Pilot - Towards a Public Administration Performance Index (PAPI) at Provincial Level

The **Perception** of Citizens

Hanoi, Jan 2010 VFF / CECODES / UNDP

Contents / Structure of Presentation

- Background – setting the context!
  - One UN context
  - Viet Nam's transition
- What is PAPI?
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- Pilot Methodology
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- Next Steps

ONE UN PLAN

▸ **Outcome 4: The principles of accountability, transparency, participation and rule of law are integrated into Viet Nam's representative, administrative, judicial and legal systems**

  ▸ Public administration reform process further expanded and deepened at the central and local levels

  ▸ Enhanced public service delivery

  ▸ Supported anti-corruption efforts

  ▸ Increased transparency and accountability

▸ In the spirit of moving the UN towards evidence-based policy work
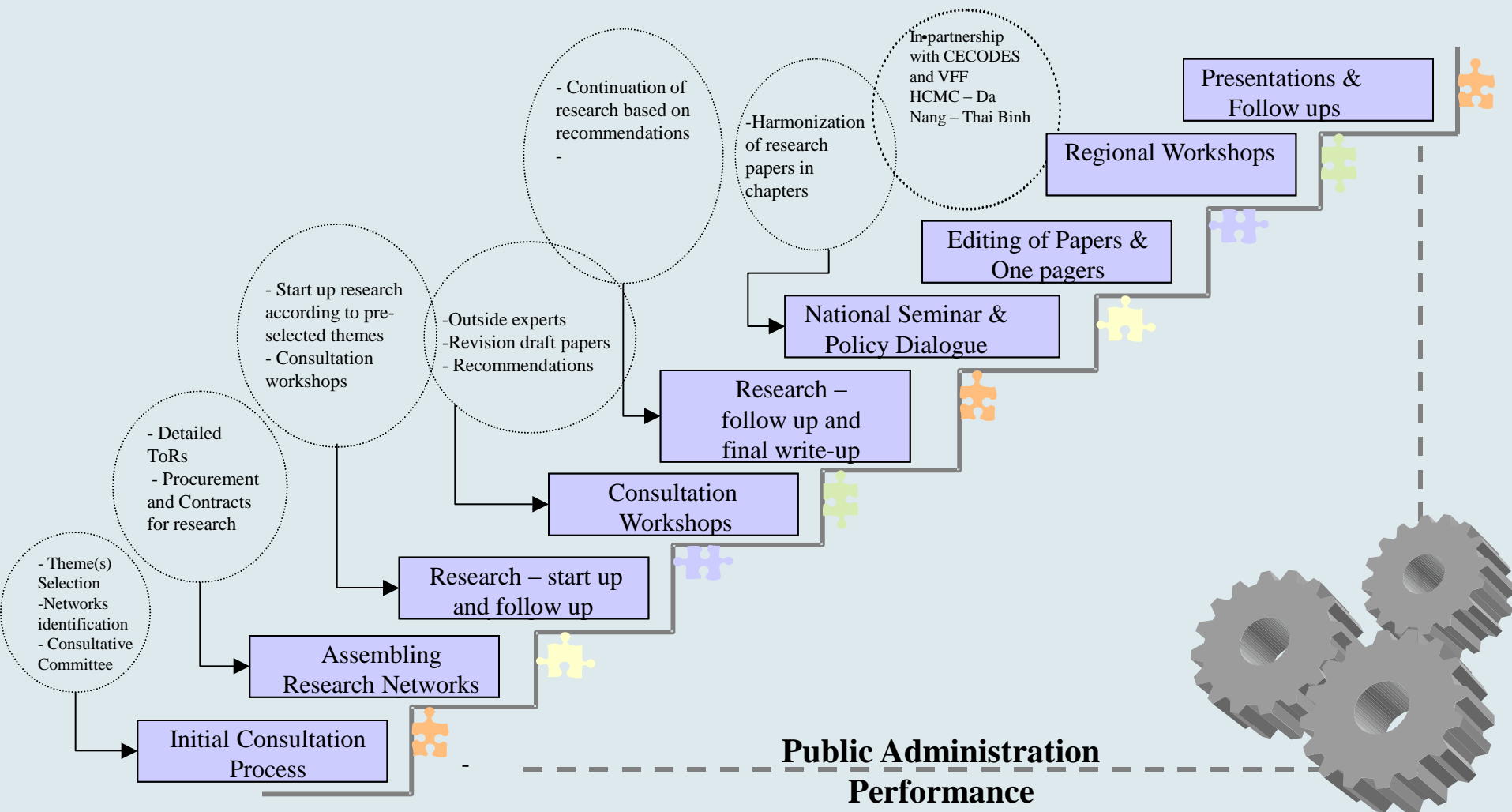
  ▸ Policy research and analysis

▸

Policy dialogue through research and evidence-based

- Looking forward to new development stage
    - *Public Sector implications as middle-income country*

- At new income-levels, greater need for instruments that provide a detailed images of PAR process and evolution
    - PAR in Viet Nam has provided mixed results and proven to be a tension-ridden process. It has proven to be an ambitious programme of government reform, a political strategy by the Party and State officials and an unavoidable high-risk key area for donor support.

- Monitoring PAR challenges is key to detect change
    - But also, need to have a substantive understanding of its causes, incentives and policy directions

A thorough process of research and policy dialogue

- Continuation of research based on recommendations
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In•partnership with CECODES and VFF HCMC – Da Nang – Thai Binh

-Harmonization of research papers in chapters

- Start up research according to pre-selected themes
- Consultation workshops

-Outside experts
-Revision draft papers
- Recommendations

- Detailed ToRs
 - Procurement and Contracts for research

- Theme(s) Selection
-Networks identification
- Consultative Committee

Presentations & Follow ups

Regional Workshops

Editing of Papers & One pagers

National Seminar & Policy Dialogue

Research – follow up and final write-up

Consultation Workshops

Research – start up and follow up

Assembling Research Networks

Initial Consultation Process

-

Public Administration Performance

"Reforming Public Administration in Viet Nam:
Current Situation and Some Recommendations"

▸ "… the challenge for the next stage of public administration reforms in Viet Nam is to move towards modernizing the public sector by strengthening the public sector's responsibilities in implementation of policies and ***ensuring a more active monitoring role for non-State actors in the evaluation of public administration performance***" page 40.
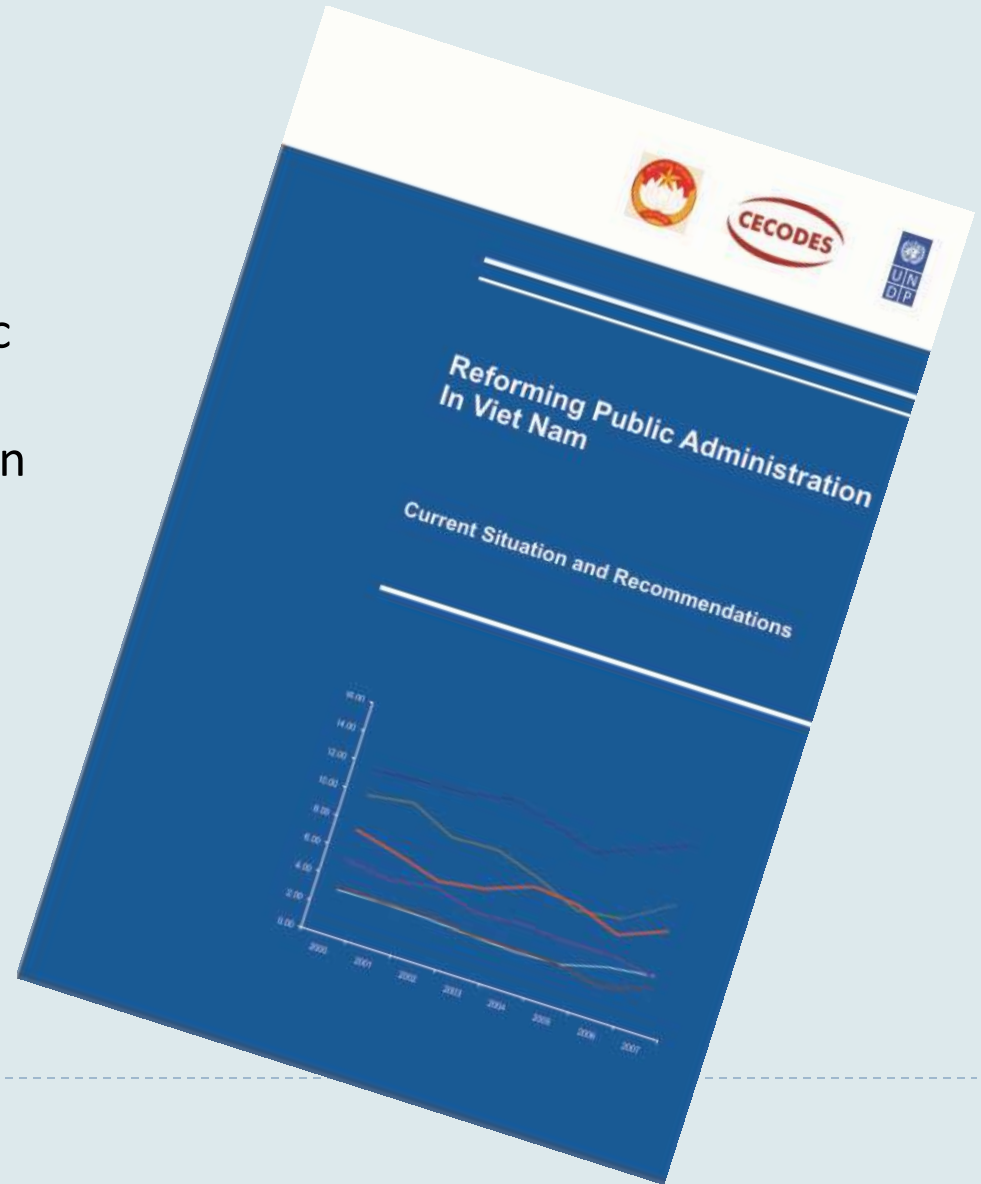
What is PAPI?

▸ A Public Administration Performance Index

  ▸ A diagnostics tool that collects evidence and data at provincial level but can aggregate at national level

  ▸ A social feedback mechanism that supports people's views/perceptions

  ▸ A policy instrument able to gauge the opinions of users of public administrative services regarding the levels of satisfaction, effectiveness and efficiency of the public administration at the provincial level

▸ PAPI is about the perception of users of public administrative services

  ▸ In parallel with the Provincial Competitiveness Index (PCI) which is about the views of the business sector

▸ It is NOT a citizens report card nor a social audit

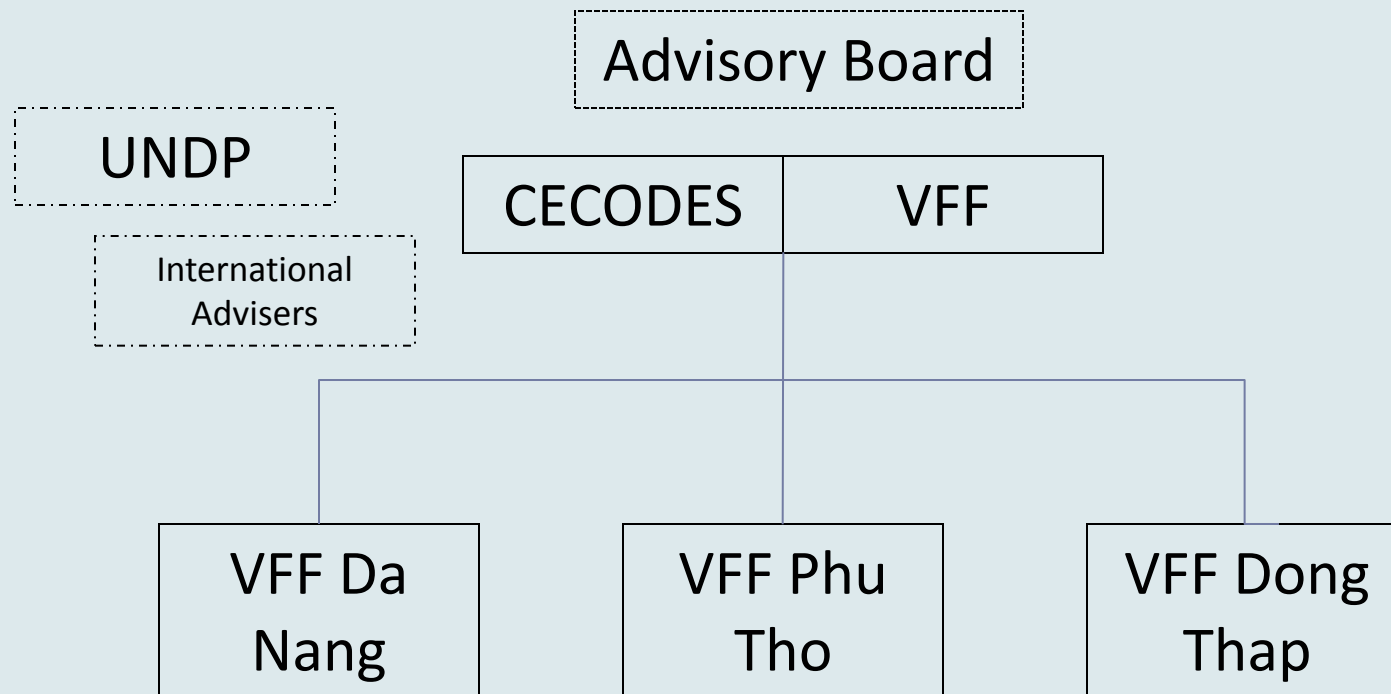▸ **Pilot** carried out in 2009: Phu Tho, Da Nang and Dong Thap

... What is PAPI?

▸ Powerful diagnostics instrument that in the long-term will support the objectives of the national PAR Master Programme 2011 – 2020 in different ways , including:

- ▸ Public officials / authorities are provided with a tool for monitoring performance in provision of public administrative services

- ▸ Evidence-based policy making: technocratic data empowers official reformists and technocrats

- ▸ Monitoring creates incentives for competition → reform will follow

- ▸ The voice of the people is raised: public officials / authorities can learn about citizen's preferences, frustrations and recommendations

- ▸ By way of having discussions on research findings and survey results with the provinces, people will be empowered and given the sense that they are listened

- ▸ Data available from such nation-wide undertaking will be a gold mine for social scientists to perform various related researches

- ▸ Data also available for UN and donor community: supports planning and analysis

Pilot Stage: Project Structure

Advisory Board

UNDP

CECODES | VFF

International Advisers

VFF Da Nang

VFF Phu Tho

VFF Dong Thap

Pilot Structure – Advisory Boards

NATIONAL ADVISORY BOARDS

▸ Leads, guides and monitors implementation

▸ Ensures consistency and usefulness of information

▸ Diversity of representation, renown expertise and commitment to development and PAR

  ▸ Dr. Thang Van Phuc, Former Vice-Minister, MoHA; Vice-Chairman, National Program for Key S&T (KX 10)

  ▸ Mr. Tran Ngoc Nhan, Former Head, Department of Law and Democracy and Member of Central Committee, VFF

  ▸ Dr. Pham Chi Lan, Former Vice-Director of Vietnam Chamber of Commerce and Industries (VCCI)

  ▸ Dr. Dinh Duy Hoa, Director, PAR Department, MoHA

  ▸ Prof. Pham Duy Nghia, Faculty of Law, Vietnam National University

INTERNATIONAL EXPERTISE

▸ UNDP's in-house expertise

▸ Compliance with international standards

▸ Guidance and methodological advice

  ▸ Dr. Edmund J. Malesky, Assistant Professor, Graduate School of International Relations and Pacific Studies, University of California, San Diego

  ▸ Dr. Pierre F. Landry, Associate Professor of Political Science, Yale University

 ▸ Dr. Daniel Kaufman, Senior Fellow, Global Economy and Development, Brookings Institution

Pilot Methodology – Scope of the Index

▶ 3 major policy areas

- ▶ Policy Making
- ▶ Policy Implementation
- ▶ Public Services

▶ 6 key dimensions of Public Administration

- ▶ D1. Participation (of citizens)
- ▶ D2. Transparency
- ▶ D3. Accountability
- ▶ D4. Anti-Corruption
- ▶ D5. Administrative procedures
- ▶ D6. Public services

▶ Mutually reinforcing processes in policy cycle

▶ Each Dimension consists of a set of indicators. The indicators may again be formed by several questions

Pilot Methodology – Sampling Strategy
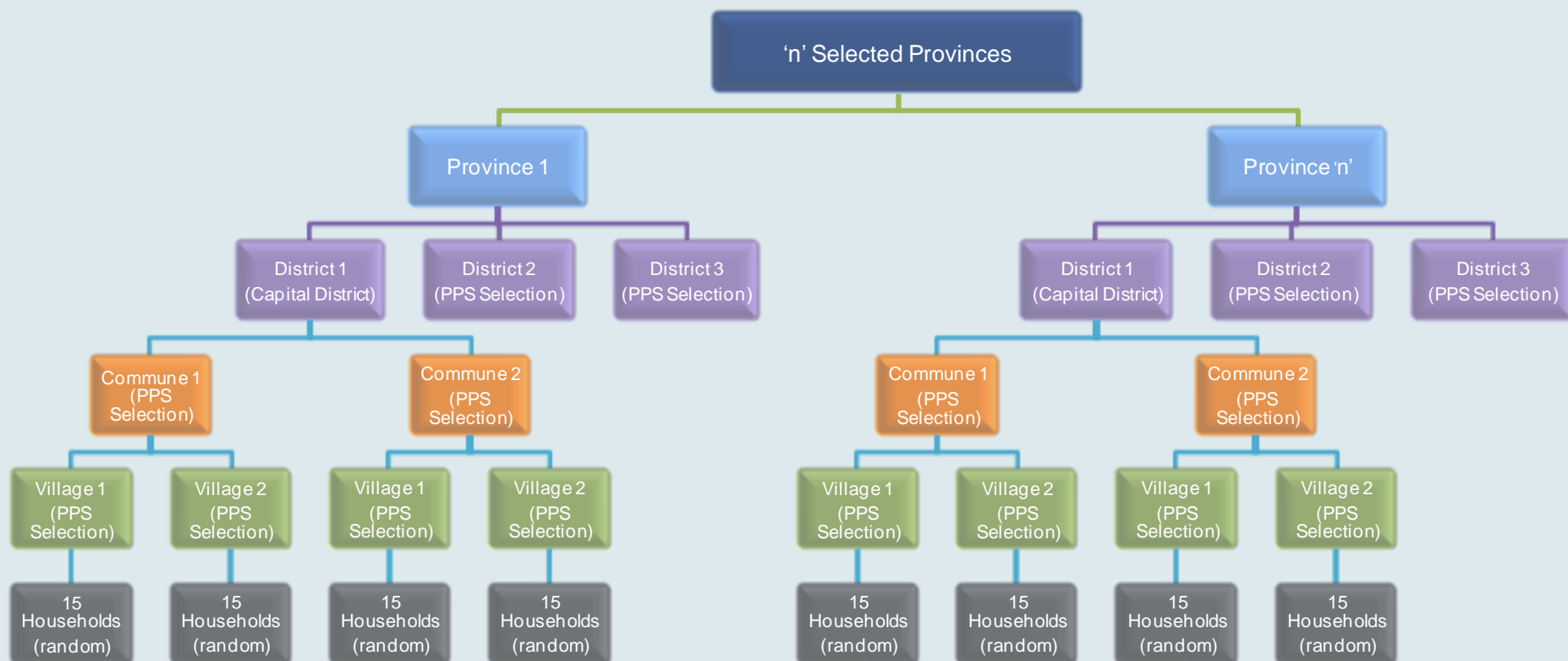
Pilot Implementation in 2009

▸ May – July: Detailing the concept and producing the questionnaire

▸ July – Oct: Field work (3 provinces - 540 respondents) and data processing

▸ Oct – Nov: seminars in 3 provinces discussing results with provincial leaders and mass organizations

▸ Nov - Dec: Reporting, Wrap-up and Recommendations

▸

Feedback

▸ The collaboration framework VFF-CECODES proved to be robust: support from provincial down to village level, *no intervention encountered*

▸ VFF instrumental given its increasingly discussed "social feedback" role

▸ Concept welcomed, accepted and found useful by the provinces; constructive critics but no refusal or resistance

  ▸ "PAPI results are valuable inputs for the provincial Party Congress towards the National Party Congress in 2011"

  ▸ "Good and timely source of inputs for PAR MP review in 2010 and for the design of the programme 2011 – 2020"

▸ Pilot provinces expressed commitment in participating in the roll-outs

▸

Some Lessons Learned from **pilot**

▸ Long lead time for field work preparation to be planned due to elaborated sampling process

▸ Care and monitoring of respondent selection required

▸ Political sensibility and diplomacy necessary

▸ Collaboration with top management of provincial VFF works best

▸ Methodology: some indicators and questions to be revised to capture better people's views and experiences

▸

Next Steps

▸ Objective: Rolling out in 30 provinces in 2010 and full scale (i.e. 63 provinces) in 2011

▸ Project infrastructure robust to go through a short implementation period – including a stronger and wider advisory board

  ▸ Questionnaire revision (based on pilot's experiences) and focus groups – March – May 2010

  ▸ Fieldwork 30 provinces (5400 respondents)–June–August 2010

  ▸ Data analysis – September 2010

  ▸ Discussion of findings and report writing – October 2010

▸ 2011 onwards annualized diagnostics in 63 provinces

Some possible implications for UN country team

▸ Identification of bottle-necks and laggards in development and service delivery

▸ Timely information on perception of public services from end-users

▸ Provincial level data

▸ Subjective information for policy & programme development

▸ Greater –and evidence-based– understanding of public administration performance trends

▸