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PAPI 2020

The Viet Nam Provincial Governance and Public Administration Performance Index

Measuring citizens' experiences, 2020

Hà Nội, 14/04/2021

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Contents

- Internal Migration and Governance
- Gender and the 2021 Elections

Presented by
Dr. Edmund J. Malesky
Duke University Professor of Political Science
Governance Measurement Expert
PAPI Research Team, UNDP Viet Nam

Context for the analysis

- Larger increase in internal migrants seeking better livelihoods in major, industrialized provinces.

- Flooding, sea level rises, and salination in Mekong region may have encouraged climate-based migrants.

- Large influx of internal migrants puts pressure on governance and delivery of public services in receiving provinces.

Multi-staged sampling approach (refined in 2020)

1 → **2** → **3** → **4** → **5** → **6**
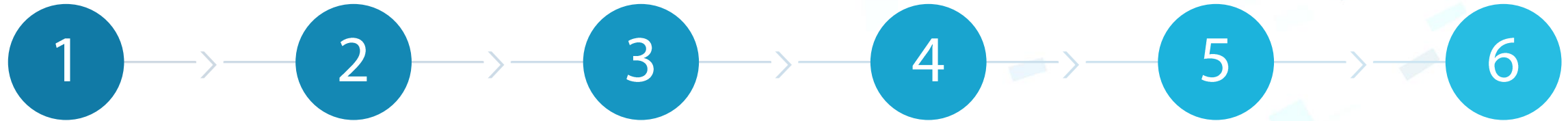
Step 1 - Selecting districts:

From each province, the district that is seat of province selected as certainty unit and 02 other districts drawn randomly by Probability Proportion to Size (PPS) method (based on population size of each district in the province) = 03 representative districts.

Step 2 – Selecting communes:

From each selected district, the commune that is seat of the district was selected as certainty unit, and one additional commune drawn randomly by PPS = 02 representative communes.

Step 3 – Selecting villages:

From each selected commune, the village that is seat of commune selected as certainty unit, and other village drawn randomly by PPS = 02 representative villages.

Step 4 – Selecting households:

From each selected village, a list of all households, including all types of households being classified as permanent (KT1 + KT2) and non-permanent residence (KT3 + KT4). Then 30-40 permanent residence households and 15 non-permanent residence households are randomly selected from the list.

Step 5 – Selecting permanent respondents (KT1 + KT2):

From the selected households with permanent residence registration in each village, an original list of 20 potential respondents set up (with potential respondents aged from 18-70 years old and currently living in the province randomly drawn); and a replacement list of 10-20 respondents also made to provide replacements for no-shows in the original list

Step 6 – Selecting non-permanent respondents (KT3 and KT4):

From the selected households with non-permanent residence registration in each village, an original list of 10 potential respondents set up (with potential respondents from 18-70 years old, currently living in the province randomly drawn); and a replacement list of 5-10 respondents made to provide replacements for no-shows in the original lists.

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Refined PAPI sampling frame

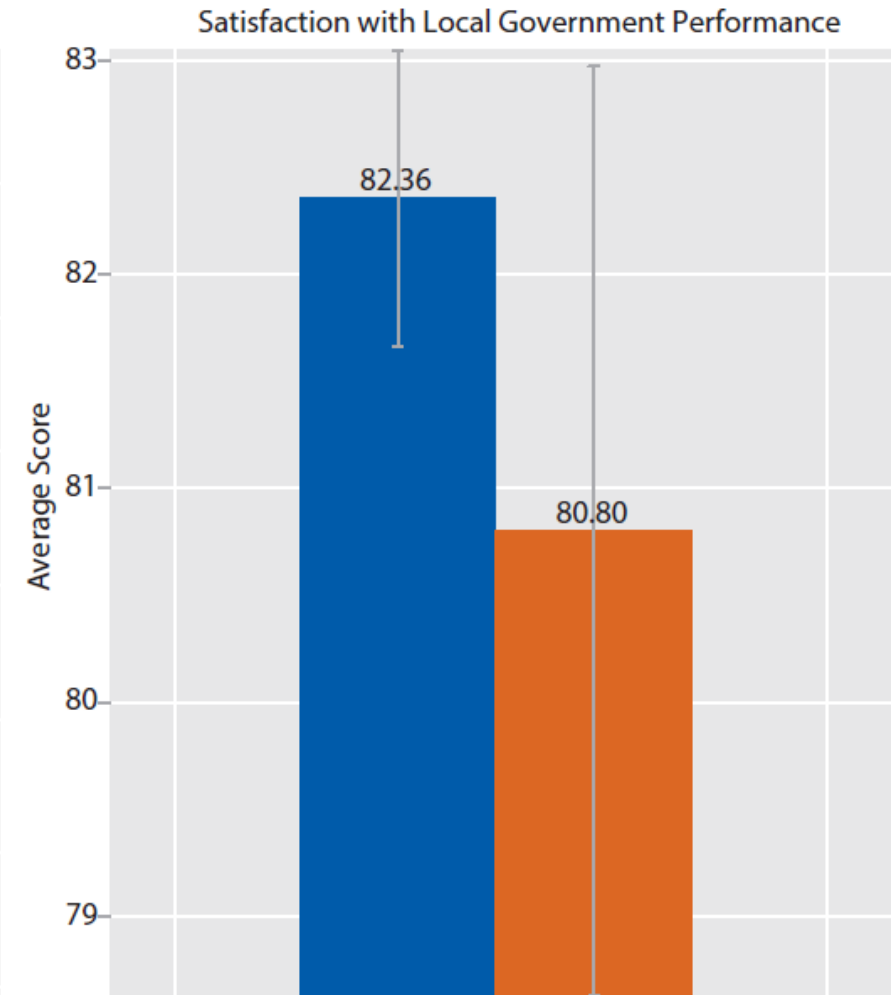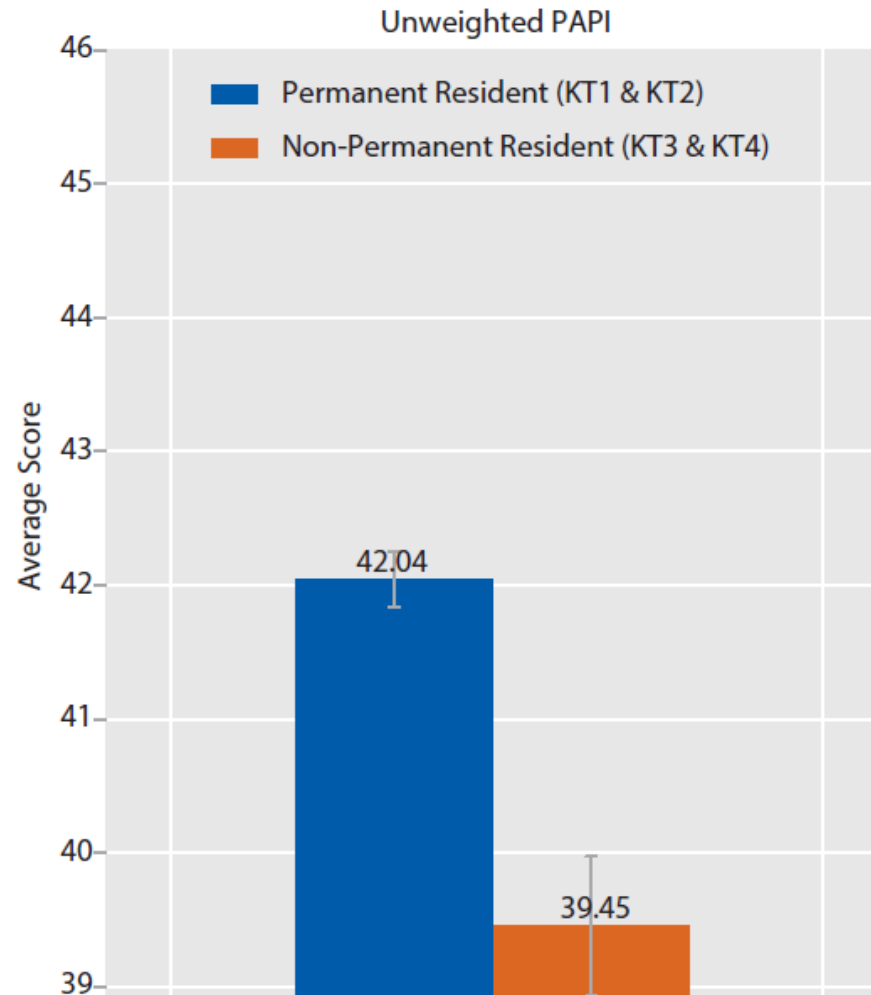| Province	Permanent Residents (KT1 & KT2)	Non-Permanent Residents (KT3 & KT4)	Total
Ha Noi	809	21	830
Bac Ninh	210	40	250
Da Nang	226	62	288
Binh Duong	235	59	294
Dong Nai	433	55	488
Ho Chi Minh City	730	71	801
Total	2,643	308	2,951

Migrants differ markedly from permanent residents in 2020
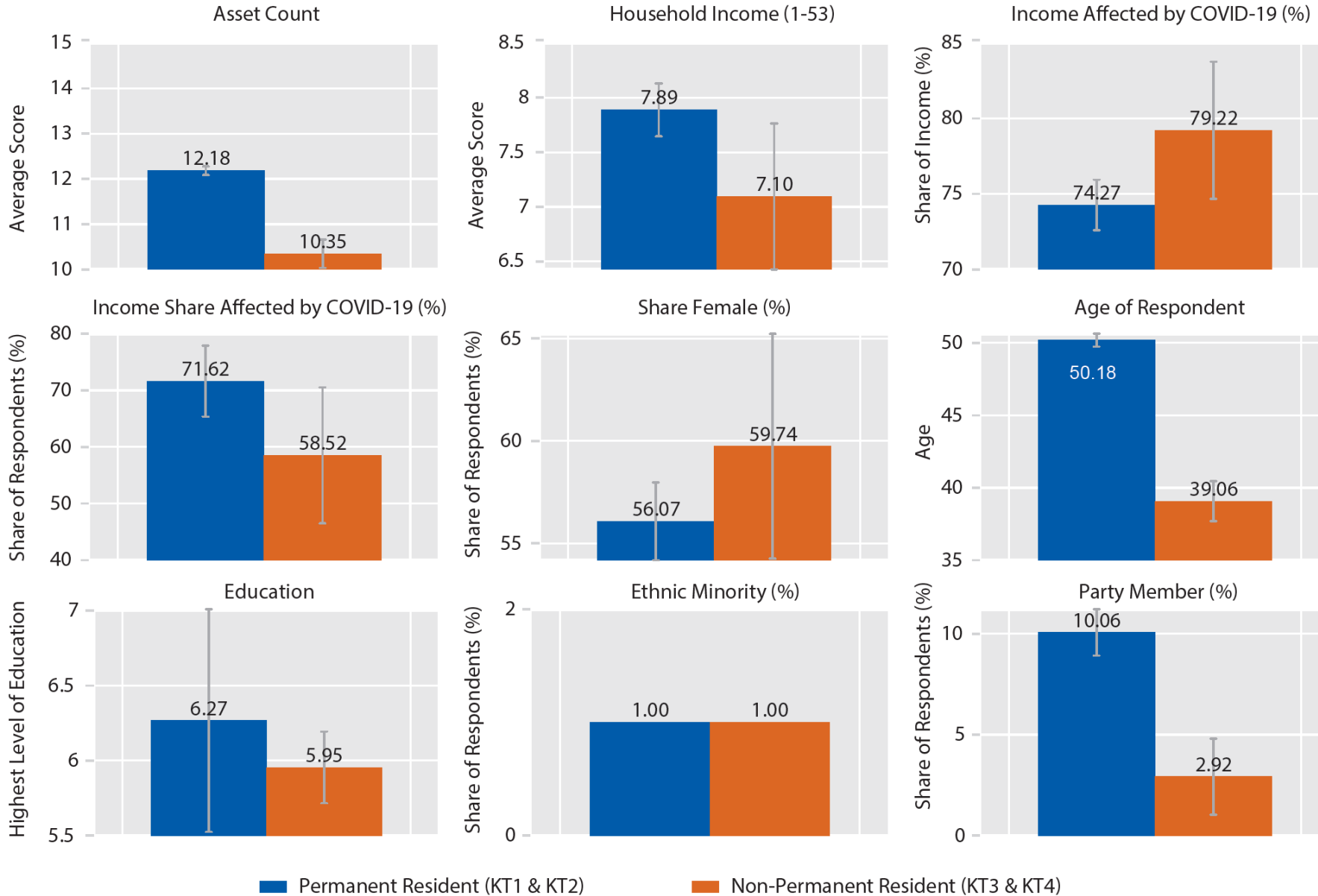
- Clear differences between the demographics of migrants and permanent residents
  - poorer with less household assets
  - marginally less income
  - younger in age
  - less educated
  - more likely to be female
  - less connected

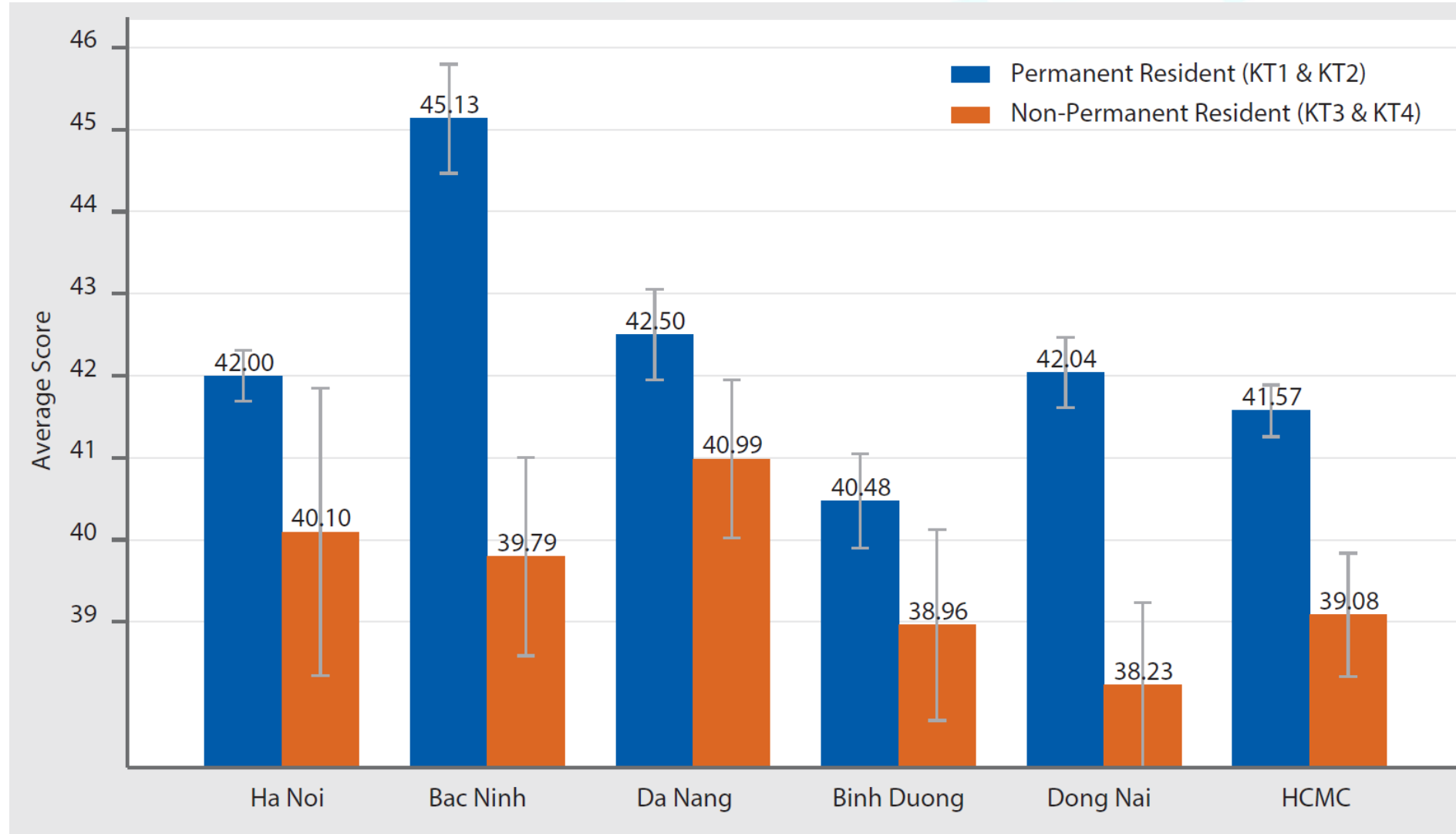- Migrants' experience with governance may be worse

Migrants experience significantly worse governance in 6 largest receiving provinces

- Migrant residents interact with the local bureaucracies in their current province much less than permanent residents.

- Migrants rate local officials that they interact with lower than permanent residents.

Unweighted PAPI

- Permanent Resident (KT1 & KT2)
- Non-Permanent Resident (KT3 & KT4)

Average Score

42.04

39.45

Satisfaction with Local Government Performance

Average Score

82.36

80.80

Governance gap differs by receiving provinces in 2020 PAPI

- Migrants in Bac Ninh experience the greatest inequality.

- Migrants in Dong Nai and Ho Chi Minh City experience moderate inequality.

- By contrast, migrants in Da Nang have the best experience with local officials.

Legend:
- Permanent Resident (KT1 & KT2)
- Non-Permanent Resident (KT3 & KT4)

Y-axis: Average Score

Ha Noi: 42.00 / 40.10
Bac Ninh: 45.13 / 39.79
Da Nang: 42.50 / 40.99
Binh Duong: 40.48 / 38.96
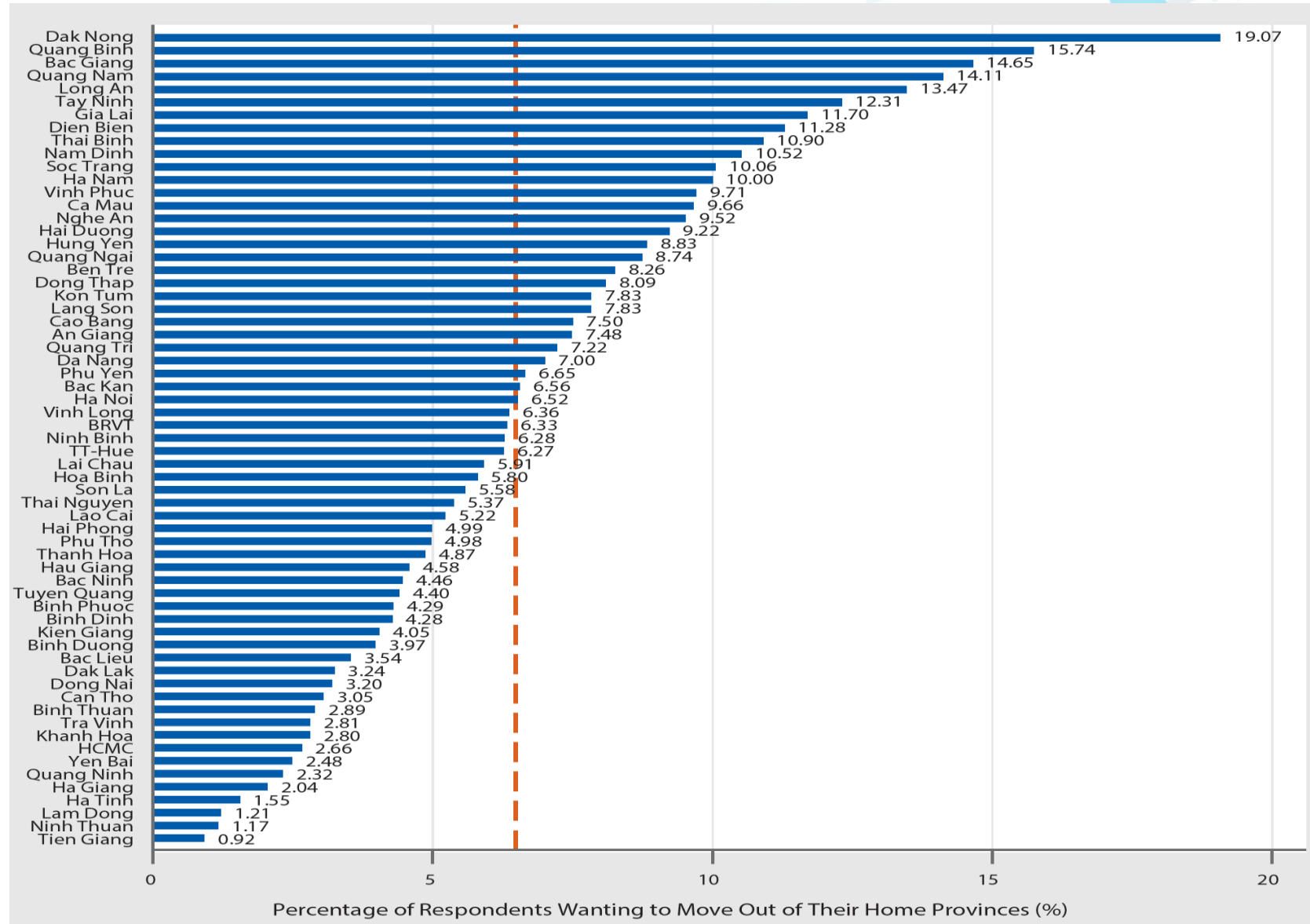Dong Nai: 42.04 / 38.23
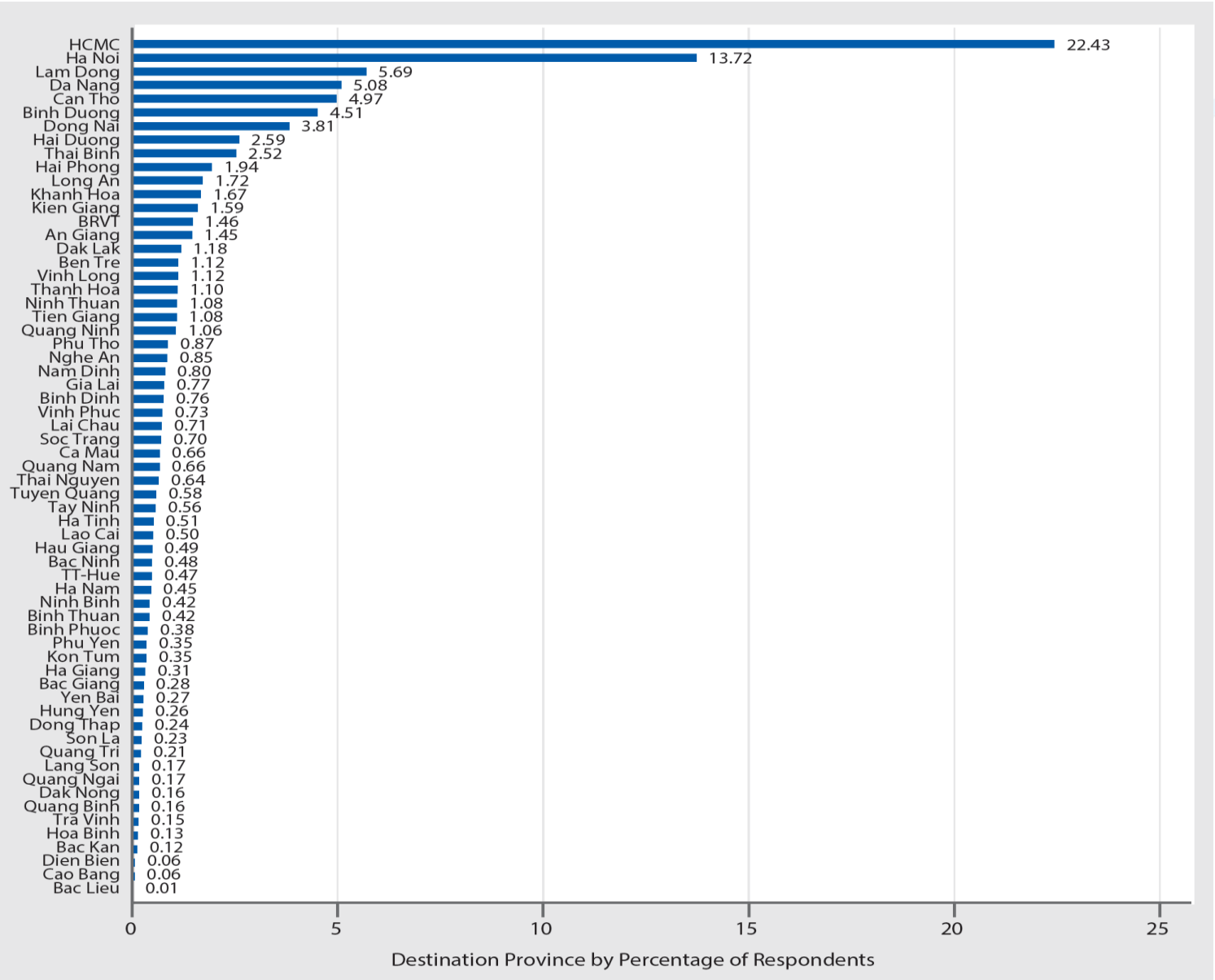HCMC: 41.57 / 39.08

Drivers of Internal Migration

For All 14,732 Respondents in 2020 PAPI Survey

Potential Sending Provinces

- Provinces in the Central Highlands and central coast of the country have the highest percentage of respondents seeking to move.

- Those in large urban areas (e.g., Can Tho and Ho Chi Minh City) express less desire.

Percentage of Respondents Wanting to Move Out of Their Home Provinces (%)

Preferred Destinations within Viet Nam for Migrants

HCMC — 22.43
Ha Noi — 13.72
Lam Dong — 5.69
Da Nang — 5.08
Can Tho — 4.97
Binh Duong — 4.51
Dong Nai — 3.81
Hai Duong — 2.59
Thai Binh — 2.52
Hai Phong — 1.94
Long An — 1.72
Khanh Hoa — 1.67
Kien Giang — 1.59
BRVT — 1.46
An Giang — 1.45
Dak Lak — 1.18
Ben Tre — 1.12
Vinh Long — 1.12
Thanh Hoa — 1.10
Ninh Thuan — 1.08
Tien Giang — 1.08
Quang Ninh — 1.06
Phu Tho — 0.87
Nghe An — 0.85
Nam Dinh — 0.80
Gia Lai — 0.77
Binh Dinh — 0.76
Vinh Phuc — 0.73
Lai Chau — 0.71
Soc Trang — 0.70
Ca Mau — 0.66
Quang Nam — 0.66
Thai Nguyen — 0.64
Tuyen Quang — 0.58
Tay Ninh — 0.56
Ha Tinh — 0.51
Lao Cai — 0.50
Hau Giang — 0.49
Bac Ninh — 0.48
TT-Hue — 0.47
Ha Nam — 0.45
Ninh Binh — 0.42
Binh Thuan — 0.42
Binh Phuoc — 0.38
Phu Yen — 0.35
Kon Tum — 0.35
Ha Giang — 0.31
Bac Giang — 0.28
Yen Bai — 0.27
Hung Yen — 0.26
Dong Thap — 0.24
Son La — 0.23
Quang Tri — 0.21
Lang Son — 0.17
Quang Ngai — 0.17
Dak Nong — 0.16
Quang Binh — 0.16
Tra Vinh — 0.15
Hoa Binh — 0.13
Bac Kan — 0.12
Dien Bien — 0.06
Cao Bang — 0.06
Bac Lieu — 0.01

Destination Province by Percentage of Respondents

- Top 7 destinations are cosmopolitan municipalities and industrial provinces

- Lam Dong: a popular province due to of Da Lat's role as economic hub of Central Highlands

Reason for Wanting to Move within Viet Nam

- **Family reunion**: primary reason (Ha Noi and Ho Chi Minh City most frequent)

- **Better job**: second most popular (Ho Chi Minh City most frequent)

- **Better natural environment**: third most popular (Lam Dong most frequent)

| Reasons for Moving	Total	HCMC	Ha Noi	Lam Dong	Da Nang
Better Public Services	4.75%	8.04%	7.10%	0.00%	4.84%
Better Natural Environment	17.54%	6.53%	9.03%	76.09%	25.81%
Better Lifestyle	4.75%	4.02%	4.52%	8.70%	22.58%
Family Reasons	45.59%	39.70%	50.97%	8.70%	19.35%
Better Jobs	20.50%	38.69%	22.58%	6.52%	24.19%
Other	6.55%	3.02%	5.81%	0.00%	3.23%

Drivers of migration motivations
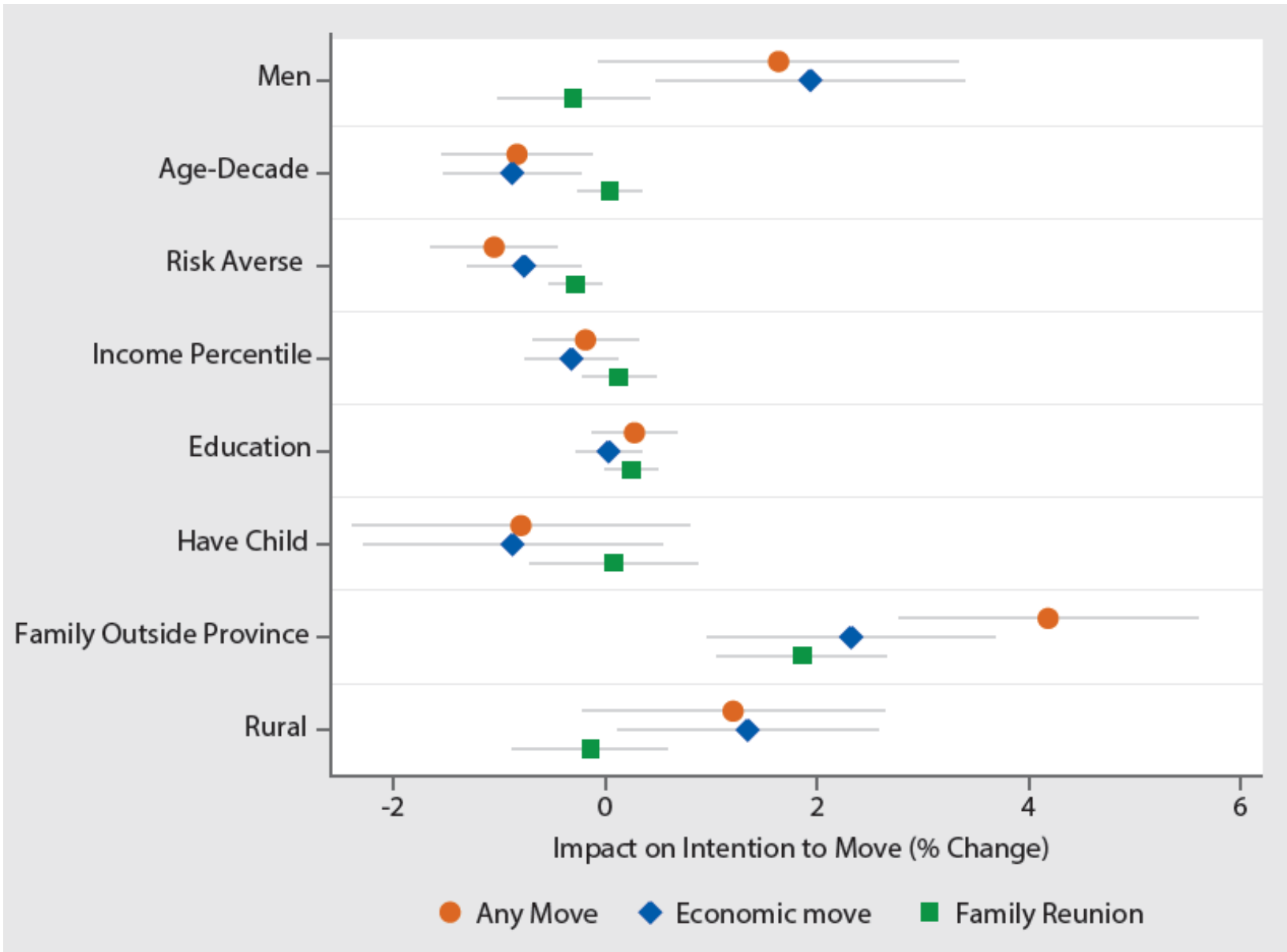
- The strongest factor in determining willingness to move is having family outside the province (with economic move greater than family reunion).

- Men are more likely than women to want to move for any reason. Men are also more likely to move for better jobs than women.

- Those who are willing to accept risk and who live in rural areas are more likely to move to urban and peri-urban areas.

Possible impact of climate change on internal migration

- Percentage of those wanting to migrate jumps substantially when citizens are given information about climate change.

- Adding the map that shows which areas are most likely to be affected does not drastically increase the percentage.

- When an official casts doubt on the science, this decreases the willingness to move.
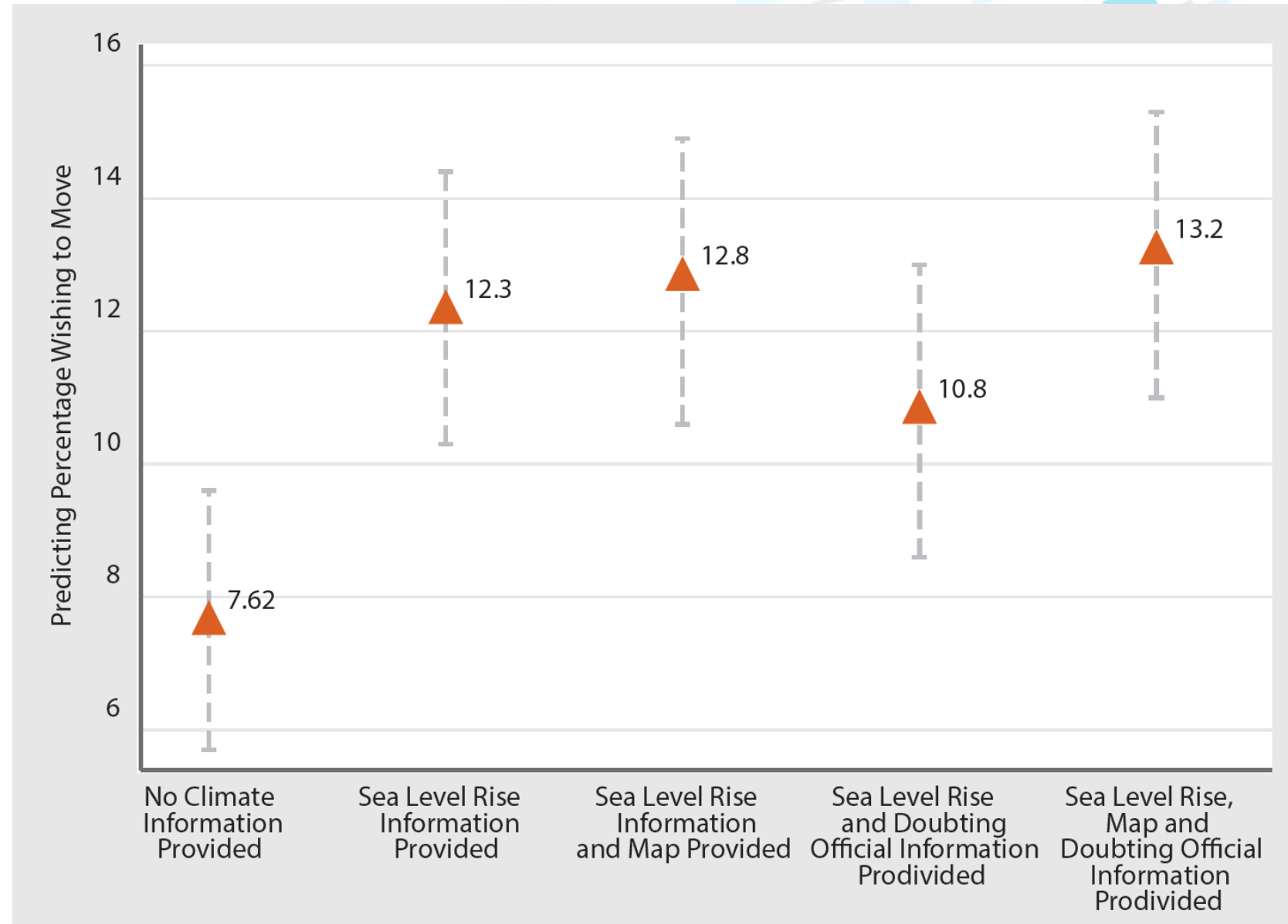
Key Findings and Policy Implications

- **Key Findings:**
  - There are significant demographic differences between migrants and permanent residents. Migrants tend to be poorer, less educated, more female and less connected to party and government officials.
  - The gap in migrant experience with governance and public administration varies heavily across provinces. Migrants have less access to formal channels of participation and accountability as well as to local complaint mechanisms.
  - Most respondents who expressed a desire to move, wanted to move within Viet Nam.
  - Information about a sea level rise as a result of climate change may encourage climate migration.
- **Implications:**
  - Migrant-receiving provinces will need to double their efforts to adequately address the needs and expectations of both permanent and non-permanent residents.
  - It is a time for Viet Nam to rethink the *hộ khẩu* (permanent residence) status, so that every citizen can access all governance and public services equally in every province within the country.
  - The government should provide clear information about the risks of climate change, so that both local leaders and citizens can appropriately assess the risks of climate change.

Context of analysis

- 2020 was the year for preparation for the 2021 national election

- To promote gender equity in elected bodies like the National Assembly and People's Councils in the next 2021-2026 term

Predicted vote share for women vs. men candidates by position, 2020

- Slight bias against female candidates for National Assembly/People's Council delegates (1.9%)

- Larger bias against female village leader candidates (4.6%)
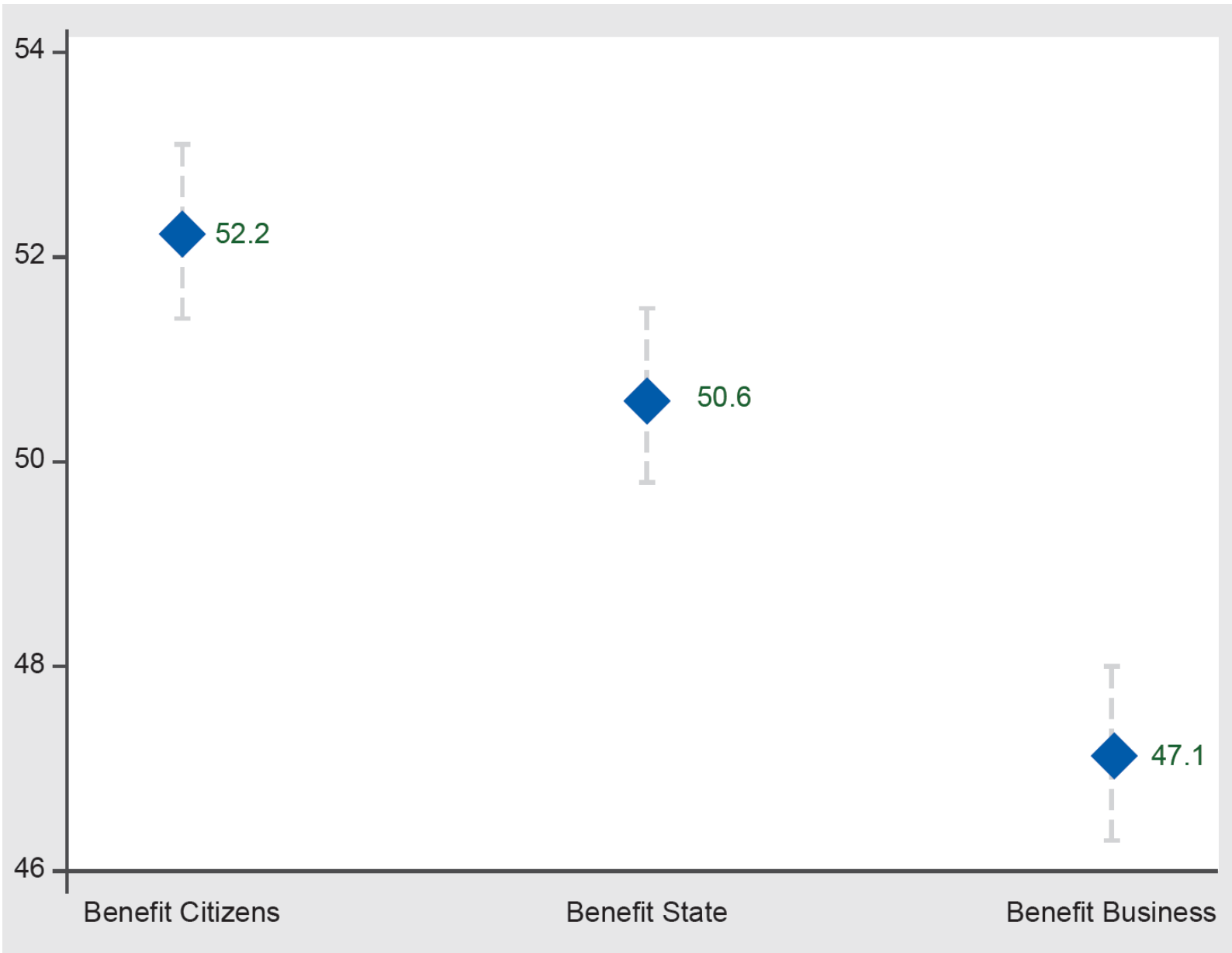

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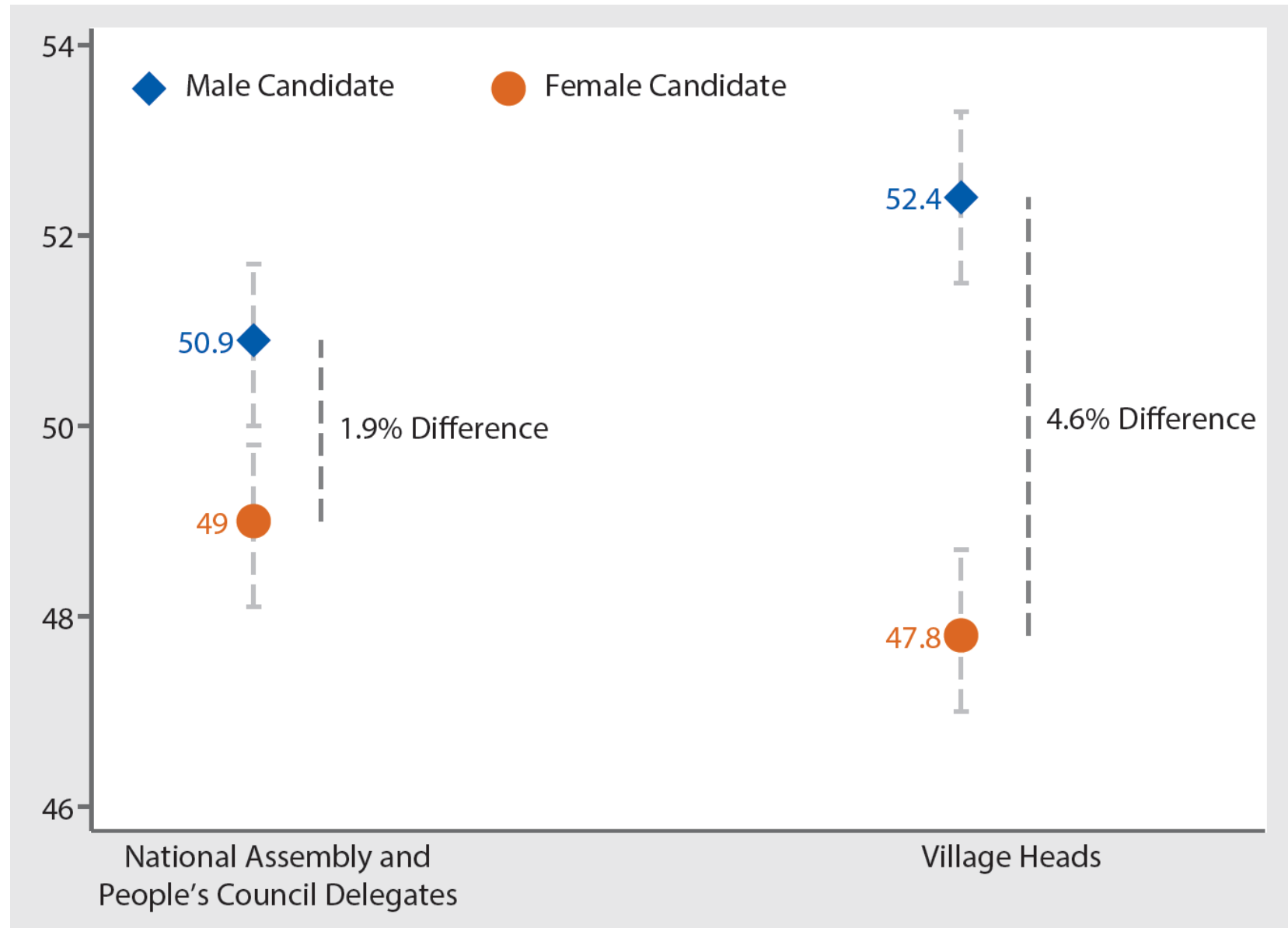
Impact of family status on vote share by gender in National Assembly
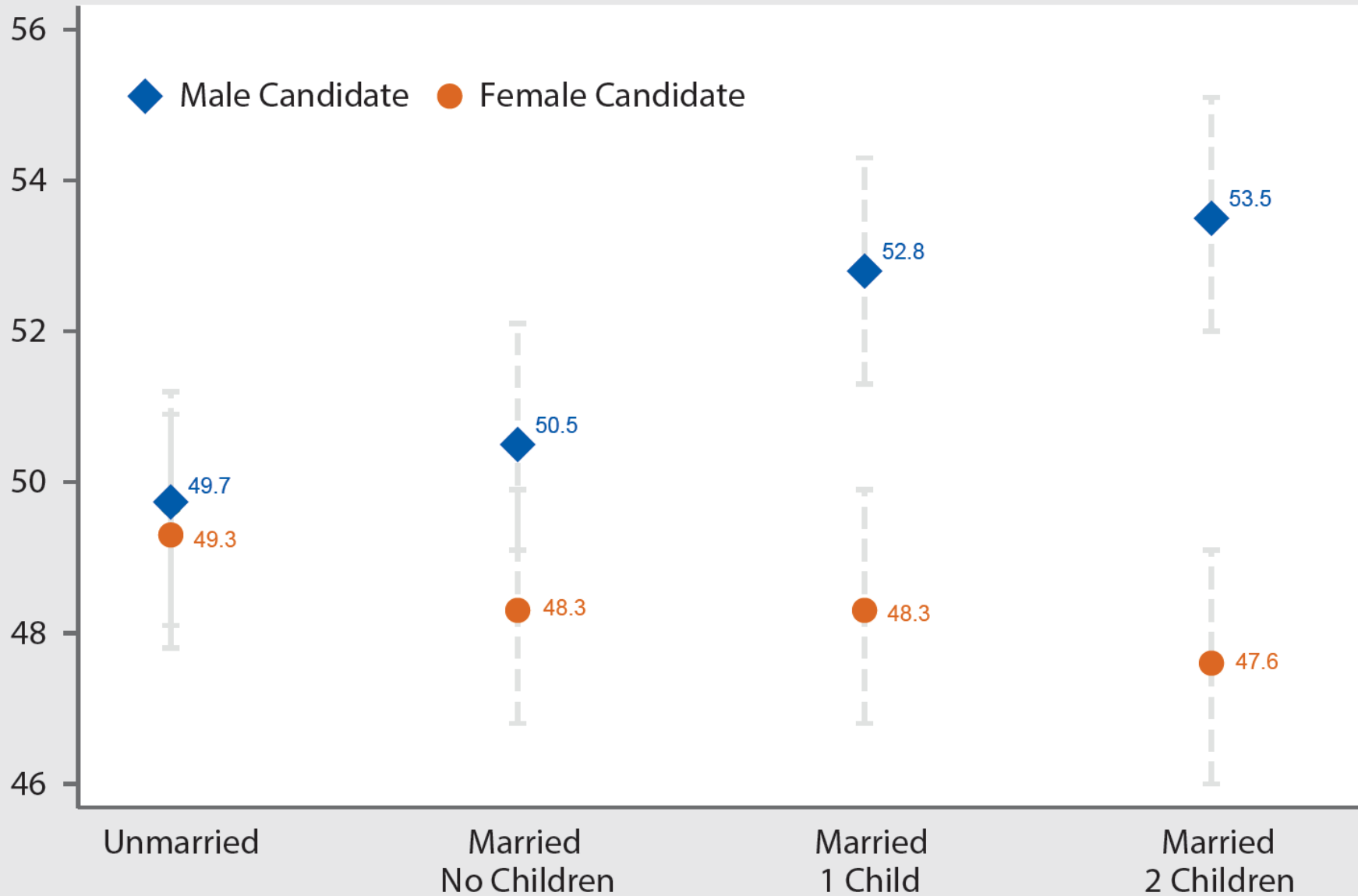
- No total effect of family background on voter choice
- Women candidates less preferred by voters for having married than men candidates
- Women candidates with children less favored for office than men candidates

Impact of candidates' representational focus on vote choice, 2020

- Voters overwhelmingly prefer candidates oriented to representing citizens

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Key findings and policy implications

- **Key Findings:**
  - Voters prefer men over women candidates, particularly for village heads
  - Voters prefer candidates with families, which further punishes potential women candidates
  - Voters prefer candidates that focus on citizen concerns instead of the concerns of businesses or the State.
- **Implications:**
  - Quotas
    - Viet Nam's gender quota of 35% being women in National Assembly and People's Councils should normalize the idea that women are suited to serve as delegates.
      - ➢ Need to raise the bar for more women candidates, regardless of their family status, to be nominated in the 2021 National Assembly and People's Council elections
    - More work needed to have more female village heads, as gender bias is stronger and more persistent at the village level
  - Candidate orientation
    - Voters clearly prefer candidates that represent their interests
    - Work needed to increase voter-delegate communication

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