shared

**3 0 0 1 2 8** Created by [JadePress](#) Academic Content Management - based on Drupal - in collaboration with CIV - design by [Penny Harris](#) and [Lara Cameron](#)

<sup>9</sup> <http://www.communityindicators.net.au/node/add/report>