



THEMATIC PROGRAM: NON STATE ACTORS (NSA) AND LOCAL
AUTHORITIES IN DEVELOPMENT COOPERATION

Promoting People's Participation and Governance in
Vietnamese cities through the Association of Cities of
Vietnam (ACVN)

Opinion Poll Results

PEOPLE'S OPINION ON GRASSROOTS
DEMOCRACY, COMMUNICATION AND
ADMINISTRATIVE SERVICE DELIVERY



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Association of Cities of Vietnam (ACVN)



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1 Executive Summary

This study is undertaken within the scope of activities of the European Union funded project for 'Promoting people's participation and governance in Vietnamese cities through the Association of Cities of Vietnam' and relates to two main objectives of the project, namely increased people's participation on local level in Vietnam and improved governance and independence of local self-administration in Vietnam.

The study is based on a survey among 3000 citizens in four participating municipalities (Nam Dinh, Hue, Thu Dau Mot, and Lang Don), carried out in July, 2009. The survey covered three topics directly related to the project objectives:

- Communication between citizens and the authorities
- Public administration services
- People's participation in urban planning and development

The survey further obtained citizens' opinions and perceptions on major aspects of the Ordinance on implementation of democracy at commune level.

Findings of the survey identify information as one of the crucial issues. Information of the people is a significant part of democracy at commune level and it is regarded highly important by citizens. Respondents see considerable improvement over the past two years but still want information to be focused on in the future.

Information is an essential prerequisite for people's participation in planning and development. There is a strong interest on the side of citizens to participate in a democratic manner in this process but mechanisms for consultation of the people appear not to be implemented in all wards and communes to the desired level.

Public administration services, especially 'One-Stop-Shops' are well known and frequented by local residents. Their assessment is generally positive but selected services leave room for improvement. Some progress has already been made in the past because judgments based on recent visits to OSS are more positive than those based on visits some time back.

These and some other findings are made available for the planning of future project activities in fulfilment of its objectives.

2 Project context of this study

2.1 Brief description of project

This study is undertaken within the scope of activities of the European Union funded project **Promoting people's participation and governance in Vietnamese cities through the Association of Cities of Vietnam (ACVN)**. The following is a brief description of this project:

Objectives:

The overall objectives to which the project shall contribute are:

- (1) increased people's participation on local level in Vietnam and
- (2) Improved governance and independence of local self-administration in Vietnam.
- (3) The specific objective of the project is the strengthening of the capacity of the Association of Cities of Vietnam for promoting people's participation and governance in its member cities.

Partners:

Konrad-Adenauer-Stiftung e.V. and
Association of Cities of Vietnam (ACVN)

Target groups:

- (1) The staff and representatives of ACVN as well as national Vietnamese experts ready to cooperate on a continuous basis in consultancy and training programs of ACVN;
- (2) About 300 experts/civil servants from 30 members of ACVN in charge of development planning, land-use planning, grassroots democracy realization and good governance – among them at least 50% women;
- (3) About 200 decision makers from members of ACVN and from national institutions.

Final beneficiaries:

Citizens in 30 cities/towns in Vietnam with a population of about 15 Mio.

Estimated results:

- (1) Communication between citizens and city administrations involved in the action and service delivery in these cities have become more transparent and effective;
- (2) The implementation of the decree on grassroots democracy has improved in the cities involved in the action;
- (3) Sustainable improvement of people's involvement in development planning and land use planning in the cities involved in the action;

- (4) ACVN has been strengthened with regard to the relevance of training services and with regard to its financial sustainability.

Main activities:

- (1) Inception Workshop and Management Training
- (2) Assessment study - including the perception and opinion of the citizens through polls with at least 50% participation of women - in four selected member cities of ACVN on the actual status of people's participation in local planning and decision making and on good governance in administrative services.
- (3) Two workshops on findings of the assessment study and reform- and development concepts in the thematic fields of the action.
- (4) Joint working groups in the 4 thematic fields of the action with experts from ACVN and its members, national Vietnamese experts and international experts on curricula for training of ACVN member's civil servants.
- (5) Two-weeks training of trainer courses in these fields.
- (6) Pilot activities in four selected cities on practical implementation in the four thematic fields of the action.
- (7) Three four-days training courses in each of the four fields with 25 participants each, coming from 30 ACVN member municipalities.
- (8) Installation and servicing of an interactive Website at ACVN for dialogue and exchange among ACVN members and experts.
- (9) Working groups of ACVN and Vietnamese experts in the 4 thematic fields with yearly reports to be published by ACVN.
- (10) Consultancy on institutionalization of the training unit at ACVN and on regulations on fees for membership and participation in trainings.
- (11) Monitoring of the impact of trainings and exchange activities in the thematic fields of the action in 30 municipalities during month 18-27 of the action with recommendations for the last months.
- (12) Closing workshop with focus on questions of sustainability and of extension of the results.

2.2 Purpose of the survey

This survey is part of activity No.2 included in the list of main activities above and provides independent information on the shortcomings and problems to be targeted by the further project activities in the fields of administrative services and information quality, participative development and land use planning and in general democratic participation of people on municipal level.

The results of the survey will support the planning process by providing information about public awareness, understanding and satisfaction with public administration and public services in Vietnam. The survey has the following thematic focus:

- (1) the perception of the citizens of the access to and the transparency, efficiency and efficacy of the administrative services at ward/ commune and municipal level – including the evaluation of the improvements since the establishment of 'One-Stop-Shops'

- (2) the quality and intensity of communication between citizens and their municipal administration in both directions: access of citizens to information at their municipal administration relevant or important for them and means and quality of the information and public relation activities of the municipal administration for their citizens
- (3) the satisfaction of the citizens with the actual procedures in local development planning and land use planning at their municipalities
- (4) the evaluation by the citizens of the implementation of the 'Ordinance on Grassroots Democracy" from April 20th, 2007, requesting better information of the population, rights to express their opinions, involvement in decision making and supervision of the realization of decisions, and participation at the implementation of the decisions on local level.
- (5) The reasons for the low involvement of women in participative activities on grassroots level.

The matrix below gives an overview how main subjects of the survey relate to overall objectives of the project and key indicators.

Table 1: Project objectives, indicators, and survey subjects

Broader overall objectives of the project	Key indicators for these objective	Subjects of the survey relating to objectives and indicators
Increased people's participation on local level in Vietnam	Number of meetings between officials/local administration and citizens in the municipalities	Communication between citizens and the authorities
	Regular active participation of citizens in local development planning and land-use planning	People's participation in urban planning and development
Improved governance and independence of local self-administration in Vietnam	Administrative services and registration procedures are less time-consuming and less costly	Public administration services
	More issues can be dealt with on local level instead province or national level	People's participation in urban planning and development (applies in part)
Indirect relation to above objectives and indicators		Implementation of Democracy Ordinance

2.3 Expert team for this study

The following experts have been involved in the Questionnaire Preparation, Data Processing and Input, Evaluation and Reporting and Training and Organisation:

Werner Prohl, International Expert and Consultant

Le Hong Ke, Center for Environmental Protection and Sustainable Development Planning

Nguyen Minh Phuong, Institute for State Organizational Science

Nguyen Duy Thang, Institute of Sociology, Vietnamese Academy of Social Science

Tran Nguyet Minh Thu, Institute of Sociology, Vietnamese Academy of Social Science
and members of the Project Team and ACVN



Base 800471 (546744) 12-85

3 Methodology

3.1 Development of questionnaire

The questionnaire was developed by a team of national and international experts (see also sections 2.3 and 3.3.1).

The main body of the questionnaire contains 32 questions focusing on various aspects of citizens' interaction with local authorities and participation grouped into four sections in accordance with the overall objectives of the project shown in Table 1. Some of these 32 questions provide more than one variable for analysis. There are a total of 67 variables available for the analysis (not counting multiple choices and repetitions) some of which are qualitative or quantitative opinions and judgements; others indicate interests and preferences of respondents.

The questionnaire further contains demographic and social data relating to respondents, and general information on infrastructure and communal facilities in locations where the survey is conducted.

A list of questions (translated from original version in Vietnamese language) is attached as Annex 1. Annex 2 shows how each variable used for analysis relates to the overall objectives of the project.

3.2 Selection of sample population

The survey was conducted in four municipalities participating in the pilot phase of the project, namely

- Nam Dinh City (Red River Delta),
- Hue City (Central-West region),
- Thu Dau Mot Town (South-East region), and
- Lang Son City (Northern mountainous region).

750 persons were interviewed in each participating municipality bringing the total size of the sample to 3000 persons. The sample population in each municipality was selected in four stages described below (see Nos. 3.2.2 to 3.2.5).

3.2.1 Pre-survey study of participating municipalities

Prior to selection of the sample population, a brief study of the general demographic and social structure of the overall population was conducted in each participating municipality. This study also included a short survey of the physical environment like local infrastructure and public facilities which could have an influence on respondents' general attitudes and opinions. As a third aspect, the municipality studies included information regarding implementation of the Democracy Ordinance.

3.2.2 Selection of wards and communes

The selection of wards and communes within each municipality was based a stratified sampling method that included three criteria:

- (1) There should be a proportional number of respondents from wards and communes with (a) highly developed infrastructure and communal facilities; (b) average level of infrastructure and communal facilities; and (c) low level of infrastructure and facilities.
- (2) There should be a proportional number of respondents from wards with (a) high level of poverty incidence; (b) average level of poverty incidence; and (c) low level of poverty incidence.
- (3) Whenever proportions according to Nos. (1) and (2) above are not disturbed, preference in the selection should be given to wards and communes that have had experience with the implementation of the Democracy Ordinance.

Information for these selection criteria was obtained from the municipality studies described in section 3.2.1.

There were ten wards or communes chosen in Nam Dinh, Hue, and Thu Dau Mot. Lang Son City has only eight wards and communes; therefore, no selection took place in Lang Son but all eight wards and communes participated in the survey. In order to provide for a representative sample in accordance with selection criteria listed above, the number of households in each ward/commune in Lang Son varied in proportion to population size.

3.2.3 Selection of streets / blocks

Within the wards and communes selected in the previous step, about three different locations (hamlets, streets or blocks or other sub-units of the wards/communes) were chosen at random. Each location then included about 25 households to be interviewed.

3.2.4 Selection of households

Within each location chosen for the survey, the required number of households was chosen randomly. Depending on the number of questionnaires needed and the total number of residencies in the chosen street or block, a formula was used for selection of households (e.g. the total number of households in a particular was divided by the number of questionnaires [25] and depending on the result of the calculation every 5th, or every 7th, or every 12th ... house or apartment was selected).

3.2.5 Selection of household member

Eligible for participation were all persons of 18 years or older. In order to select a household member at random we applied the 'Next Birthday System' based on the Troidahl–Carter approach, whereby the interviewers would ask 'Who in this household will have his/her birthday next?' The household member thus selected would then be requested to participate in the survey and be given the questionnaire for completion.

The 'Next Birthday System' did not work in some locations. To ensure at least a fair gender balance of the sample, a quota was given to interviewers who then alternated to select a female or a male member from the household. For more details see section 3.4.

For the final analysis all data was weighted to achieve age and gender balance in accordance with general population statistics.

3.3 Survey preparations and training

3.3.1 Workshop in Hanoi

A poll preparation working session was conducted in Hanoi from 19th to 26th June, 2009. During these days a group of one international and four national experts, Members of the project Team (including also project members of the Association of the Cities of Vietnam) discussed, further elaborated and finalised the previously prepared draft questionnaire. The second Draft questionnaire was then tested on a small sample of citizens in Hanoi, then again reviewed and finalized.

3.3.2 Workshops in participating municipalities

Two half-day workshops were organized in each city where the Project national data collection expert introduced the content of the questionnaire and the data collection process to local data collectors. Each workshop was attended by data collectors, heads of street, block or hamlet, from 5 wards or communes totalling 25 participants.

During these workshops, the method of selection of household member was explained, and questions for clarification were answered. The data collectors were assisted to select households for the survey by following the methodology described above.

All steps of the data collection process were thoroughly gone through and practised where required, and questionnaires were distributed to the data collectors. At the end a checklist of the data collection steps and deadlines was distributed to the workshop participants.

3.4 Collection of data

The data collection was conducted in the four selected cities from 1st to 28th July 2009. It took 6 days to collect 750 completed questionnaires in each city. Data collection started at Nam Dinh (1st to 6th July), then took place in Hue (9th to 14th July), Thu Dau Mot (16th to 21st July) and Lang Son (23rd to 28th July).

One national expert and one Project staff were assigned to take oversee the data collection in all cities. They enjoyed strong support by the participating municipalities and their staff. Each city assigned one coordinator to help the project in conducting the survey. The following steps were followed in the data collection process:

- (1) Wards/communes were selected by the Project experts, and the list of selected wards/communes was sent to the city management attached to an introduction letter for the survey;
- (2) Streets, blocks or hamlets where was to take place was chosen by the ward/commune management based on the instruction of the city management. Except for Lang Son, where three streets, blocks, or hamlets were selected in each ward/commune (see also remarks at the end of section 3.2.2);

- (3) Heads of the streets, blocks or hamlets were informed about the survey and their role as data collectors, and they were asked to prepare a list of all the households in their location. At the same time, a ward staff was also assigned as ward supervisor to assist in data collection in the respective ward area;
- (4) Two training workshops were organised in each city during the first day of the data collection period. Workshop participants were not only the data collectors but also the ward management representatives and the ward supervisors. At the workshop questionnaire forms were handed over to the data collectors (each data collector received 25 forms);
- (5) 25 households and respective household members were selected by the heads of streets, blocks, or hamlets under guidance of the Project national expert, and questionnaires were distributed to the selected household members. Cross-checking tools were developed to ensure that the questionnaires were distributed properly.
- (6) The selected household members were given one day for filling in the questionnaires before the head of street/block/hamlet returned to collect the questionnaire from them. The data collectors were asked to check the questionnaires and reminded respondents to fill in missing data if the data were not intentionally omitted;
- (7) During the data collection process, the national expert team made himself/herself readily available for clarifications and explanation of the sampling method (i.e. selection of households and household members) whenever required;
- (8) The completed questionnaires were then handed over to the Project national expert who would check again if the city and ward code had been filled in correctly and if the questionnaires were completed.

Data collection was conducted successfully and timely in all four cities. Both city and ward management were supportive in all participating municipalities. The heads of the selected street block and hamlets were committed and reliable. They were reminded by the national expert team not to influence the opinion of the respondents in order to avoid the Hawthorne effect to the collected data.

4 Survey results and analysis

The flow of information between local authorities and citizens is regulated by the Ordinance on implementation of democracy at the commune level, issued by the Standing Committee of the National Assembly of Vietnam on April 20, 2007 (No.: 34/2007/PL-UBTVQH11; hereafter referred to as 'Democracy Ordinance'). Chapter II, Articles 5 to 9, of this Ordinance regulates the flow of information between local authorities and citizens ('Contents to be publicized to the people'); Chapter III, Articles 10 to 18 deals with decision-making by the people ('Contents to be discussed and decided by the people'); Chapter IV, Articles 19 to 22 regulates the consultation of citizens at local level ('Contents to be discussed or commented by the people before they are decided by competent bodies'); and Chapter V, Articles 23 to 26 deals with people's participation in supervision ('Contents to be supervised by the people').

These four main aspects of the Democracy Ordinance – information of the people, consultation of the people, decision-making by the people, and supervision by the people – were the guiding principles in the formulation of the questionnaire because of their relevance to the project objectives.

This study is not an assessment of the implementation of the Democracy Ordinance or any of its parts but strictly a reflection of opinions and judgement of citizens for the purpose of designing programmes for future project activities in line with the project's objectives. This report lists and analyses the results of the survey and thereby reflects people's perceptions that may be relevant for the planning of programmes leading to increased people's participation on local level and improved governance and independence of local self-administration in Vietnam.

4.1 Data base

3000 valid questionnaires were collected in a total of 38 wards or communes of the four participating municipality (750 in each municipality). The total sample includes 1603 men (53.4%) and 1397 women (46.6%).

The age structure of the sample is:

18 years or more, but under	208	(6.9%)
25 to 29 years	210	(7.9%)
30 to 39 years	583	(19.4%)
40 to 49 years	808	(26.9%)
50 to 59 years	735	(24.5%)
60 years or more.....	456	(15.2%)

Both, gender and age structure do not correspond with the actual population structure of Vietnam. Women are underrepresented in the sample (actual adult female population of 18 years and older is 52.3%; adult male population is 47.7%). People under 30 years of age are also underrepresented, and people above 50 years are overrepresented in the sample.

In order to base the analysis on a representative sample, the data base has been weighted to correspond with national population statistics regarding age and gender of respondents. The analysis in this report uses weighted data throughout.

The analysis has shown very little, if any, difference in opinion between female and male respondents; this is the case with weighted and not weighted data and was also observed in earlier surveys of similar nature. The gender disproportion in the collected sample is not seen having any effect on the conclusions drawn from this study.

4.2 Development of indicators

4.2.1 Data on local differences in development

The survey data has shown considerable differences in many aspects analysed in this study. Survey data show very high levels of information and participation of citizens in some wards and communes and rather low levels in other locations. Such differences may stem from a different pace in implementation of the Democracy Ordinance, from outside assistance being provided in some areas but not in others, or from other factors.

We have not included such differences in our analysis but will make the data available to the local authorities concerned. Such information may be helpful in planning training or other activities that could support reforms and assist in the implementation of the Democracy Ordinance.

4.2.1.1 Poverty incidence

The poverty incidence in each ward or commune has been taken into consideration prior to the selection of wards and communes for the sample. The over-all sample includes respondents from locations with high rates of poverty and from least poor areas in proportion to the population.

In the analysis we found that, the percentage of respondents who are beneficiaries of social allowances (question 8) does not necessarily correspond with the proportion living in areas with a high poverty incident. Obviously beneficiaries of social allowances are not always recipients of funds from poverty alleviation programmes. The aspect of poverty has, therefore, been left out in the analysis.

Recipients of social allowances are, however, treated as a social group in the analysis (see 4.2.2).

4.2.1.2 Infrastructure and communal facilities

The pre-survey study of the four participating municipalities included information about the poverty incidence and development of local infrastructure in all the wards and communes in order to select a sample that would represent citizens from different communities living under different conditions.

The assessment of general living conditions in their wards (water, electricity, roads, schools, hospitals, recreation facilities, etc.) given by respondents as part of the survey corresponded fairly closely with the assessment of the city authorities that was the basis for the selection of wards and communes.

Any influence such environmental aspects may have on opinions of respondents (like people in a relatively poor area having more pessimistic views or people in well developed areas being more satisfied with local authorities) would be balanced of by a representation of well developed and less developed areas in proportion to the population in the overall sample.

Data on respondents' assessment of infrastructure and facilities in their wards is available from the survey but has not been put into this study. This data can be used to correlate to other aspects analysed in this study to provide each city, ward, or commune with further information that may be helpful in their planning.

4.2.2 Demographic and social indicators

All data on opinions, perceptions, or assessments by respondents has been cross tabulated with the available demographic and social data (age, gender, education, employment, leading political position, house ownership, period of residence, beneficiary of social allowances) to detect causal correlations or connections.

Some but not all of these cross tabulations are shown in this study. In most cases we did not find proof for significant correlations between social and demographic data and respondents opinions. Particularly the gender aspect failed to lead to any conclusions that it has an influence on issues analysed in this study.

4.2.3 Attitudes of respondents

In the analysis we have identified some sizeable group of respondents who show a particularly keen interest in local issues and some others who have very little, if any, interest in these matters. There were also clearly identifiable groups of respondents who attended public meetings in their wards or communes regularly and others who did not have any interest in such meetings.

Both, the respondents demonstrating a high interest in local issues and respondents attending public meetings regularly, appear to be well informed about most of the matters raised in the questionnaire. We show cross tabulations of the opinions of these groups in all sections of the study. Opinions or judgements of these interested citizens seem to be a good indicator in cases where data is not conclusive whether local practices are not in accordance with provisions of the Democracy Ordinance or citizens are not informed enough to realize the opportunities for participation. In such cases the answers to the questions provided by the interested citizens appear to be a reliable indicator for the cause of low participation.

4.3 Communication between citizens and the authorities

4.3.1 Information flow between local authorities and citizens

The flow of information between local authorities and citizens is regulated in Chapter II, Articles 5 to 9, of the Democracy Ordinance ('Contents to be publicized to the people'). The survey conducted in four participating municipalities covers a range of issues on which local authorities are supposed to inform residents in their communes.

This part of the report focuses on people's perception of the information flow and channels of communication between local authorities and citizens.

4.3.1.1 How informed are citizens about local issues?

Question 11 ***Do you feel you are informed about the following matters?***
[question was followed by list shown in Table 2]

The list in this question includes some typical issues that local authorities have to inform citizens about. Responses in Table 2 show a mixed picture: on the whole, respondents are quite well informed about half the issues mentioned.

There are some issues that seem to be of particular interest and respondents are accordingly well informed. Other issues are apparently of much lesser interest (see frequency of response 'I have no interest in this matter').

The five issues people are most informed about – and seem to care about, because we find the lowest number of responses 'I am not interested in the matter' – are:

- Environment, sanitation, health, education, etc. (74%)
- Target groups, fee rates and financial contributions charged by local authority (73%)
- Procedures for issuing of certificates for land use rights and house ownership (72%)
- Programmes for poverty reduction (65%)
- Administrative procedures for resolution of issues related to residents (63%)

The least informed (33%) but still interested in (43%) are people about results of inspection of cases related to corruption and bad behaviour. There is apparently a great number of people who are concerned about corruption but do not receive sufficient information. Further, though the citizens are interested in information related to management and use of funds, investments, donor programs and projects (32%), the citizens' access to this information is also limited (44%).

A similar picture we find in the case of land use planning. Only 34% of respondents say that they are informed about city land use planning and its influence on their ward or commune. But 52% state that they are not informed but interested in this matter. Only

14% say that they are not interested in the matter. That would indicate a deficiency of information available on this particular subject.

Table 2: Information about selected local issues

	I am informed about this matter	I am not informed but I am interested in this matter	I have no interest in this matter	Total
Revenue and expenditure of ward or commune	51%	27%	22%	100%
Mgmt./use of funds; investments, donor progr.; projects	44%	32%	24%	100%
Use of contributions made by residents	63%	22%	15%	100%
Plans f. constr. of schools, kindergartens, markets, roads, etc.	53%	31%	15%	100%
Programmes for poverty reduction	65%	21%	13%	100%
Powers and tasks of ward/commune officers	56%	24%	20%	100%
Results of inspection of cases related to corruption and bad behaviour	33%	43%	24%	100%
Target groups, fee rates and financial contributions charged by local authority	73%	17%	10%	100%
Admin. procedures for resolution of issues related to residents	63%	25%	12%	100%
Reaction of local authorities to feed-back given by residents	51%	32%	18%	100%
Procedures for issuing of certificates for land use rights and house ownership	72%	18%	10%	100%
Matters related to compensation and resettlement policies	50%	27%	24%	100%
Other matters (environment, sanitation, health, education, etc.)	74%	18%	8%	100%
<i>The next two issues are from questions 34 and 37:</i>				
Master Plan (urban planning) and the influence of such plan on ward/commune	49%	37%	14%	100%
City land use planning and the influence of such plan on ward/commune	34%	52%	14%	100%

Note: Due to rounding percentages in tables may not always add up to 100

4.3.1.2 How interested are citizens in local issues?

Question 11 offered respondents three answer options for each of the 13 issues listed to chose from. Similarly, questions 34 and 37 offered these options for issues related to the urban planning process and city land use planning. That makes a total of 15 issues where the answer options are:

I am informed about this matter

I am not informed but I am interested in this matter

I have no interest in this matter

If the respondent chooses the first option ('I am informed') it implies some interest in the matter. If he chooses the second option ('I am not informed but interested') he clearly states his interest. The third option ('I have no interest in the matter') speaks for itself.

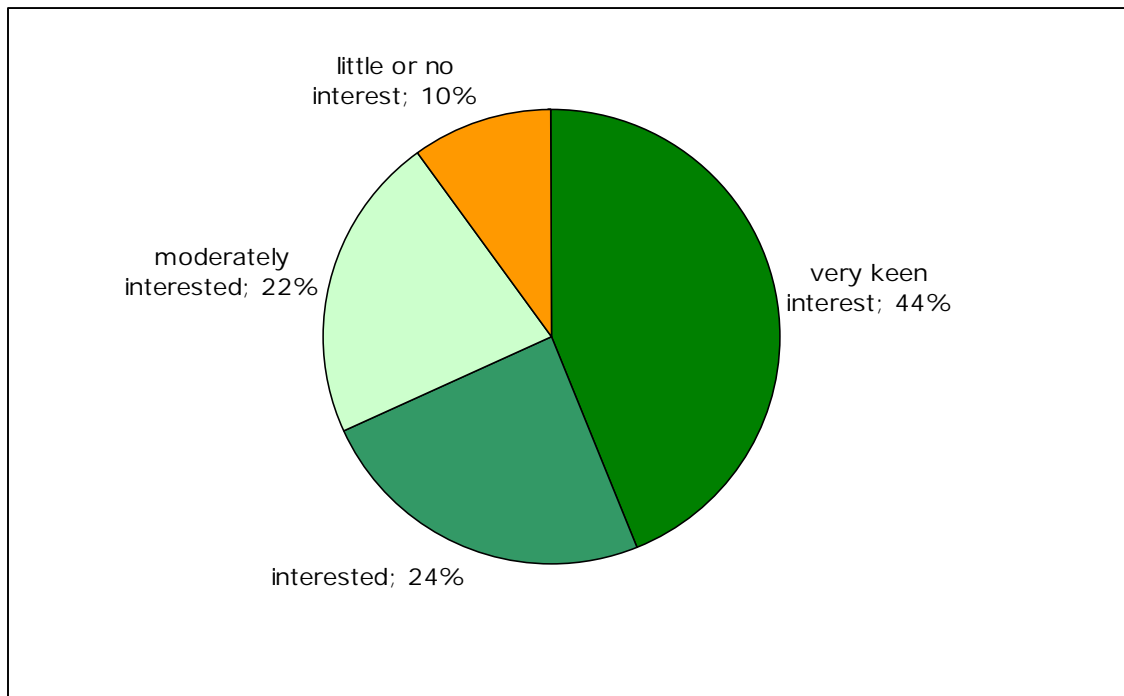
Using the responses to questions 11, 34, and 37 enables us to distinguish between different levels of interest in local issues and respondents can be categorized into groups:

- The most positive group could be classified as having a very keen interest. These are respondents who state they are either 'informed about' [which implies some interest in the issue] or 'not informed but interested' in all the 15 issues mentioned.
- The next group is interested, but to a somewhat lesser extent. These are respondents who explicitly state they are 'not interested' in only 1 or 2 of the 15 issues but are either 'informed' or 'not informed but interested' in all others.
- A moderately interested group would be respondents who are either 'informed' or 'not informed but interested' in up to half of the issues (up to 7 of 15).
- The most negative group would be respondents with little or no interest in local issues. These are respondents who explicitly state they are 'not interested' in more than half of all the issues mentioned (8 of 15).

When these criteria are applied, the four groups have the following strength within the overall sample (see also Diagram 1):

Respondents with a very keen interest	44 %
Respondents who are interested	24 %
Respondents with a moderate interest	22 %
Respondents with little or no interest	10 %

Diagram 1: Citizens' interest in local issues



Cross tabulations with different variables show a significant correlation of respondents' interest in local issues expressed in question 11 and positive or negative attitudes in other matters. Table 6, Table 8, and Table 9 below show this correlation very clearly. The indicator will also be used in other parts of the analysis.

Demographic and social data collected in the survey has been used for cross tabulation on this question (Table 3). We do, however, find no evidence in this comparison that any demographic or social background has a dominating influence on people's interest in local issues. There are only minor deviations in the age structure of groups with a high or low interest in local issues, none of them conclusive that there may be a causal connection between age and interest level. Neither is there a significant difference based on gender.

The only noticeable variations that can be singled out in Table 3 are these: Respondents with a high education level (post graduate) have a particularly keen interest; they are, however, a very small group accounting for only 1% of the sample. People employed in the public sector show a strong interest and so do respondents who presently have a leading political position or had such a position in the past.

People not owning property – also a minority of only 3% in the sample – are clearly least interested in local affairs.

One may expect that people residing in the area for a longer period of time have a stronger interest in local issues than those who moved to are area more recently. To some extent this is correct, but there is no great significance in the difference.

Table 3: Citizens' interest in local issues / demographic and social differentiation

		very keen interest	interested	moderately interested	little or no interest	Total
Age	under 25	44%	24%	25%	7%	100%
	25 – 29	38%	30%	19%	13%	100%
	30 – 39	43%	24%	22%	11%	100%
	40 – 49	49%	21%	21%	9%	100%
	50 – 59	45%	25%	20%	10%	100%
	60 or more	43%	24%	23%	9%	100%
Gender	Male	44%	23%	23%	10%	100%
	Female	43%	26%	21%	10%	100%
Education	Primary school	36%	29%	23%	11%	100%
	Secondary school	40%	25%	24%	11%	100%
	High school	43%	24%	23%	10%	100%
	Second. prof. / techn.	46%	25%	19%	10%	100%
	College / university	48%	22%	21%	9%	100%
	Post graduate	59%	19%	16%	6%	100%
Employment	State sector	54%	20%	18%	8%	100%
	Private sector	38%	27%	24%	11%	100%
	Unemployed	46%	20%	25%	9%	100%
	Retired	45%	26%	19%	10%	100%
	Student	45%	24%	22%	9%	100%
House ownership	House owner	44%	25%	22%	10%	100%
	Tenant	32%	19%	29%	20%	100%
Duration of residence in ward/commune	less than 5 years	41%	26%	20%	13%	100%
	5 to 10 years	39%	22%	28%	10%	100%
	more than 10 years	44%	25%	22%	10%	100%
Leading position in political system	Yes, incumbently	55%	25%	16%	5%	100%
	Yes, in the past	51%	27%	14%	8%	100%
	No	41%	24%	24%	11%	100%
Beneficiary of social allowances	Yes	48%	26%	19%	7%	100%
	No	43%	24%	23%	10%	100%
Average of all respondents		44%	24%	22%	10%	100%

The comparison in Table 3 shows no demographic or social bias influencing people's interest in local issues which in turn confirms this variable as an independent measurement that will be used for cross tabulations in later parts of this analysis.

4.3.1.3 Channels of information

Question 12 ***Please select from the list the mode of communication by which you receive information about the matters mentioned before.***

This question gave respondents the choice to select any or all of the options shown in Table 4. Respondents made use of the multiple choice option in this question and listed numerous channels of information. Responses may not mean that people receive all information in various ways but that all these channels of communication are available. The frequency of responses may still be a good indicator for the popularity of some channels of information. Percentages in Table 4 are based on the number of respondents.

Public meetings are clearly the most common channel by which information is passed on from local authorities to the people. 93% of respondents state that they receive information this way. But this does not necessarily mean that all these respondents regularly attend public meetings.

Within the overall sample, 28% state not having attended any public meeting within the last six months. A large portion of these respondents (24% of the total sample) name public meetings as a source of information. These cases occur in all four cities and among all identifiable groups. They include people with a keen interest in local issues and those who have little or no interest in these matters. This apparent discrepancy could mean that these respondents either attended public meetings more than six months ago or that they receive information about matters discussed during public meetings from friends or relatives who attended them. The latter seems to be the more likely case as it is common for one family member to attend public meetings and inform others.

The second most popular channel of information is the personal message (83%). It can be assumed that the elected heads of street groups/blocks or hamlets play an important role in this form of communication. They form a link between the people in the locality and the local authority not only when local authorities want to pass information to citizens. As will be shown in later parts of this study, they play a key role when citizens approach local authorities (section 4.3.2.1) and also in implementation of the Democracy Ordinance (section 4.6).

Other common channels of information are public loudspeaker systems (67%) and bulletin boards (61%). Mass media apparently play only a minor role as information channel at commune level. TV, although popular in all households, carries less information than a ward/ commune radio station, because TV provides information at central and provincial level.

Table 4: Sources of information

Public meetings organized in village or street	93%
Personal message	83%
Public loudspeaker	67%
Bulletin boards	61%
Through mass organisations	43%
Documents sent to households	30%
Radio	29%
TV	6%
Newspapers	4%
Internet	1%
Through other means	9%

Question 13	<i>How many public meetings have you attended in your ward/commune within the past 6 months?</i>
-------------	---

As already shown in Table 4, public meetings in the commune are a very important channel of information. They are also organized to obtain people's opinion on issues concerning the community and practice other participatory approaches at commune level.

In response to the question how many meetings they attended in the past six months, people responded:

None	28 %
One or two	39 %
Three or more.....	33 %

There are clear indicators that young people are attending less meetings than older respondents; men slightly more than women; highly educated people more than those with lower education level; state sector employees, unemployed and retired people attend more often than those in the private sector and students; house owners more often than tenants; long-time residents more often than residents who moved to the area more recently; public office holders most frequently; beneficiaries of social allowances more often than others (Table 5).

The reason may simply be that certain groups in society – like retired people – have more time available to attend these meetings. The younger generation generally shows little interest in such gatherings. People in a leading political position would naturally be expected to attend public meetings.

Table 5: Attendance of public meetings / demographic and social differentiation

		Number of public meetings in ward or commune attended during last six months			Total
		None	One or two	Three or more	
Age	under 25	43%	33%	25%	100%
	25 - 29	33%	37%	30%	100%
	30 - 39	28%	40%	32%	100%
	40 - 49	19%	44%	37%	100%
	50 - 59	16%	43%	41%	100%
	60 or more	17%	39%	44%	100%
Gender	Male	30%	38%	32%	100%
	Female	26%	40%	34%	100%
Education	Primary school	22%	46%	32%	100%
	Secondary school	33%	37%	30%	100%
	High school	28%	39%	33%	100%
	Second. prof. / techn.	28%	33%	38%	100%
	College / university	25%	41%	34%	100%
	Post graduate	13%	52%	35%	100%
Employment	State sector	19%	45%	36%	100%
	Private sector	31%	38%	30%	100%
	Unemployed	31%	35%	35%	100%
	Retired	16%	42%	43%	100%
	Student	44%	29%	27%	100%
House ownership	House owner	27%	39%	34%	100%
	Tenant	45%	35%	20%	100%
Duration of residence in ward/commune	less than 5 years	34%	39%	27%	100%
	5 to 10 years	29%	40%	31%	100%
	more than 10 years	27%	39%	34%	100%
Leading position in political system	Yes, incumbently	11%	29%	60%	100%
	Yes, in the past	15%	37%	49%	100%
	No	32%	41%	28%	100%
Beneficiary of social allowances	Yes	26%	32%	42%	100%
	No	28%	40%	32%	100%
Average of all respondents		28%	39%	33%	100%

There is a clear correlation between people's interest in local issues (see 4.3.1.2) and attendance of public meetings:

Table 6: Attendance of public meetings / citizens' interest in local issues

		Public meetings attended within past 6 months			Total
		None	One or two	Three or more	
Citizens' interest in local issues	very keen interest	18%	40%	41%	100%
	interested	25%	38%	37%	100%
	moderately interested	40%	39%	21%	100%
	little or no interest	48%	37%	15%	100%
Average of all respondents		28%	39%	33%	100%

Question 14 ***If you did attend any meetings, do you remember what issues were discussed during these meetings?***

This question was phrased as an open question, respondents could name up to three issues. All issues named were coded and similar issues grouped where necessary. The list in Table 7 shows the grouping and gives some examples of what issues are included in the three most common citings. Percentages in the table are based on responses.

Table 7: Issues discussed at public meetings

Local infrastructure <i>How to improve the local infrastructure, briefing to the heads of street blocks on the issues related to infrastructure. Examples: Schedule of power-cuts, rules of safe use of electrical equipment, electrical power price, contribution for lighting of the internal roads, etc.; rehabilitation of damaged roads, road construction in internal rural areas, etc.; avoiding using public land for private purpose, measures against traffic jams in the areas close to schools; drainage system in the rural area. sanitation and environment protection, etc.</i>	47%
Security, health, education and other common activities <i>Security in the neighbourhood, security rules for citizen residential registration, information on the recent cases of break-in and robbery cases, drug abusers, etc in the ward area; general situation of education and health in the area.</i>	44%
Party – authorities – fatherland front's mission <i>These issues are related to the political system, e.g. meetings of the People's council with the citizen, review meetings of the Communist party, People's committee and father land front, etc.</i>	26%
Site clearance, resettlement, planning, land use planning, 'red book' (land ownership)	12%
Finance-related issues	12%
People's welfare, rights and responsibilities	11%
Economic development, employment	4%
Law-related information, promulgation	2%
Grassroots Democracy	2%
Local projects	2%
Leader self-criticism	1%
Propaganda/promulgation enhancing people's voluntaries	< 1%

Question 17 ***Do you know the schedule for leaders of the local authorities to be personally available at some given days to meet with people in the ward or commune?***

About two third the number of respondents (68%) is aware of a schedule for local leaders to be available to meet with people in the ward or commune; 29% admitted not to know about it:

- Yes, there is such a schedule and it is very clear 53 %
- There is a schedule, but it is not very clear 15 %
- No, there is no such schedule 2 %
- I don't know 29 %

The 2% answers 'there is no such schedule' could mean that there would be a particular ward or commune where actually leaders of local authorities are not available for such meetings, but these responses must be seen as ignorance of the respondents because in the same communes others were aware of such schedules.

Awareness of schedules for meetings with leaders of the local authorities obviously depends on citizens' interest in local issues. Those who are interested in these matters are more informed than others (see Table 8).

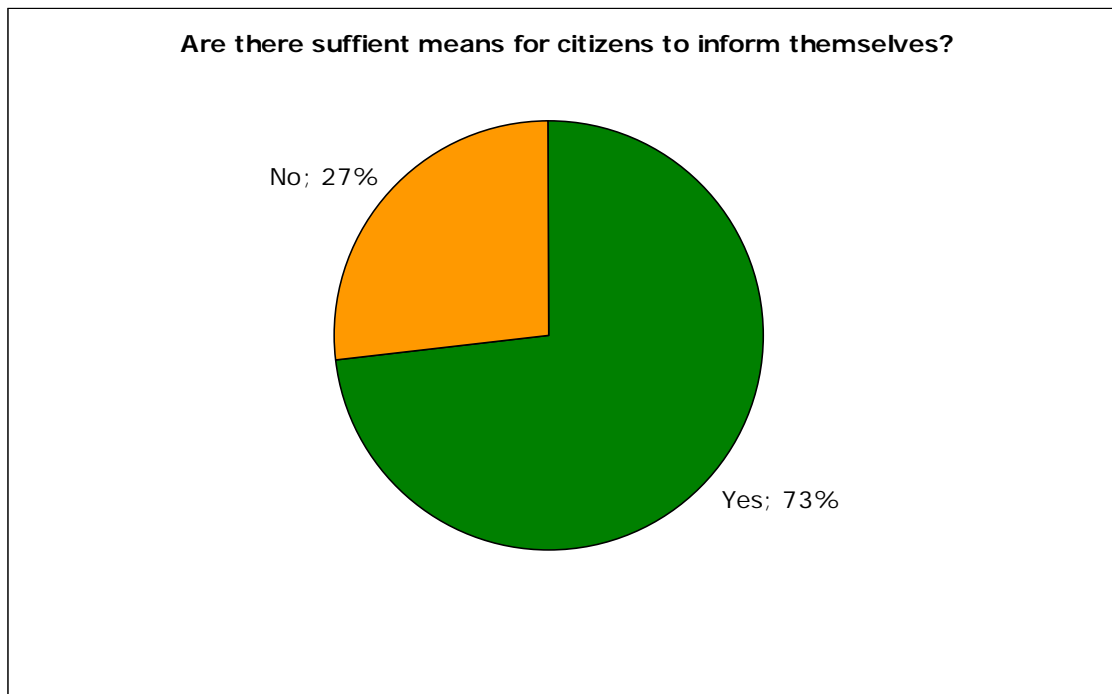
Table 8: Knowledge about schedule for meetings with leaders / citizens' interest in local issues

		Knowledge about schedule of leaders to be personally available to meet residents				Total
		Yes, there is such a schedule and it is very clear	There is a schedule, but it is not very clear	No, there is no such schedule	I don't know	
Citizens' interest in local issues	very keen interest	62%	14%	2%	21%	100%
	interested	54%	16%	3%	26%	100%
	moderately interested	42%	17%	2%	39%	100%
	little or no interest	38%	14%		48%	100%
Average of all respondents		53%	15%	2%	29%	100%

Question 18 ***Considering all above ways of communication, do you think that you have sufficient ways of informing yourself about the work of the local authorities in your ward or commune?***

A great majority of nearly three quarters of all respondents (73%) are of the opinion that all the ways of informing themselves about the work of the local authorities discussed before are sufficient.

Diagram 2: Sufficient means of information



Cross tabulation below shows clearly respondents with strong interest in local issues are more often of the opinion that there are sufficient ways of informing themselves; those with little interest do not recognise the opportunities of informing themselves (Table 9).

Table 9: Sufficient means of information / citizens' interest in local issues

		Do you have sufficient ways of informing yourself about the work of local authorities in ward/commune?		Total
		Yes	No	
Citizens' interest in local issues	very keen interest	78%	22%	100%
	interested	74%	26%	100%
	moderately interested	66%	34%	100%
	little or no interest	62%	38%	100%
Average of all respondents		73%	27%	100%

Those attending public meetings more often also see very clearly better ways of informing themselves than those who are not attending these meetings (Table 10).

Table 10: Sufficient means of information / attendance of public meetings

		Do you have sufficient ways of informing yourself about the work of local authorities in ward/commune?		Total
		Yes	No	
Public meetings attended within past 6 months	None	61%	39%	100%
	One or two	76%	24%	100%
	Three or more	80%	20%	100%
Average of all respondents		73%	27%	100%

Details of responses by different demographic and social groups confirm the interdependence between respondents' interest in local issues and their opinion about sufficiency of information. Like in Table 3 above, highly educated people and those in leading position (past or present) have a more positive opinion about ways of informing themselves.

Table 11: Sufficiency of information / demographic and social differentiation

		Do you have sufficient ways of informing yourself about the work of local authorities in ward/commune?		Total
		Yes	No	
Age	under 25	73%	27%	100%
	25 - 29	72%	28%	100%
	30 - 39	72%	28%	100%
	40 - 49	73%	27%	100%
	50 - 59	75%	25%	100%
	60 or more	75%	25%	100%
Gender	Male	72%	28%	100%
	Female	74%	26%	100%
Education	Primary school	69%	31%	100%
	Secondary school	73%	27%	100%
	High school	73%	27%	100%
	Second. prof. / techn.	74%	26%	100%
	College / university	73%	27%	100%
	Post graduate	81%	19%	100%

Employment	State sector	74%	26%	100%
	Private sector	72%	28%	100%
	Unemployed	71%	29%	100%
	Retired	76%	24%	100%
	Student	74%	26%	100%
House ownership	House owner	73%	27%	100%
	Tenant	76%	24%	100%
Duration of residence in ward/commune	less than 5 years	73%	27%	100%
	5 to 10 years	70%	30%	100%
	more than 10 years	74%	26%	100%
Leading position in political system	Yes, incumbently	79%	21%	100%
	Yes, in the past	84%	16%	100%
	No	71%	29%	100%
Beneficiary of social allowances	Yes	79%	21%	100%
	No	72%	28%	100%
Average of all respondents		73%	27%	100%

4.3.2 Communication initiated by citizens

Information channels like public meetings or scheduled meetings with leaders used by local authorities to pass information to residents are also used by citizens to approach the local authorities with requests or enquiries of their own. But there are generally other modes of communication chosen by residents to bring such requests or enquiries to the attention of the local authority. Other than the previous section 4.3.1, this part of the report deals with the means of communication employed by citizens themselves.

4.3.2.1 Mode and frequency of communication

Question 15

How many times have you personally communicated with the ward/commune authority or with the city authority within the past 6 months, and what mode of communication did you use?

In total, 66 % of all respondents had communicated with local authorities at their ward or commune or with city authorities within the last six months; 34 % did not contact authorities at all during this period.

Communication with ward or commune authorities were much more frequent than with city authorities: 64 % of all respondents contacted ward or commune authorities, 11 % contacted city authority directly or indirectly (multiple response were possible). Citizens

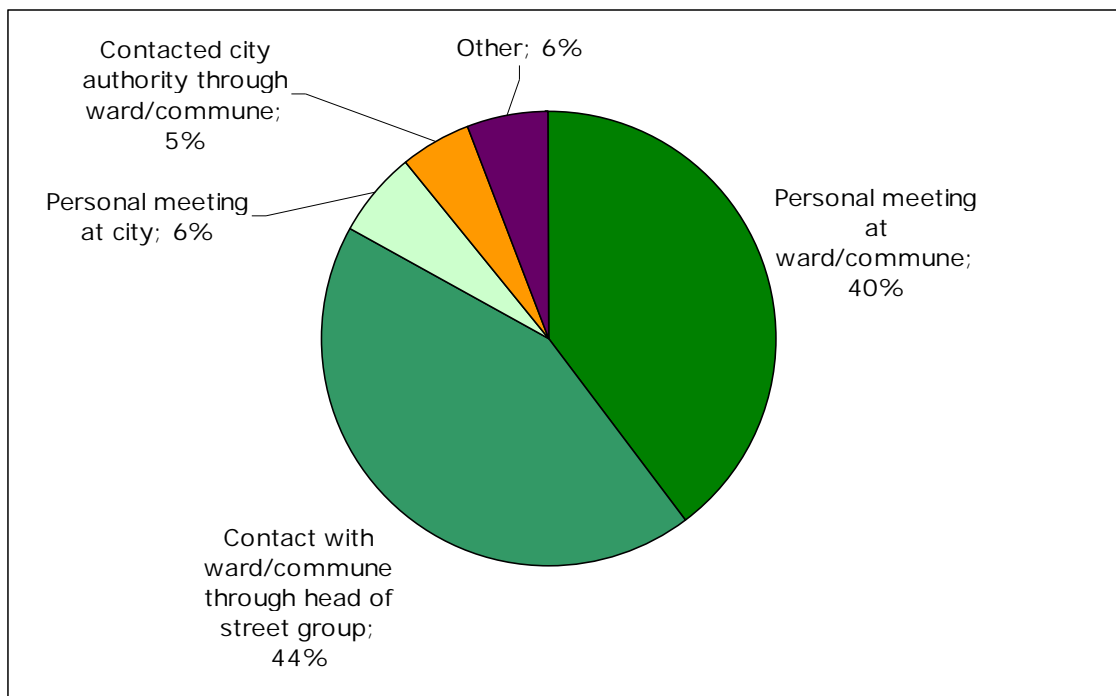
who communicated with local authorities on some matter within past 6 months made in average three contacts each, some more than ten.

Communication between citizens and local authorities is mostly channelled through head of street groups or villages (44%) or effected by personal visit to an official of the ward or commune (40%).

Here is a detailed list of how citizens approach local authorities (percentages based on responses):

I went personally and had a face-to-face meeting with an official of the ward/commune	40%
I contacted the head of street group/village to bring the matter to attention of ward/commune	44%
Sub total ward/commune	84%
I went personally and had a face-to-face meeting with an official of the city	6%
I contacted ward/commune PC to bring the matter to the attention of the city	5%
Sub total city	11%
I sent a letter to the ward/commune or to the city authority	2%
I made a phone call to the ward/commune or to the city authority	2%
I used some other means.....	2%
Total	100%

Diagram 3: Mode of communication used by citizens



There is no particular demographic or social group communicating with local authorities but when it comes to the frequency of communication, there is a clear indication that retired people and state sector employees are more than proportional represented in the

category who communicated more than 5 times with local authorities in the past six months.

The gender ratio among people who contacted local authorities is almost equal to the over-all gender ratio in the population, therefore it could not be said that men or women have relatively more dealings with the local authority (Table 12). Likewise, we find no evidence that a particular group of citizens in the state or private sector has more than proportionate communication with local authorities (Table 13).

Table 12: Communication with local authorities / gender ratio

	Contacting local authority	Proportion in sample
Male	47%	48%
Female	53%	52%
Total	100%	100%

Table 13: Communication with local authorities / related to employment sector

	Contacting local authority	Proportion in sample
State sector	21%	20%
Private sector	46%	46%
Unemployed	8%	9%
Retired	15%	15%
Student	10%	10%
Total	100%	100%

The frequency of communication with local authorities differed as follows:

- No contact with local authorities had 34%
- Citizens contacting local authorities once 18%
- Citizens contacting local authorities twice..... 20%
- Citizens contacting local authorities three times..... 9%
- Citizens contacting local authorities four times..... 5%
- Citizens contacting local authorities five times or more 13%

Within the group communicating with local authorities most frequently (five times or more), public sector employees and retired people were overrepresented slightly, citizens in the private sector were noticeably underrepresented (Table 14).

Table 14: Groups contacting local authorities most frequently

	Citizens contacting local authority five times or more	Proportion in sample
State sector	23%	20%
Private sector	38%	46%
Unemployed	8%	9%
Retired	20%	15%
Student	10%	10%
Total	100%	100%

4.3.2.2 Response by local authorities

Question 16 ***If you did contact the authorities, in what manner did the authorities respond to your communication?***

There are only very few cases reported that local authorities did not respond to communication by citizens (1%). Mostly the response was received in the same way communication was initiated (direct response or through head of street group/village).

The responses to the question are:

- The matter was resolved during the personal discussion 45%
- I received a response through the head of the street group/village 41%
- I received an answer by letter 7%
- I received an answer by phone 3%
- I received a response by some other means 3%
- I did not get any response 1%

When comparing this with answers to question 15 above, we get a nearly identical picture. This picture does not say anything about timely response by local authorities but it can be assumed that about half of the matters were resolved immediately when 45% of respondents 'The matter was resolved during the personal discussion'.

Table 15: Communication with local authorities and their response

How citizens approach local authorities (Question 15)		How local authorities respond (Question 16)	
I went personally and had a face-to-face meeting with an official of the ward/commune	40%	45%	The matter was resolved during the personal discussion
went personally and had a face-to-face meeting with an official of the city	6%		
contacted the head of street group/village to bring matter to attention of ward/commune	44%	41%	I received a response through the head of the street group/village
I contacted ward/commune PC to bring the matter to the attention of the city	5%		
I sent a letter to the ward/commune or to the city authority	2%	7%	I received an answer by letter
I made a phone call to the ward/commune or to the city authority	2%	3%	I received an answer by phone
I used some other means	2%	3%	I received a response by some other means
		1%	I did not get any response

4.4 Public administration services

4.4.1.1 Information about 'One-Stop-Shops'

Three issues related to public administrative services in general were already included in Table 2 in section 4.3.1.1. Respondents were more than average informed about the matter in all three cases.

Table 16: Information about administrative matters (extracted from Table 2)

	I am informed about this matter	I am not informed but I am interested in this matter	I have no interest in this matter	Total
Powers and tasks of ward/commune officers	56%	24%	20%	100%
Administrative procedures for resolution of issues related to residents	63%	25%	12%	100%
Procedures for issuing of certificates for land use rights and house ownership	72%	18%	10%	100%

A similarly high level of information seems to exist with regard to 'One-Stop-Shops' that have been introduced to provide more citizen oriented services. People are quite well informed about this service; at ward or commune level somewhat more than at city level as can be seen from responses to questions 19 and 20.

Question 19 ***Do you think that you are informed about the services of the 'One-Stop-Shop' (OSS) in your ward or commune?***

Question 20 ***And how about the services of the OSS at the city level – do you feel informed about these?***

Responses are:

	Yes	No
Information about OSS at ward or commune	79%	21%
Information about OSS at city	63%	37%

The higher level of information about OSS at ward or commune level is easily explained by the fact that citizens have most of their dealings with local authorities at ward or commune level (see question 15 on page 29).

Cross tabulation with demographic and social data reveal no unexpected results; as on other issues mentioned above, highly educated people, employees in the state sector and respondents in leading political position (past and present) are better informed than others.

There is, however, no visible gender bias and a fairly equal level of information in all age groups. This shows that the OSS plays an important role in people's day-to-day life and is equally important for all groups in society in their dealings with local authorities.

Table 17: Information about OSS / demographic and social differentiation

		19 Are you informed about the services of the 'One-Stop-Shops' in ward/commune?			20 Are you informed about the services of the 'One-Stop-Shops' in city?		
		Yes	No	Total	Yes	No	Total
Age	under 25	75%	25%	100%	55%	45%	100%
	25 - 29	82%	18%	100%	65%	35%	100%
	30 - 39	78%	22%	100%	63%	37%	100%
	40 - 49	80%	20%	100%	68%	32%	100%
	50 - 59	82%	18%	100%	68%	32%	100%
	60 or more	82%	18%	100%	68%	32%	100%
Gender	Male	80%	20%	100%	66%	34%	100%
	Female	78%	22%	100%	61%	39%	100%
Education	Primary school	67%	33%	100%	47%	53%	100%
	Secondary school	76%	24%	100%	58%	42%	100%
	High school	77%	23%	100%	59%	41%	100%
	Second. prof. / techn.	82%	18%	100%	67%	33%	100%

	College / university	87%	13%	100%	75%	25%	100%
	Post graduate	84%	16%	100%	75%	25%	100%
Employment	State sector	88%	12%	100%	75%	25%	100%
	Private sector	76%	24%	100%	60%	40%	100%
	Unemployed	72%	28%	100%	50%	50%	100%
	Retired	82%	18%	100%	69%	31%	100%
	Student	76%	24%	100%	60%	40%	100%
House ownership	House owner	79%	21%	100%	64%	36%	100%
	Tenant	77%	23%	100%	56%	44%	100%
Duration of residence in ward/commune	less than 5 years	77%	23%	100%	69%	31%	100%
	5 to 10 years	74%	26%	100%	63%	38%	100%
	more than 10 years	80%	20%	100%	63%	37%	100%
Leading position in political system	Yes, incumbently	90%	10%	100%	79%	21%	100%
	Yes, in the past	86%	14%	100%	77%	23%	100%
	No	77%	23%	100%	60%	40%	100%
Beneficiary of social allowances	Yes	74%	26%	100%	66%	34%	100%
	No	80%	20%	100%	63%	37%	100%
Average of all respondents		79%	21%	100%	63%	37%	100%

Question 24

Do you remember when you went last to the OSS?

Responses:

In the year 2009 (= within last six months) 32%
 In the year 2008 (= more than six month ago)..... 25%
 Before the year 2008..... 14%
 I don't remember 29%

Question 23

Here are some examples of OSS services. Please mark those that you have used and how you were satisfied with the services on that particular matter? [question was followed by list of six common services shown in Table 18]

4.4.1.2 Most frequently used services

Most frequently used services by respondents are certification and notarization, followed by civil status affairs. Issuance of certificates for land use rights and house ownership also rank high on the list (Table 18).

Table 18: Most frequently used services at OSS

	I have used this service	I have not used this service
Certification and notarization	93%	7%
Civil status affairs	84%	16%
Issuance of certificates for land use rights and house ownership	77%	23%
Social allowances	63%	37%
Issuance of construction permit	57%	43%
Issuance of business license	51%	49%

4.4.1.3 Satisfaction with selected services at OSS

Of those people who have used the services specified above, a majority found the service satisfactory or at least acceptable, but up to 9% of respondents regarded the service not acceptable. However, the percentage of respondents who are fully satisfactory is not high, especially in respect of the services for issuance of business licence, issuance of construction permit, social allowances and land use right certificate issuance (Table 19). This shows that though these services have been considerably improved recently and are acceptable, the citizens are still not fully satisfactory with them.

The most negative judgement of services was found in the issuance of construction permits (9% not acceptable and only 31% fully satisfactory) and issuance of certificates for land use rights and house ownership (8 % not acceptable). The issuance of business permits also seems to be of concern for citizens.

Table 19: Satisfaction with OSS services

	Fully satisfactory	Acceptable	Not acceptable	Total
Certification and notarization	58%	41%	2%	100%
Civil status affairs	59%	39%	1%	100%
Issuance of certificates for land use rights and house ownership	42%	50%	8%	100%
Social allowances	42%	51%	7%	100%
Issuance of construction permit	31%	60%	9%	100%
Issuance of business license	33%	62%	5%	100%

4.4.1.4 Assessment of 'One-Stop-Shops' by citizens

Question 21 ***If you have been to the OSS in your ward/commune to deal with any matter, please tell us whether any of the statements listed reflects your experience and your general judgement of the service there.*** [question was followed by the statements listed in Table 20]

Question 22 ***If you have also been to the OSS in the city to deal with any matter, please tell us whether any of the statements listed reflects your experience and your general judgement of the service there.*** [question was followed by the statements listed in Table 20]

Between 8 and 12% of respondents did not give a judgement of OSS at their ward or commune and answered 'I don't know'; between 18 and 26% did not give an opinion with regard to city OSS – a consequence of the more frequent use of services at ward or commune level. Table 20 shows only valid responses of citizens expressing a distinct opinion.

Respondents' judgement is relatively positive with regard to facilities at OSS, information, administrative forms and procedures, and fees. That applies to both, OSS at wards or commune and OSS at the city. There is, however, still room for improvement because about one Quarter to one Third of respondent would not fully agree with the positive statements.

Helpfulness and friendliness of OSS staff on the other hand is clearly seen least positive by respondents, particularly at city OSS. People regard staff at city OSS more competent and professional than at their ward or commune, but less friendly and less helpful.

Table 20: Assessment of OSS in ward/commune and city (without responses 'I don't know')

		I fully agree	I partly agree	I don't agree	Total
The facilities and working conditions are appropriate	Ward/commune	66%	32%	2%	100%
	City	67%	32%	1%	100%
Information on documents, procedures, fees, and processing time is transparent	Ward/commune	69%	29%	3%	100%
	City	64%	33%	3%	100%
Administrative forms and documents are simple and easy to understand	Ward/commune	72%	26%	2%	100%
	City	66%	31%	3%	100%
Administrative procedures are simple and easy to follow	Ward/commune	67%	30%	3%	100%
	City	62%	34%	4%	100%
Service fees are appropriate	Ward/commune	72%	25%	3%	100%
	City	68%	28%	4%	100%
I got help from the OSS officer when I could not understand some administrative forms or procedures	Ward/commune	56%	37%	7%	100%
	City	52%	40%	8%	100%
The attitude of the staff at the OSS is friendly	Ward/commune	55%	38%	7%	100%
	City	48%	43%	9%	100%
The staff at the OSS is competent and professional	Ward/commune	54%	41%	5%	100%
	City	58%	39%	4%	100%

In Table 21 we relate above assessment of OSS at wards and communes to the number of services used by citizens (see also list of services in question 23 / Table 18). The comparison shows that people's opinion about OSS becomes generally more positive when they use services more frequently. Even the judgement of friendliness and helpfulness of staff improved somewhat after more than three visits but is generally not so good.

Table 21 also includes responses 'I don't know' to prove the validity of people's judgements: respondents who had not used any service at the OSS stated clearly in 64 to 70 % of the cases 'I don't know', meaning that they are unable to make a judgement. This indicates the reliability of respondents assessment – if they had no experience, the clearly stated so and did not just give *any* answer to please somebody.

Table 21: Assessment of OSS / frequency of services used (all responses)

	Number of different services used by respondent	I fully agree	I partly agree	I don't agree	I don't know	Total
The facilities and working conditions are appropriate	0	17%	18%	1%	64%	100%
	1	64%	22%	3%	12%	100%
	2	60%	31%	2%	7%	100%
	3	57%	37%	1%	5%	100%
	4	62%	33%	1%	4%	100%
	5	60%	35%	3%	3%	100%
	6	68%	28%	1%	2%	100%
Information on documents, procedures, fees, and processing time is transparent	0	28%	3%	1%	68%	100%
	1	58%	26%	2%	13%	100%
	2	64%	22%	2%	13%	100%
	3	61%	31%	2%	7%	100%
	4	65%	29%	2%	4%	100%
	5	65%	28%	2%	4%	100%
	6	66%	27%	3%	3%	100%
Administrative forms and documents are simple and easy to understand	0	28%	3%	1%	68%	100%
	1	64%	20%	4%	13%	100%
	2	62%	23%	4%	10%	100%
	3	62%	29%	2%	7%	100%
	4	69%	24%	1%	5%	100%
	5	71%	24%	1%	4%	100%
	6	71%	24%	2%	3%	100%
Administrative procedures are simple and easy to follow	0	15%	16%	1%	68%	100%
	1	62%	24%	6%	8%	100%
	2	60%	28%	4%	8%	100%
	3	55%	35%	3%	7%	100%
	4	66%	28%	2%	4%	100%
	5	67%	27%	3%	3%	100%
	6	67%	27%	2%	4%	100%
Service fees are appropriate	0	19%	14%	1%	66%	100%
	1	64%	22%	1%	14%	100%
	2	62%	25%	4%	9%	100%
	3	64%	27%	3%	6%	100%
	4	68%	23%	3%	6%	100%
	5	70%	21%	4%	4%	100%
	6	72%	22%	2%	4%	100%

I got help from the OSS officer when I could not understand some administrative forms or procedures	0	10%	14%	8%	68%	100%
	1	53%	26%	9%	12%	100%
	2	48%	37%	8%	7%	100%
	3	44%	41%	10%	5%	100%
	4	52%	39%	6%	4%	100%
	5	56%	34%	5%	5%	100%
	6	59%	33%	5%	3%	100%
The attitude of the staff at the OSS is friendly	0	11%	14%	7%	68%	100%
	1	53%	30%	8%	10%	100%
	2	53%	33%	9%	6%	100%
	3	46%	39%	9%	6%	100%
	4	50%	41%	5%	4%	100%
	5	53%	35%	7%	5%	100%
	6	55%	36%	6%	3%	100%
The staff at the OSS is competent and professional	0	14%	15%	1%	70%	100%
	1	53%	24%	7%	16%	100%
	2	40%	39%	3%	18%	100%
	3	34%	45%	3%	18%	100%
	4	45%	37%	5%	13%	100%
	5	46%	36%	8%	10%	100%
	6	56%	36%	4%	5%	100%

From information about respondents' last visit to the OSS (question 24) in combination with people's assessment of OSS at ward or commune level we get clear indications that the situation has improved over time. Table 22 relates the assessment to the time when the OSS was visited last by the respondent. If the visits were in more recent times the judgement is generally more positive than a judgement based on a visit that was a longer time back. And here we can see an improvement in friendliness and helpfulness of staff over time.

Table 22: Assessment of OSS / last visit to OSS

	Last visit to OSS	I fully agree	I partly agree	I don't agree	I don't know	Total
The facilities and working conditions are appropriate	In the year 2009	67%	29%	1%	3%	100%
	In the year 2008	63%	33%		4%	100%
	Before the year 2008	66%	29%	1%	4%	100%
	I don't remember	54%	31%	3%	11%	100%
Information on documents, procedures, fees, and processing time is transparent	In the year 2009	67%	27%	3%	3%	100%
	In the year 2008	66%	28%	1%	5%	100%
	Before the year 2008	66%	25%	3%	7%	100%
	I don't remember	56%	27%	3%	14%	100%
Administrative forms and documents are simple and easy to understand	In the year 2009	70%	23%	2%	4%	100%
	In the year 2008	70%	24%	1%	5%	100%
	Before the year 2008	66%	26%	1%	7%	100%
	I don't remember	62%	23%	3%	13%	100%
Administrative procedures are simple and easy to follow	In the year 2009	68%	25%	3%	4%	100%
	In the year 2008	66%	27%	2%	5%	100%
	Before the year 2008	61%	30%	3%	6%	100%
	I don't remember	55%	30%	4%	11%	100%

Service fees are appropriate	In the year 2009	71%	22%	3%	4%	100%
	In the year 2008	69%	23%	2%	6%	100%
	Before the year 2008	70%	22%	2%	6%	100%
	I don't remember	59%	24%	3%	14%	100%
I got help from the OSS officer when I could not understand some administrative forms or procedures	In the year 2009	58%	35%	4%	4%	100%
	In the year 2008	55%	35%	6%	4%	100%
	Before the year 2008	52%	35%	7%	6%	100%
	I don't remember	46%	34%	9%	12%	100%
The attitude of the staff at the OSS is friendly	In the year 2009	55%	37%	5%	3%	100%
	In the year 2008	54%	35%	7%	4%	100%
	Before the year 2008	51%	34%	9%	6%	100%
	I don't remember	44%	36%	9%	11%	100%
The staff at the OSS is competent and professional	In the year 2009	53%	36%	3%	9%	100%
	In the year 2008	46%	39%	4%	11%	100%
	Before the year 2008	46%	35%	8%	11%	100%
	I don't remember	43%	34%	4%	18%	100%

Question 25

Please tell us whether the local OSS has met the following criteria [there followed the list shown in Table 23]

The assessment of OSS in question 25 formulates some of the criteria already listed in the previous question in the form of Government objectives of the OSS (Table 23). Responses are similar to those above.

Table 23: General evaluation of OSS based on their objectives

	I fully agree	I partly agree	I don't agree	I have not used the services	Total
The OSS provides simple, clear and lawful administrative services	65%	25%	1%	9%	100%
The OSS publishes administrative procedures, charges and fee rates, papers, dossiers, and time for settlement of affairs	61%	28%	3%	8%	100%
The OSS receives requests and notifies results	63%	26%	2%	9%	100%
The OSS ensures speedy and convenient settlement of affairs of organisations and individuals	49%	38%	5%	8%	100%
The OSS ensures coordination among relevant sections and state administrative agencies in the settlement of affairs of organisations and	44%	38%	4%	14%	100%

Table 24: General evaluation of OSS based on their objectives / demographic and social differentiation

	Education level of respondent	I fully agree	I partly agree	I don't agree	I have not used the services	Total
The OSS provides simple, clear and lawful administrative services	Primary school	68%	15%	0%	16%	100%
	Secondary school	65%	25%	0%	9%	100%
	High school	65%	24%	2%	9%	100%
	Second. prof. / techn.	61%	28%	2%	9%	100%
	College / university	65%	28%	2%	5%	100%
	Post graduate	61%	39%			100%
	Average of all respondents	65%	25%	1%	9%	100%
The OSS publishes administrative procedures, charges and fee rates, papers, dossiers, and time for settlement of affairs	Primary school	58%	24%	2%	16%	100%
	Secondary school	61%	28%	2%	10%	100%
	High school	60%	28%	3%	8%	100%
	Second. prof. / techn.	60%	31%	3%	6%	100%
	College / university	64%	29%	3%	5%	100%
	Post graduate	55%	35%	10%		100%
	Average of all respondents	61%	28%	3%	8%	100%
The OSS receives requests and notifies results	Primary school	62%	21%	0%	17%	100%
	Secondary school	61%	27%	2%	10%	100%
	High school	63%	24%	2%	10%	100%
	Second. prof. / techn.	64%	26%	2%	9%	100%
	College / university	65%	27%	2%	6%	100%
	Post graduate	56%	44%			100%
	Average of all respondents	63%	26%	2%	9%	100%
The OSS ensures speedy and convenient settlement of affairs of organisations and individuals	Primary school	49%	32%	3%	16%	100%
	Secondary school	53%	35%	3%	9%	100%
	High school	49%	36%	6%	9%	100%
	Second. prof. / techn.	52%	35%	5%	8%	100%
	College / university	44%	45%	5%	6%	100%
	Post graduate	47%	44%	9%		100%
	Average of all respondents	49%	38%	5%	8%	100%
The OSS ensures coordination among relevant sections and state administrative agencies in the settlement of affairs of organisations and	Primary school	46%	32%	2%	21%	100%
	Secondary school	47%	34%	3%	16%	100%
	High school	42%	38%	4%	16%	100%
	Second. prof. / techn.	47%	35%	4%	13%	100%
	College / university	43%	44%	4%	10%	100%
	Post graduate	26%	68%	6%		100%
	Average of all respondents	44%	38%	4%	14%	100%

4.5 People's participation in urban planning and development

The importance of people's participation in urban planning and development is emphasized in the Democracy Ordinance (see also introductory note to chapter 4 on page 14). Chapter IV, Article 19, of the Democracy Ordinance lists contents to be discussed or commented by the people before they are decided by competent agencies. Among these are:

- Preparing the commune socio-economic development plan; scheme of transformation of economic structure and production structure [...]
- Drafting concrete planning and plans of land use and scheme on adjustments of management and use of the commune land fund.
- Drafting plans to deploy programs and projects at in communes; policies, compensation schemes, resettlement schemes, infrastructure construction schemes, reallocation schemes, resident planning schemes.

The participatory approach in planning at local level directly reflects the implementation of the Democracy Ordinance. The section on planning in the questionnaire in some places directly refers to the Democracy Ordinance in order to obtain citizens' opinions on this particular matter.

4.5.1 Citizens' views on participation in planning

Question 41

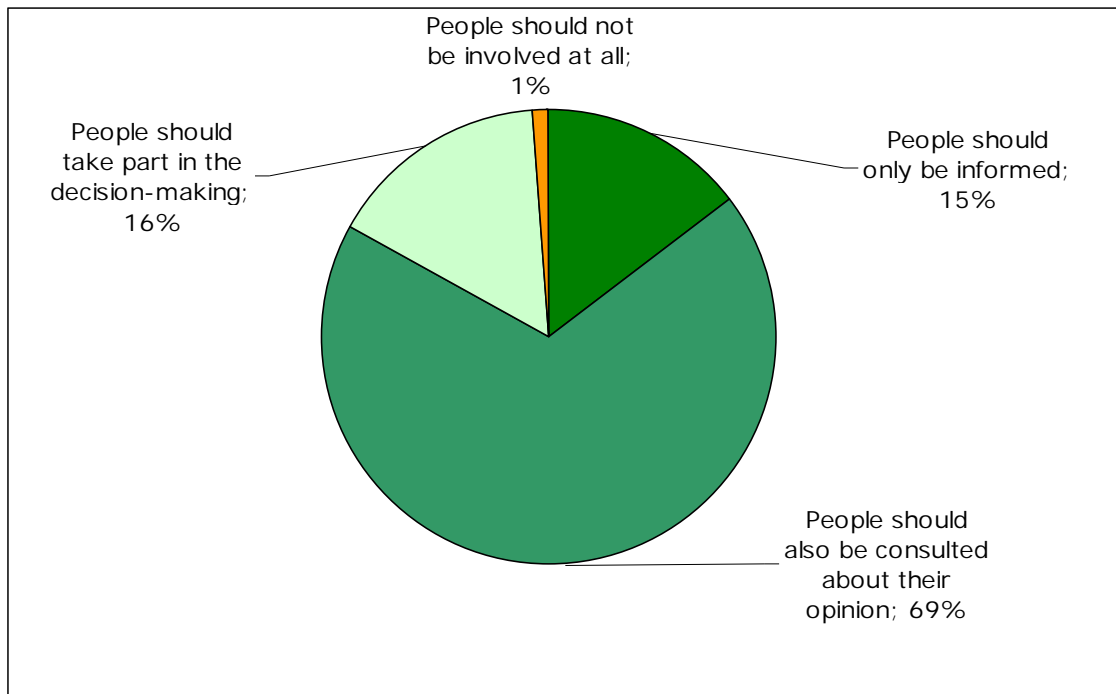
What do you think should be the level of involvement of the people in land use planning?

The answer options shown below were provided in the questionnaire and respondents were asked to make a single choice.

Responses were:

- People should only be informed 15%
- People should also be consulted about their opinion 69%
- People should take part in the decision-making..... 16%
- People should not be involved at all..... 1%

Diagram 4: Citizens' opinions about level of involvement in land use planning



It is clear from these responses that citizens have a strong interest in land use planning and most of them want to be involved. The Democracy Ordinance regulates that people should be consulted on these matters before the plan is finalized. This practice corresponds with the preference of 69 % of respondents.

A group of 16% wants even a stronger involvement by taking part in the decision-making on these matters. Only a minority rejects direct involvement (15 % consider information sufficient, 1 % see no need for any involvement of citizens).

Whether this interest in participation on the part of citizens is actually met by more opportunities for participation in the wards and communes may still be in question. In Table 2 we showed already that land use planning is the subject where citizens have great deficiency in information but a strong interest in the matter. That would rather suggest that actual consultation (by which citizen would get such information) is not really taking place at the desired level. People's assessment of the implementation of the Democracy Ordinance in respect of planning supports this critical view (see Table 26).

Question 33

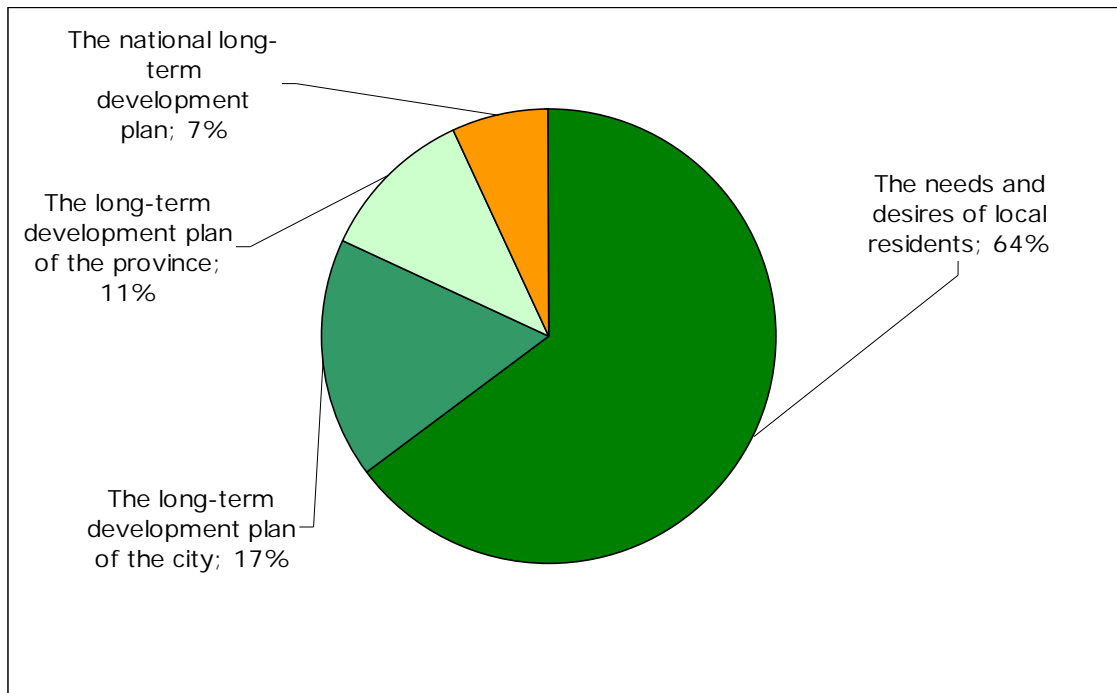
In your opinion, what should be the decisive factor in planning of infrastructure, communal facilities, and other development at ward/commune level?

The answer options shown below were provided in the questionnaire and respondents were asked to make a single choice.

Responses were:

- The needs and desires of local residents 64%
- The long-term development plan of the city 17%
- The long-term development plan of the province 11%
- The national long-term development plan 7%

Diagram 5: Citizens' opinions about decisive factor in local planning



The needs and desires of local residents rank highest with 64%. It is obvious that people's interest to be involved in the planning process stems from this priority – through consultations, citizens want to ensure that their own needs and desires are taken into consideration in land use planning.

The 36% of respondents who are of the opinion that a 'higher level' plan should be the decisive factor, have a clear ranking from 'near' to 'far': city – province – nation.

The cross tabulation with demographic and social data reveals the following: students and elderly people strongly advocate consideration of the needs and desires of local residents; highly educated people and employees in the public sector consider the long-term plan of the city relatively more important than other groups – so do people who do

not own property; respondents with only primary school education show a more than proportional preference for national long-term planning.

Table 25: Decisive factor in planning / demographic and social differentiation

		33 What should be the decisive factor in planning infrastr./communal facilities/other dev. in ward/commune				Total
		The needs and desires of local residents	The long-term development plan of the city	The long-term development plan of the province	The national long-term development plan	
Age	under 25	67%	15%	11%	7%	100%
	25 - 29	62%	16%	13%	10%	100%
	30 - 39	61%	19%	13%	7%	100%
	40 - 49	66%	16%	10%	7%	100%
	50 - 59	64%	20%	9%	7%	100%
	60 or more	67%	17%	9%	6%	100%
Gender	Male	64%	17%	12%	8%	100%
	Female	65%	17%	11%	7%	100%
Education	Primary school	65%	11%	12%	13%	100%
	Secondary school	65%	14%	13%	8%	100%
	High school	67%	17%	10%	6%	100%
	Second. prof./techn.	65%	14%	11%	10%	100%
	College / university	60%	22%	12%	6%	100%
	Post graduate	55%	23%	16%	6%	100%
Employment	State sector	59%	24%	12%	5%	100%
	Private sector	64%	15%	12%	9%	100%
	Unemployed	58%	20%	13%	9%	100%
	Retired	69%	17%	8%	6%	100%
	Student	74%	11%	9%	7%	100%
House ownership	House owner	65%	17%	11%	7%	100%
	Tenant	60%	25%	9%	6%	100%
Duration of residence in ward/commune	less than 5 years	63%	18%	13%	6%	100%
	5 to 10 years	64%	16%	13%	7%	100%
	more than 10 years	65%	17%	11%	7%	100%
Leading position in political system	Yes, incumbently	63%	18%	12%	7%	100%
	Yes, in the past	63%	19%	11%	7%	100%
	No	65%	17%	11%	7%	100%
Beneficiary of social allowances	Yes	68%	14%	10%	8%	100%
	No	64%	17%	12%	7%	100%
Average of all respondents		64%	17%	11%	7%	100%

4.5.2 Implementation of the Democracy Ordinance in respect of planning

Question 40

In your opinion, how well is the Grassroots Democracy Ordinance implemented in planning in your city?

- a) with regard to Master Plan (urban planning)
- b) with regard to land use planning

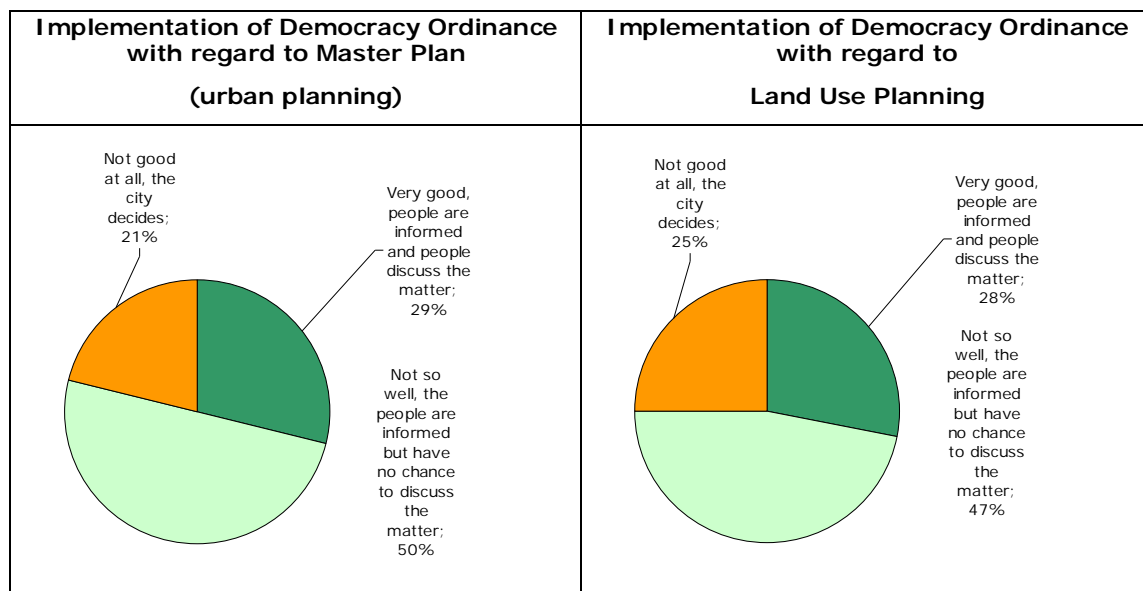
There is either a definite deficiency in people's participation in planning as stipulated in the Democracy Ordinance, or respondents in the survey are particularly unaware of this aspect. Less than 30% of respondents say that 'people are informed and people discuss the matter', meaning that people are consulted as it should be in accordance with the Ordinance.

About half the number of respondents think that people are just informed but not consulted; and around a Quarter of all respondents are of the opinion the Ordinance is not implemented at all and 'the city decides' (Table 26).

Table 26: Implementation of Democracy Ordinance in respect of planning

	with regard to <u>Master Plan</u>	with regard to <u>land use planning</u>
Very good, people are informed and people discuss the matter	29%	28%
Not so well, the people are informed but have no chance to discuss the matter	50%	47%
Not good at all, the city decides	21%	25%
Total	100%	100%

Diagram 6: Implementation of Democracy Ordinance with regard to planning



Information about respondents' interest in local issues and how frequently they attended public meetings has been used in previous part of this study to identify groups in society who have a generally constructive attitude and make more efforts to inform themselves than the average of the sample population. When using these criteria on the question of how well the Democracy Ordinance is implemented with regard to planning, the first impression of a deficiency in this respect is confirmed.

Respondents categorized as citizens with a keen interest in local issues are generally better informed than average. But even in this group we find only 33% who say that people are informed about urban planning and are consulted in accordance with the Democracy Ordinance (31% with regard to land use planning). More details are shown in Table 27 and Table 28.

Respondents regularly attending public meetings in their ward or commune (three or more meetings within last six months) judge the implementation of the Democracy Ordinance with regard to planning only slightly more positive. Among these respondents we find 37% saying that provisions of the Democracy Ordinance are fully applied in urban planning (35% in land use planning). More details on this aspect are shown in Table 29 and Table 30.

Table 27: Implementation of Democracy Ordinance with regard to Master Plan (urban planning) / citizens' interest in local issues

		Implementation of Democracy Ordinance with regard to urban planning			Total
		Very good, people are informed and people discuss the matter	Not so well, the people are informed but have no chance to discuss the matter	Not good at all, the city decides	
Citizens' interest in local issues	very keen interest	33%	51%	16%	100%
	interested	31%	48%	22%	100%
	moderately interested	23%	47%	30%	100%
	little or no interest	18%	52%	30%	100%
Average of all respondents		29%	50%	22%	100%

Table 28: Implementation of Democracy Ordinance with regard to land use planning / citizens' interest in local issues

		Implementation of Democracy Ordinance with regard to land use planning			Total
		Very good, people are informed and people discuss the matter	Not so well, the people are informed but have no chance to discuss the matter	Not good at all, the city decides	
Citizens' interest in local issues	very keen interest	31%	49%	20%	100%
	interested	32%	46%	22%	100%
	moderately interested	23%	46%	31%	100%
	little or no interest	16%	45%	39%	100%
Average of all respondents		28%	47%	25%	100%

Table 29: Implementation of Democracy Ordinance with regard to Master Plan (urban planning) / attendance of public meetings

		Implementation of Democracy Ordinance with regard to urban planning			Total
		Very good, people are informed and people discuss the matter	Not so well, the people are informed but have no chance to discuss the matter	Not good at all, the city decides	
Public meetings attended within past 6 months	None	19%	51%	31%	100%
	One or two	28%	53%	19%	100%
	Three or more	37%	45%	18%	100%
Average of all respondents		29%	50%	22%	100%

Table 30: Implementation of Democracy Ordinance with regard land use planning / attendance of public meetings

		Implementation of Democracy Ordinance with regard to land use planning			Total
		Very good, people are informed and people discuss the matter	Not so well, the people are informed but have no chance to discuss the matter	Not good at all, the city decides	
Public meetings attended within past 6 months	None	21%	47%	32%	100%
	One or two	26%	51%	23%	100%
	Three or more	35%	43%	22%	100%
Average of all respondents		28%	47%	25%	100%

Question 34 ***... tell us if you know about Master Plan and the influence of such plan on your ward or commune.***

Responses to this question was already discussed in section 4.3.1.1, responses shown in Table 2 are repeated here:

- I am informed about this matter49%
- I am not informed but I am interested in this matter 37%
- I have no interest in this matter14%

Question 35 ***If you do know, tell us how you inform yourself about the Master Plan.***

This question was answered by only 49% of all respondents (those who responded confirmatory to the previous question 34). The question gave respondents multiple choices; percentages below are based on number of respondents.

As can be seen from these responses, only a small number of respondents (11%) participates directly in the planning process and obtains the information there. All others inform themselves through other means:

- I search by myself 30%
- I participate directly in discussion of planning..... 11%
- I am informed by the People's Committee of the ward/commune 51%
- I am informed by mass media 48%
- I am informed through relatives, friends 30%

Again we find that people with a strong interest in local issues are the ones participating directly in discussions when they have the opportunity. Of those who did participate in planning discussions, 61% were citizens with a 'very keen interest in local issues', 26% were 'interested' citizens.

Table 31: Source of information / citizens' interest in local issues

	Citizens' interest in local issues				Total
	very keen interest	interested	moderately interested	little or no interest	
I search by myself	57%	20%	18%	5%	100%
I participate directly in discussion of planning	61%	26%	13%		100%
I am informed by the People's Committee of the ward/commune	56%	21%	16%	7%	100%
I am informed by mass media	56%	20%	17%	7%	100%
I am informed through relatives, friends	49%	22%	22%	7%	100%
Average of all respondents	52%	21%	19%	7%	100%

Responses to questions 34 and 35 above confirm once more that only a small group of citizens actually participates in planning at ward or commune level. Considering the general interest shown in this matter by respondents, it must be assumed that low participation is due to a lack of opportunity for participation.

Responses to the next question 36 point in the same direction but cannot be considered proof that citizens are not invited to participate in planning discussion. Question 36 implies that the respondent answers whether he is *aware* of such an invitation extended to citizens; the respondent cannot state the fact that *citizens* are invited (or otherwise).

Question 36 ***Have the citizens been invited for comments or discussion before the planning was finalized by the competent authorities?***

- a) with regard to Master Plan (urban planning)
- b) with regard to land use planning

This question was answered by only 49% of all respondents (those who responded confirmatory to the previous question 34; see also note below).

Responses were:

With regard to Master Plan (urban planning):

- Yes [citizens have been invited for comments or discussion] 17%
- No [citizens have not been invited for comments or discussion] 32%
- No response 51%

With regard to land use planning:

- Yes [citizens have been invited for comments or discussion] 19%
- No [citizens have not been invited for comments or discussion] 30%
- No response 51%

Note:

Due to an error in the questionnaire this question was not answered by all respondents. Instead of instruction respondents to 'go to question 36' in case they answered question 34 in the negative form, the instruction in the questionnaire was 'go to question 37'. For this reason only about half the number of respondents answered question 36 although answers were expected from all respondents. That makes the data base rather unreliable for further analysis.

The questionnaire contained a similar question 'Do the local authorities in your ward or commune invite residents to express their opinion and comment on the following issues before the People's Committee takes a decision?' (No. 27) that is discussed and analysed in section 4.6.2 on page 59. Responses to this question are also relevant for land use planning because that issue is specifically mentioned there.

Question 37	<i>... do you also know about city land use planning and its influence on your ward/commune?</i>
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Responses to this question were discussed in section 4.3.1.1. This issue was not pursued by further questions in the questionnaire, the responses shown in Table 2 are analysed in section 4.3.1.1.

4.5.3 Citizens' own land and house being affected by city land use planning

Question 38	<i>Has the city land use planning affected your own land and house?</i>
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35% of all respondents answered that their own land and house had actually been affected by city land use planning measures. 65% were not affected.

When comparing opinions of people affected or not affected, we find that both groups more or less have the same view that needs and desires of local residents should be the decisive factor in local planning. There is no particular strong opinion expressed by people who had been affected (Table 32). Respondents who had been affected do, however, show some moderate preference for stronger involvement of local residents in the decision-making than those respondents who were not affected (Table 33).

Table 32: Decisive factor in planning / personally affected citizens and others

		What should be the decisive factor in planning infrastr./communal facilities/other dev. in ward/commune				Total
		The needs and desires of local residents	The long-term development plan of the city	The long-term development plan of the province	The national long-term development plan	
Has the city land use planning affected your own land and house?	Yes	63%	16%	12%	9%	100%
	No	66%	17%	11%	6%	100%
Average of all respondents		64%	17%	11%	7%	100%

Table 33: Involvement of residents in planning / personally affected citizens and others

		41 Level of involvement of residents in land use planning [should be]				Total
		People should only be informed	People should also be consulted about their opinion	People should take part in the decision-making	People should not be involved at all	
38 Has the city land use planning affected your own land and house?	Yes	15%	66%	18%	1%	100%
	No	14%	70%	14%	1%	100%
Average of all respondents		15%	69%	16%	1%	100%

Question 39

If [your own land and house has been affected], have you been informed in advance about compensation and resettlement policies?

Normal procedure appears to be that people are informed in advance when their land and house is affected. There was only a small group among respondents who said they were not informed:

- Yes, I was informed at a ward/commune meeting 69%
- I only heard about it from the ward/commune loudspeaker 6%
- I heard about it in some other way..... 10%
- I was not informed..... 15%

People who have been affected but were not informed in advance have a rather strong opinion that local residents should take part in the decision-making in land use planning. While the overall average of all respondents is 16% who want to take part in the decision-making in land use planning, it is 18% among people actually affected by such measures, and 29% among people who were affected but not informed in advance (Table 34).

Table 34: Involvement of residents in planning / only personally affected citizens

		people affected by land use planning but not informed in advance	all people affected by land use planning (being informed or not)	for comparison: average of all respondents
What do you think should be the level of involvement of the people in land use planning?	People should only be informed	16%	15%	15%
	People should also be consulted about their opinion	51%	66%	69%
	People should take part in the decision-making	29%	18%	16%
	People should not be involved at all	4%	1%	1%
Total		100%	100%	100%

The same group of people being affected and not informed in advance does, however, not consider the needs and desires of local residents more important than average but shows instead a stronger preference for regional long-term planning (Table 35).

Table 35: Decisive factor in planning / only personally affected citizens

		people affected by land use planning but not informed in advance	for comparison: average of all respondents
What should be the decisive factor in planning of infrastructure, communal facilities, and other development at ward/commune level?	The needs and desires of local residents	64%	64%
	The long-term development plan of the city	13%	17%
	The long-term development plan of the province	18%	11%
	The national long-term development plan	5%	7%
Total		100%	100%

4.6 Implementation of Democracy Ordinance

Before analysing implementation of the four main principles of the Democracy Ordinance – information, consultation, participation in decision-making, and supervision – in detail, we show people's responses to some questions that relate to all these issues.

Question 30

What is your opinion, has the situation regarding these principles of democracy in your ward or commune changed during the last 2 years?

Around half the number of all respondents noticed progress in all four aspects (Table 36). Respondents see the highest improvement in information; somewhat less in consultation; still less in decision-making; and least, although still considerable, improvement in supervision.

This is a pattern observed for several years in different locations in Vietnam. It supports the presumption that providing information to the people is a fairly easy task and this part of the Democracy Ordinance is very elaborate. The list of issues on which people are to be consulted is much shorter in the ordinance and it is more difficult to implement this task in the wards and communes. Even fewer issues are set out in the Ordinance for people to actually decide by themselves, accordingly there is not that much progress felt by the respondents. People's participation in supervision is exercised only indirectly through institutions such as People's Inspection Boards or Community Investment Supervision Boards; logically, people do not feel the improvement in this area as strong as in other fields where they are directly involved. A fairly large percentage of respondents may not even be aware that the People's Inspection Boards – whom they elect – are the instrument of supervision on behalf of the people.

The number of respondents who say the situation has become worse over the past two years is relatively small, in the case of information even negligible. There are, however, around ten percent or more who answer 'I don't know' which indicates a lack of information.

Table 36: Improvement in democracy at commune level during past two years

	It has improved	It has not changed	It has become worse	I don't know	Total
Information of the people	59%	30%	1%	10%	100%
Consultation of the people	49%	37%	3%	11%	100%
Decision-making by the people	46%	39%	3%	12%	100%
Supervision by the people	42%	38%	4%	16%	100%

When comparing judgements of groups with different levels of interest in local issues or the judgement of those who frequently attend public meetings with opinions of people who do not attend public meetings, we find the usual pattern again – people with high interest see more improvement than those who have no interest in the matter, and those attending meetings also have a more positive opinion than those who do not attend public meetings.

Table 37: Changes in information of the people / different groups in society

		Changes in information of the people during past two years				Total
		It has improved	It has not changed	It has become worse	I don't know	
Citizens' interest in local issues	very keen interest	69%	24%	1%	6%	100%
	interested	62%	31%	1%	6%	100%
	moderately interested	48%	37%	1%	14%	100%
	little or no interest	33%	37%	1%	29%	100%
13 Public meetings attended within past 6 months	None	47%	34%	1%	18%	100%
	One or two	58%	32%	1%	9%	100%
	Three or more	71%	23%	1%	5%	100%
Average of all respondents		59%	30%	1%	10%	100%

Table 38: Changes in consultation of the people / different groups in society

		Changes in consultation of the people during past two years				Total
		It has improved	It has not changed	It has become worse	I don't know	
Citizens' interest in local issues	very keen interest	59%	32%	2%	7%	100%
	interested	51%	37%	3%	8%	100%
	moderately interested	37%	45%	3%	15%	100%
	little or no interest	22%	45%	3%	30%	100%
13 Public meetings attended within past 6 months	None	37%	42%	3%	18%	100%
	One or two	48%	38%	3%	10%	100%
	Three or more	60%	33%	2%	6%	100%
Average of all respondents		49%	38%	3%	11%	100%

Table 39: Changes in decision-making by the people / different groups in society

		Changes in decision-making by the people during past two years				Total
		It has improved	It has not changed	It has become worse	I don't know	
Citizens' interest in local issues (11-1 to 11-13 + 34 + 37)	very keen interest	57%	34%	2%	7%	100%
	interested	46%	42%	2%	10%	100%
	moderately interested	35%	44%	5%	17%	100%
	little or no interest	24%	42%	2%	32%	100%
13 Public meetings attended within past 6 months	None	34%	42%	4%	20%	100%
	One or two	45%	40%	3%	12%	100%
	Three or more	57%	35%	2%	7%	100%
Average of all respondents		46%	39%	3%	12%	100%

Table 40: Changes in supervision by the people / different groups in society

		Changes in supervision by the people during the past two years				Total
		It has improved	It has not changed	It has become worse	I don't know	
Citizens' interest in local issues	very keen interest	53%	34%	3%	10%	100%
	interested	43%	38%	6%	14%	100%
	moderately interested	30%	44%	4%	21%	100%
	little or no interest	19%	40%	3%	38%	100%
13 Public meetings attended within past 6 months	None	31%	41%	6%	22%	100%
	One or two	40%	39%	4%	18%	100%
	Three or more	53%	34%	3%	10%	100%
Average of all respondents		42%	38%	4%	16%	100%

Responses regarding consultation of the people and decision-making by the people in this question No. 30 can be compared to responses to questions 26 and 29 which also dealt with these issues (see sections 4.6.3 and 4.6.4).

Respondents who say that decisions about policies and contributions (money and labour) from residents are reached by discussion among the people and that people then decide by themselves [as is in accordance with the Democracy Ordinance], see the most improvement in this aspect (64% which is well above the over-all average of 46%). Those who don't know how such decisions are reached see the least improvement in this aspect of democracy at commune level (Table 41).

Table 41: Changes in decision-making by the people / knowledge how decisions are reached

		Changes in decision-making by the people during past two years				Total
		It has improved	It has not changed	It has become worse	I don't know	
How decisions are reached about policies and contributions (money and labour) from residents	Matters are discussed and then decided by the people	64%	31%	2%	3%	100%
	Matters are discussed but not decided by the people	47%	44%	3%	6%	100%
	Matters are not discussed but local authorities make the decision	33%	46%	3%	18%	100%
	I don't know	26%	39%	4%	31%	100%
Average of all respondents		46%	39%	3%	12%	100%

Similarly, respondents who know the mechanism in wards and communes enabling citizens to take part in supervision [e.g. through 'People's Inspection Board' & 'Community Investment Supervision Board'] see more improvement in this matter than others (see table below).

Table 42: Changes in supervision by the people / knowledge of mechanisms for supervision

		Changes in supervision by the people during past two years				Total
		It has improved	It has not changed	It has become worse	I don't know	
Mechanism in ward/commune enabling residents to take part in supervision	People supervise through 'People's Inspection Board' & 'Community Investment Supervision Board'	60%	33%	2%	4%	100%
	People supervise through rights of complaints, denunciations and recommendations	53%	39%	3%	6%	100%
	No, there are no such mechanisms	13%	50%	17%	19%	100%
	I don't know	24%	39%	5%	32%	100%
Average of all respondents		42%	38%	4%	16%	100%

Question 31

Which of the four principles [of the Democracy Ordinance] do you think should be given more focus in the implementation?

Although information of the people has, according to respondents' own judgement in question 30 above, already improved considerably, it is still the one aspect of the Democracy Ordinance that respondents want to focus implementation on. The second priority is participation in supervision, but people's interest in decision-making is rather low.

All the responses to question 31 were:

Information of the people..... 42%
 Consultation of the people..... 19%
 Decision-making by the people 5%
 Supervision by the people..... 34%

The different demographic and social groups also show only little deviation from average. Respondents with low and middle level education prioritize passive aspects like information; those with high education want more active involvement in the form of consultation and supervision by the people. People not owning property want a greater share in decision-making and supervision.

Table 43: Priority in implementation / demographic and social differentiation

		Which of the principles of democracy should be given more focus in the implementation				Total
		Information of the people	Consultation of the people	Decision-making by the people	Supervision by the people	
Age	under 25	41%	15%	7%	37%	100%
	25 - 29	46%	13%	5%	35%	100%
	30 - 39	43%	21%	6%	31%	100%
	40 - 49	42%	22%	3%	33%	100%
	50 - 59	40%	23%	3%	34%	100%
	60 or more	40%	23%	2%	35%	100%
Gender	Male	43%	17%	4%	36%	100%
	Female	42%	21%	5%	32%	100%
Education	Primary school	46%	21%	6%	27%	100%
	Secondary school	44%	16%	5%	35%	100%
	High school	43%	22%	5%	31%	100%
	Second. prof. / techn.	49%	17%	4%	31%	100%
	College / university	36%	19%	4%	42%	100%
	Post graduate	28%	31%	6%	34%	100%
Employment	State sector	37%	22%	3%	38%	100%
	Private sector	46%	17%	5%	32%	100%
	Unemployed	44%	17%	8%	31%	100%
	Retired	39%	25%	2%	34%	100%
	Student	38%	14%	8%	39%	100%

House ownership	House owner	43%	19%	4%	34%	100%
	Tenant	30%	15%	12%	43%	100%
Duration of residence in ward/commune	less than 5 years	42%	16%	7%	36%	100%
	5 to 10 years	46%	17%	6%	30%	100%
	more than 10 years	42%	20%	4%	34%	100%
Leading position in political system	Yes, incumbently	35%	22%	3%	39%	100%
	Yes, in the past	40%	24%	3%	34%	100%
	No	44%	18%	5%	33%	100%
Beneficiary of social allowances	Yes	39%	22%	2%	37%	100%
	No	43%	19%	5%	34%	100%
Average of all respondents		42%	19%	5%	34%	100%

Question 32: ***From your own experience, what organisations or individuals play the most active role in implementing grassroots democracy in your ward or commune?***

This was a single choice question; respondents had to select one answer from the list below.

Responses to this question were:

People's Committee and People's Council	24%
People's Supervision Committee	4%
Head of village or head of street/block.....	38%
Fatherland Front Committee	9%
Mass organisations.....	9%
The people themselves	15%

Responses to this question hint at the importance of the role of heads of village or heads of streets/blocks. Respondents see them as instrumental in the implementation of democracy at commune level. Their role is considered even more active than that of People's Committees and People's Councils. Their own role as citizens is being put into third place by respondents.

The Fatherland Front Committee and mass organisations are considered much less active in this respect and People's Supervision Committee is with 4% at the end of the list.

There are slight variations of percentages when we compare groups with strong or only little interest in local issues or groups who regularly attend public meetings and those who don't, but these differences are not significant. All groups are of the opinion that heads of village or heads of streets/blocks play the most active role in implementing democracy; there is no change in the sequence of other institutions in this respect. The different demographic and social groups are also relatively homogeneous in their opinion; there is only little deviation from average.

4.6.1 Information of the people

Information of the people is the first aspect of democracy at commune level. The Democracy Ordinance deals particularly with the flow of information between local authorities and citizens (Chapter II, Articles 5 to 9; 'Contents to be publicized to the people').

Our findings on this subject obtained through the survey in participating municipalities have already been discussed and analysed in part 4.3.1 of this report. Relevant questions are Nos. 11 to 18 and 35.

4.6.2 Consultation of the people

There are some questions (Nos. 36, 40, and 41) relating to consultation of the people but are not listed here. These questions were already discussed and analysed in section 4.5 (People's participation in urban planning and development).

Question 27

Do the local authorities in your ward or commune invite residents to express their opinion and comment on the following issues before the People's Committee takes a decision? [followed by list shown in Table 44]

The list of issues provided to respondents with this question has been taken from the Democracy Ordinance (Chapter IV, Articles 19 to 22). They are all issues that should, in accordance with the Ordinance, be discussed or commented by the people before they are decided by competent bodies.

The question was answered by all respondents but a large percentage chooses the answer 'I don't know' (see Table 44). Between 35 and 52% are either not aware of the practice of consultation of citizens on such matters in their ward or commune or these mechanisms are not in place there.

Table 44: Issues on which local residents are invited to comment

<i>Do the local authorities in your ward or commune invite residents to express their opinion and comment on the following issues before the People's Committee takes a decision?</i>	Yes	No	Don't know	Total
Preparing the ward/commune socio-economic development plan	41%	23%	35%	100%
Drafting land use plans, the management and use of the ward/commune land fund	35%	23%	42%	100%
Plans for constr. projects in wards/communes; compensation and resettlement policies	40%	17%	43%	100%
Schemes for change of administrative units directly related to ward/commune level	29%	19%	52%	100%

Respondents with a particularly strong interest in local issues seem to be better informed on these matters than others, they respond more often in the affirmative (Table 45). The answer 'I don't know' is also found less frequent in groups attending public meetings regularly (Table 46). As already noted in the analysis of other issues, citizens with an interest in local affairs and citizens regularly attending public meetings in their wards or

communes are better informed. Their knowledge of consultations taking place is an indication that provisions of the Democracy Ordinance are implemented in wards and communes. There is, however, insufficient awareness of these consultations among the general public.

Below we show on the example of consultations in preparation of the ward's or commune's socio-economic plan how groups of well informed citizens (e.g. those with interest in local issues and those regularly attending public meetings) respond in comparison to those who have less interest.

Table 45: Consultation of citizens in preparing socio-econ. plan / interest in local issues

<i>Are citizens invited to comment on preparing the ward/commune socio-economic dev. plan?</i>		Yes	No	Don't know	Total
Citizens' interest in local issues	very keen interest	54%	22%	24%	100%
	interested	42%	26%	32%	100%
	moderately interested	30%	23%	48%	100%
	little or no interest	10%	21%	69%	100%
Average of all respondents		41%	23%	35%	100%

Table 46: Consultation of citizens in preparing socio-econ. plan / attendance of meetings

<i>Are citizens invited to comment on preparing the ward/commune socio-economic dev. plan?</i>		Yes	No	Don't know	Total
Public meetings attended within last six months	None	23%	30%	47%	100%
	One or two	42%	23%	36%	100%
	Three or more	56%	18%	25%	100%
Average of all respondents		41%	23%	35%	100%

We have noted considerable regional difference in responses to question 27. In some wards and communes less than 10% of respondents were aware of consultations taking place, in other wards as many as 80% would answer 'Yes'.

There are sizeable differences in citizens' awareness of consultations when comparing the four issues mentioned in Table 44. These differences can also be found among well informed respondents and they are noticeable in a comparison of all wards and communes that participated in the survey. This leads to the conclusion that, although all wards and communes may practice consultation in some form, many of them may not apply this democratic principle to all the issues listed in the Ordinance.

Question 28 ***On what issues have you personally given your comments or opinion to the ward or commune authority within the last six months?***

This question was only answered by 15% of all respondents. Considering the already low percentage answering the previous question 27 affirmative, it does not surprise that only few respondents could answer question 28.

Some of the answers shown below have been grouped (percentages are based on number of responses):

Local infrastructure, sewage, environment and sanitation	44%
Security.....	18%
Traffic.....	8%
Grassroots democracy and OSS	7%
People's rights and responsibilities	5%
Site clearance, resettlement	4%
Local socio-economic development participation	3%
Society and Culture.....	3%
Pay attention to people's life	3%
Social evils.....	2%
'Red book' (land use right)	2%
Personnel mission / officer management	1%
Finance-related issues	1%
Behaviour / attitude of local civil servants towards people.....	less than 1%
Improvement of working conditions for local civil servants	less than 1%

4.6.3 Decision-making by the people

Question 26 ***How are decisions reached about policies and contributions (money and labour) from the people for public infrastructure and welfare works within your ward or commune?***

Answer options were provided in the questionnaire. Respondents selected the following answers:

Matters are discussed and then decided by the people.....	35%
Matters are discussed but not decided by the people	27%
Matters are not discussed but local authorities make the decision ..	15%
I don't know.....	23%

The Democracy Ordinance clearly states that these matters should be discussed and then decided by the people. Only 35 % confirm that this is the case in their wards and communes, 42 % (27+15) are of the opinion that procedures of the Democracy Ordinance are not followed in their wards; and nearly one quarter of respondents do not know how these decisions are made.

There is an indication that respondents with little or no interest in local issues are least informed while those with a very keen interest in local issues are more often of the opinion that the Democracy Ordinance is implemented in this respect (Table 47).

Table 47: Decision-making by the people / citizens' interest in local issues

		How decisions are reached about policies and contributions (money and labour) from residents				Total
		Matters are discussed and then decided by the people	Matters are discussed but not decided by the people	Matters are not discussed but local authorities make the decision	I don't know	
Citizens' interest in local issues	very keen interest	43%	28%	13%	15%	100%
	interested	35%	28%	17%	20%	100%
	moderately interested	24%	28%	18%	31%	100%
	little or no interest	26%	21%	10%	44%	100%
Total		35%	27%	15%	23%	100%

There is also a clear signs that respondents who frequently attend public meetings in their wards or communes see a more active role for citizens in this matter. 46 % of respondents who attended three or more meetings within the past six month say: 'Matters are discussed and then decided by the people' (which is in accordance with provisions of the Democracy Ordinance). Respondents attending public meetings less frequently appear to be less informed (higher percentage of responses 'I don't know') or see less room for participation in decision-making by the people (Table 48).

Table 48: Decision-making by the people / attendance of public meetings

		How decisions are reached about policies and contributions (money and labour) from residents				Total
		Matters are discussed and then decided by the people	Matters are discussed but not decided by the people	Matters are not discussed but local authorities make the decision	I don't know	
Public meetings attended within past 6 months	None	25%	26%	17%	33%	100%
	One or two	33%	30%	15%	22%	100%
	Three or more	46%	25%	13%	15%	100%
Average of all respondents		35%	27%	15%	23%	100%

Like in many other issues discussed before, the responses given by people who generally show a strong interest in local issues and the responses by people attending public meetings regularly seem to be most reliable. In this particular case it is, however, still

worrying that less than 50 percent of well informed citizens say that procedures are in accordance with the Democracy Ordinance.

A further analysis reveals great differences among the wards and communes covered by the survey. In some wards and communes more than 80 % of well informed citizens say that procedures follow the Democracy Ordinance; some other wards and communes obviously have deficiencies in implementing the Democracy Ordinance.

In this present study we will not look further into this issue of regional differences but the data available from the survey can be used at other occasion to plan programmes specifically designed to assist those wards and communes that are still lacking progress in the implementation of the Democracy Ordinance.

Comparison of specific demographic and social groups shows much less differentiation than regional comparison. That is an indicator that the cause for different opinions really lies in the approach taken in each ward and commune.

Table 49: Decision-making by the people / demographic and social differentiation

		How decisions are reached about policies and contributions (money and labour) from residents				Total
		Matters are discussed and then decided by the people	Matters are discussed but not decided by the people	Matters are not discussed but local authorities make the decision	I don't know	
Age	under 25	33%	29%	10%	29%	100%
	25 - 29	39%	23%	16%	22%	100%
	30 - 39	33%	26%	17%	25%	100%
	40 - 49	38%	26%	17%	19%	100%
	50 - 59	38%	30%	15%	18%	100%
	60 or more	36%	32%	15%	17%	100%
Gender	Male	35%	24%	15%	26%	100%
	Female	36%	30%	14%	20%	100%
Education	Primary school	36%	25%	15%	25%	100%
	Secondary school	31%	31%	17%	21%	100%
	High school	34%	28%	16%	23%	100%
	Second. prof. / techn.	41%	25%	15%	19%	100%
	College / university	37%	26%	11%	25%	100%
	Post graduate	42%	23%	13%	23%	100%
Employment	State sector	43%	26%	12%	20%	100%
	Private sector	33%	27%	17%	22%	100%
	Unemployed	26%	24%	17%	33%	100%
	Retired	38%	32%	13%	17%	100%
	Student	34%	28%	9%	29%	100%
House ownership	House owner	36%	27%	15%	22%	100%
	Tenant	26%	25%	8%	41%	100%
Duration of residence in ward/commune	less than 5 years	38%	26%	9%	27%	100%
	5 to 10 years	30%	25%	16%	29%	100%
	more than 10 years	35%	28%	15%	22%	100%
Leading position in political system	Yes, incumbently	47%	28%	15%	11%	100%
	Yes, in the past	42%	30%	7%	22%	100%
	No	33%	27%	15%	25%	100%
Beneficiary of social allowances	Yes	32%	32%	13%	23%	100%
	No	36%	27%	15%	23%	100%
Average of all respondents		35%	27%	15%	23%	100%

4.6.4 Supervision by the people

Question 29

Are there any mechanisms in your ward or commune that enable the people to take part in the supervision?

Answer options were provided in the questionnaire. Respondents selected the following answers:

People supervise through People's Inspection Board and Community Investment Supervision Board.....	37%
People supervise through rights of complaints, denunciations and recommendations.....	19%
No, there are no such mechanisms.....	6%
I don't know.....	38%

When comparing groups with different interest in local issues or groups of citizens attending public meetings regularly we find a similar pattern to what was described in section 4.6.3 after Table 48.

Table 50: Mechanisms for supervision by the people / citizens' interest in local issues

		Mechanism in ward/commune enabling residents to take part in supervision				Total
		People supervise through 'People's Inspection Board' & 'Community Investment Supervision Board'	People supervise through rights of complaints, denunciations and recommendations	No, there are no such mechanisms	I don't know	
Citizens' interest in local issues	very keen interest	47%	21%	6%	26%	100%
	interested	36%	21%	7%	36%	100%
	moderately interested	27%	16%	7%	50%	100%
	little or no interest	14%	8%	6%	72%	100%
Average of all respondents		37%	19%	6%	38%	100%

Table 51: Mechanisms for supervision by the people / Attendance of public meetings

		Mechanism in ward/commune enabling residents to take part in supervision				Total
		People supervise through 'People's Inspection Board' & 'Community Investment Supervision Board'	People supervise through rights of complaints, denunciations and recommendations	No, there are no such mechanisms	I don't know	
Public meetings attended within past 6 months	None	27%	13%	9%	50%	100%
	One or two	37%	20%	5%	37%	100%
	Three or more	45%	21%	6%	29%	100%
Average of all respondents		37%	19%	6%	38%	100%

5 Summary and conclusion

Communication between citizens and the authorities

Information flow between local authorities and citizens is a major concern. Information ranks high on citizens' priority list; it is also one of the main issues in the Democracy Ordinance. The survey has tested the level of citizens' information in different ways: (a) how informed are citizens about issues concerning their day-to-day life and dealings with the administration; (b) is the level of information sufficient for people to participate in democratic decision-making processes at local level in accordance with the Democracy Ordinance.

We have found that citizens are rather well informed about subjects on which they have occasional or frequent dealings with the local administration. These are subjects like environment, sanitation, health, education. People are also well informed about procedures for issuing of certificates for land use rights and house ownership, and about fee rates and financial contributions charged by local authority. Between 72% and 74% of respondents say they are informed about these issues.

The level of information is much less on subjects like the influence of the city's land use planning or urban planning (master plan) on wards or communes. The Democracy Ordinance instructs to inform and consult people about these matters before the competent authorities finalize such plans. But the general public seems to receive only little information on these matters according to responses in the survey. Informed citizens are only 34% with regard to land use planning and 49% with regard to urban planning. This is an issue of concern especially when the way of information is not really effective.

The reason for this information gap is apparently not a lack of interest on the part of citizens because we find a large number who state they are 'not informed but interested' in these matters (52% and 37% respectively). Survey results rather suggest that mechanisms for people's participation are not functioning well in all wards and communes and that the lack of information stems from this reason.

Communication between citizens and local authorities also includes channels through which citizens can approach local authorities on their own initiative. Many of such contacts would be made to submit requests, applications, or suggestions. The survey revealed that these channels are functioning quite well, only 1% of all respondents stated that local authorities did not respond when they had contacted them.

Two thirds of all respondents (66%) had communicated with local authorities within the six months before the survey, some at several occasions. Of all the contacts made by citizens, 84% were addressed at the authorities at their ward or commune, 11% at city authorities (the remaining are unspecified).

More than half of all communications between citizens and local authorities at ward or commune level is channelled through the heads of street/block or heads of villages and responses came the same way. These heads of street/block or heads of villages are elected by local residents and appear to enjoy a lot of confidence. The survey showed that these intermediaries between the people and local authorities are also instrumental in implementing the Democracy Ordinance.

Public administration services

Citizens' requests are usually submitted during a face-to-face meeting with an officer of the local authority at a 'One-Stop-Shop'. People are quite well informed about this service: 79% of respondents know about the OSS at their ward or commune, 63% know about the OSS at the city (these are more than the people who had actually contacted local authorities within the last six months on some issue).

The three most common services used at OSS are: certification and notarization, civil status affairs, and issuance of certificates for land use rights and house ownership. Of these three services, issuance of certificates for land use rights and house ownership is regarded least satisfactory (42% find the service 'fully satisfactory', 50% say it is just 'acceptable', 8% 'not acceptable').

The general assessment of OSS at wards and communes by respondents in the survey is rather positive. Between 66% and 72% gave an approving judgment of facilities and working conditions, information on documents and procedures, simplicity of forms, and service fees. People were, however, less positive in their opinion about friendliness and helpfulness of staff at the OSS.

It is noteworthy that respondents with frequent dealings at OSS gave a slightly more positive judgment than those who went there only one. And there was a definite improvement in the past years. If the visits were in more recent times the judgement is generally more positive than a judgement based on a visit that was a longer time back.

People's participation in urban planning and development

As already mentioned above, people have a strong interest in urban planning and land use planning but are mostly lacking information. While 15% of respondents think that people should just be informed about these matters, 69% actually want to be consulted about their opinion before plans are being finalized. Whether this interest in participation on the part of citizens is actually met by opportunities for participation in the wards and communes may still be in question. Responses in the survey would rather suggest that consultation of the people has not really taken place at the desired level in all wards and communes.

People's assessment of the implementation of the Democracy Ordinance in respect of planning supports this critical view. Less than 30% of respondents say that 'people are informed and people discuss the matter', meaning that people are consulted as it should be in accordance with the Ordinance. About half the number of respondents think that people are just informed but not consulted; and around a Quarter of all respondents are of the opinion the Ordinance is not implemented at all and 'the city decides'. They still employ top-down approach to planning.

When asked what the decisive factor in local planning should be, 64% selected 'the needs and desires of local residents'. It is obvious that people's interest to be involved in the planning process stems from this priority – through consultations, citizens want to ensure that their own needs and desires are taken into consideration in land use planning.

Obviously, the people's participation in urban planning and land use planning is rather limited and not really effective.

Implementation of Democracy Ordinance

In spite of any critical remarks on specific issues, citizens noticed progress in all four major aspects of democracy at commune level during the past two years. Respondents see the highest improvement in information (59%); somewhat less in consultation (49%); still less in decision-making (46%); and least, although still considerable, improvement in supervision (42%).

This is a pattern observed for several years in different locations in Vietnam. It supports the presumption that providing information to the people is a fairly easy task and this part of the Democracy Ordinance is very elaborate. The list of issues on which people are to be consulted is much shorter in the ordinance and it is more difficult to implement this task in the wards and communes. Even fewer issues are set out in the Ordinance for people to actually decide by themselves, accordingly there is not that much progress felt by the respondents. People's participation in supervision is exercised only indirectly through institutions such as People's Inspection Boards or Community Investment Supervision Boards; logically, people do not feel the improvement in this area as strong as in other fields where they are directly involved. A fairly large percentage of respondents may not even be aware that the People's Inspection Boards – whom they elect – are the instrument of supervision on behalf of the people.

The number of respondents who say the situation has become worse over the past two years is relatively small, in the case of information even negligible. There are, however, around ten percent or more who answer 'I don't know' which indicates a lack of information.

The need for more information is emphasized by responses to the question which of the four main principles of the Democracy Ordinance should be given focus in the implementation: 42% selected 'Information of the people'; 19% 'Consultation of the people'; 5% 'Decision-making by the people'; and 34% 'Supervision by the people'.

When people were asked what organisations or individuals played the most active role in implementing grassroots democracy in their ward or commune, 38% named the head of street/block or head of village, 24% the People's Committee and People's Council, 15% the people themselves. This shows once more the key role heads of street/block and heads of villages have.

A final word from the respondents

We conclude this summary with responses to the final question in the questionnaire which does not require any further comment.

Question 42

Finally, we would like you to suggest what you think should be done to promote people's participation in governance in the cities.

The question was answered by 55% of all respondents; this is the list of the five most frequent answers:

Information should be transparently publicized..... 34%
Government's policies should be informed so that people could participate..... 15%

Local infrastructure should be better invested.....	13%
Letter boxes for comments should be created more, people's opinions should be rightly respected	13%
Leader should not just be all talk	4%

Annexes

Annex 1 List of questions (translated)

The questionnaire is divided into an introductory part and a main part. The introductory part includes questions related to

- Demographic and social situation of respondents
- General living conditions in their immediate environment (infrastructure and facilities in wards and communes)

The main part of the questionnaire questions that relate to four subjects of the study but are not strictly separated in the questionnaire (e.g. some questions refer to more than one of the subjects). These subject areas are:

- Communication between citizens and the authorities
- Public administration services
- People's participation in urban planning and development
- Implementation of Democracy Ordinance

Demographic and social data of the respondents

No.	Question	Answer options (if any)
Q1	Age	
Q2	Gender	
Q3	Education level	<ol style="list-style-type: none"> 1. Primary school 2. Secondary school 3. High school 4. Secondary professional / technical 5. College / University 6. Post graduate 7. Never went to school
Q4	Employment / occupation (during past 12 months)	<ol style="list-style-type: none"> 1. State sector employee or officer 2. Private sector employee or officer (including self-employed, private business, and NGO) 3. Unemployed 4. Retired 5. Student
Q5	Resident at this place since ...	Year:
Q6	Ownership of house	<ol style="list-style-type: none"> 1. It is my family's property 2. It is a leased/rented property
Q7	Have you ever been involved in a leading position in the political system (e.g. communist party, authorities, mass organizations) since 2000?	<ol style="list-style-type: none"> 1. Yes, incumbently 2. Yes, used to be but, now stop participating 3. No
Q8	Beneficiary of social allowances	<ol style="list-style-type: none"> 1. Yes (Poor household, War invalid, martyr, Veteran, Vietnamese heroic mother, or other) 2. No

General living conditions (infrastructure and facilities) in wards and communes

No.	Question	Answer options (if any)
Q9 Q9-1 Q9-2 Q9-3 Q9-4 Q9-5 Q9-6 Q9-7 Q9-8	Living conditions / judgement of the present state of infrastructure and facilities in ward or commune Electricity Clean Water Drainage Schools Hospital Roads Market Culture and recreation facilities	1. <i>Good</i> 2. <i>Acceptable</i> 3. <i>Poor</i> <i>(for each of the facilities mentioned)</i>
Q10 Q10-1 Q10-2 Q10-3 Q10-4 Q10-5 Q10-6 Q10-7 Q10-8	Changes in living conditions within the last two years Electricity Clean Water Drainage Schools Hospital Roads Market Culture and recreation facilities	1. <i>Much better</i> 2. <i>Better</i> 3. <i>No change</i> 4. <i>Worse</i> 5. <i>Much worse</i> <i>(for each of the facilities mentioned)</i>

Main part of the questionnaire

No.	Question	Answer options (if any)
Q11	Do you feel you are informed about the following matters?	1. <i>I am informed about this matter</i>
Q11-1	The ward or commune revenues and expenditures in 2008	2. <i>I am not informed but I am interested in this matter</i>
Q11-2	Management and use of funds, investments, donor programmes and projects at ward/commune level	3. <i>I have no interest in this matter</i>
Q11-3	Management and use of contributions made by people in the ward or commune	<i>(for each of the matters mentioned)</i>
Q11-4	Plans for the construction of schools, kindergartens, markets, roads, etc in the ward or commune	
Q11-5	Programmes for poverty reduction	
Q11-6	Powers and tasks of ward or commune officers	
Q11-7	Results of inspection of cases related to corruption and bad behaviour of ward/commune officers	
Q11-8	Target groups, fee rates and financial contribution charges collected by commune authorities	
Q11-9	Administrative procedures for resolution of issues related to people by ward/commune authority	
Q11-10	Reaction of the ward/commune authorities to feedback given by citizens	
Q11-11	Procedures for issuing of certificates for land use rights and house ownership	
Q11-12	Matters related to compensation and resettlement policies	
Q11-13	Other matters related to environment, sanitation, health, education, etc. as and when they occur in the ward or commune	

List of questions continues on next page

No.	Question	Answer options (if any)
Q12	Please select from the list the mode of communication by which you receive information about the matters mentioned before.	<ol style="list-style-type: none"> 1. Public meetings organized for groups of residents in the village or street 2. Public loudspeakers 3. Bulletin boards in the People's Committee's Office 4. Personal messages through the head of street group/village 5. Documents sent to households by the local authorities 6. TV 7. Radio 8. Newspapers 9. Internet 10. Through mass organisations 11. Through other means <p>(Multiple choice question)</p>
Q13	How many public meetings have you attended in your ward/commune within the past 6 months?	<ol style="list-style-type: none"> 1. None 2. One or two 3. Three or more
Q14	If you did attend any meetings, do you remember what issues were discussed during these meetings?	<p>(open question, up to 3 responses)</p> <p>or: I don't remember</p>
Q15	How many times have you personally communicated with the ward/commune authority or with the city authority within the past 6 months, and what mode of communication did you use?	<ol style="list-style-type: none"> 1. I went personally and had a face-to-face meeting with an official of the ward or commune 2. I contacted the head of the street group/village to bring the matter to the attention of the ward or commune 3. I went personally and had a face-to-face meeting with an official of the city 4. I contacted the ward/commune People's Committee to bring the matter to the attention of the city authority 5. I sent a letter to the ward/commune or to the city authority 6. I made a phone call to the ward/commune or to the city authority 7. I used some other means <p>(multiple choice with frequency for each mode of communication)</p>
Q16	If you did contact the authorities, in what manner did the authorities respond to your communication?	<ol style="list-style-type: none"> 1. The matter was resolved during the personal discussion 2. I received a response through the head of the street group/village 3. I received an answer by letter 4. I received an answer by phone 5. I received a response by some other means 6. I did not get any response <p>(multiple choice question)</p>

List of questions continues on next page

No.	Question	Answer options (if any)
Q17	Do you know the schedule for leaders of the local authorities to be personally available at some given days to meet with people in the ward or commune?	<ol style="list-style-type: none"> 1. Yes, there is such a schedule and it is very clear 2. There is a schedule, but it is not very clear 3. No, there is no such schedule 4. I don't know
Q18	Considering all above ways of communication, do you think that you have sufficient ways of informing yourself about the work of the local authorities in your ward or commune?	<ol style="list-style-type: none"> 1. Yes 2. No
Q19	Do you think that you are informed about the services of the 'One-Stop-Shop' (OSS) in your ward or commune?	<ol style="list-style-type: none"> 1. Yes 2. No
Q20	And how about the services of the OSS at the city level – do you feel informed about these?	<ol style="list-style-type: none"> 1. Yes 2. No
<p>Q 21</p> <p>If you have been to the OSS in your <u>ward/commune</u> to deal with any matter, please tell us whether any of the statements listed reflects your experience and your general judgement of the service there.</p> <p>Q21-1</p> <p>Q21-2</p> <p>Q21-3</p> <p>Q21-4</p> <p>Q21-5</p> <p>Q21-6</p> <p>Q21-7</p> <p>Q21-8</p>	<p>The facilities and working conditions are appropriate</p> <p>Information on documents, procedures, fees, and processing time is transparent and sufficiently publicised</p> <p>administrative forms and documents are simple and easy to understand</p> <p>administrative procedures are simple and easy to follow</p> <p>Service fees are appropriate</p> <p>I got help from the OSS officer when I could not understand some administrative forms or procedures</p> <p>The attitude of the staff at the OSS is friendly</p> <p>The staff at the OSS is competent and professional</p>	<ol style="list-style-type: none"> 1. I fully agree 2. I partly agree 3. I don't agree 4. I don't know

List of questions continues on next page

No.	Question	Answer options (if any)
<p>Q22</p> <p>Q22-1</p> <p>Q22-2</p> <p>Q22-3</p> <p>Q22-4</p> <p>Q22-5</p> <p>Q22-6</p> <p>Q22-7</p> <p>Q22-8</p>	<p>If you have also been to the OSS in the <u>city</u> to deal with any matter, please tell us whether any of the statements listed reflects your experience and your general judgement of the service there.</p> <p>The facilities and working conditions are appropriate</p> <p>Information on documents, procedures, fees, and processing time is transparent and sufficiently publicised</p> <p>administrative forms and documents are simple and easy to understand</p> <p>administrative procedures are simple and easy to follow</p> <p>Service fees are appropriate</p> <p>I got help from the OSS officer when I could not understand some administrative forms or procedures</p> <p>The attitude of the staff at the OSS is friendly</p> <p>The staff at the OSS is competent and professional</p>	<p>1. <i>I fully agree</i></p> <p>2. <i>I partly agree</i></p> <p>3. <i>I don't agree</i></p> <p>4. <i>I don't know</i></p>
<p>Q23</p> <p>Q23-1</p> <p>Q23-2</p> <p>Q23-3</p> <p>Q23-4</p> <p>Q23-5</p> <p>Q23-6</p>	<p>Here are some examples of OSS services. Please mark those that you have used and how you were satisfied with the services on that particular matter?</p> <p>Certification and notarization</p> <p>Civil status affairs</p> <p>Issuance of construction permit</p> <p>Issuance of business licenses</p> <p>Issuance of certifications for land use rights and house ownership</p> <p>Social allowances</p>	<p>1. <i>Fully satisfactory</i></p> <p>2. <i>Acceptable</i></p> <p>3. <i>Not acceptable</i></p> <p>4. <i>I have not used the service</i></p> <p><i>(for each service listed)</i></p>
<p>Q24</p>	<p>Do you remember when you went last to the OSS?</p>	<p>1. <i>in the year 2009</i></p> <p>2. <i>in the year 2008</i></p> <p>3. <i>before the year 2008</i></p> <p>4. <i>I don't remember</i></p>

List of questions continues on next page

No.	Question	Answer options (if any)
<p>Q25</p> <p>Please tell us whether the local OSS has met the following criteria:</p> <p>Q25-1 The OSS provides simple, clear and lawful administrative procedures</p> <p>Q25-2 The OSS publicises administrative procedures, charge and fee rates, papers, dossiers, and time for settlement of affairs</p> <p>Q25-3 The OSS receives requests and notifies results</p> <p>Q25-4 The OSS ensures speedy and convenient settlement of affairs of organisations and individuals</p> <p>Q25-5 The OSS ensures coordination among relevant sections and state administrative agencies in the settlement of affairs of organisations and individuals</p>		<p>1. <i>I fully agree</i></p> <p>2. <i>I partly agree</i></p> <p>3. <i>I don't agree</i></p> <p>4. <i>I have not used the service</i></p> <p><i>(for each criteria)</i></p>
<p>Q26</p>	<p>How are decisions reached about policies and contributions (money and labour) from the people for public infrastructure and welfare works within your ward or commune?</p>	<p>1. <i>Matters are discussed and then decided by the people</i></p> <p>2. <i>Matters are discussed but not decided by the people</i></p> <p>3. <i>Matters are not discussed but the local authorities make the decision</i></p> <p>4. <i>I don't know</i></p>
<p>Q27</p> <p>Do the local authorities in your ward or commune invite residents to express their opinion and comment on the following issues before the People's Committee takes a decision?</p> <p>Q27-1 Preparing the ward/commune socio-economic development plan</p> <p>Q27-2 Drafting land use plans, the management and use of the ward/commune land fund</p> <p>Q27-3 Drafting plans for construction projects in wards/communes; compensation and resettlement policies</p> <p>Q27-4 Drafting schemes of new establishment, integration and division of administrative units related directly to the ward/commune level.</p>		<p>1. <i>Yes</i></p> <p>2. <i>No</i></p> <p>3. <i>I don't know</i></p>
<p>Q28</p>	<p>On what issues have you personally given your comments or opinion to the ward or commune authority within the last 6 months?</p>	<p><i>open question (up to three issues to be named)</i></p> <p><i>99 = none or: I don't remember any</i></p>

List of questions continues on next page

No.	Question	Answer options (if any)
Q29	Are there any mechanisms in your ward or commune that enable the people to take part in the supervision?	<ol style="list-style-type: none"> 1. <i>The people implement their supervision through operations of the people inspection board and the community investment supervision board.</i> 2. <i>The people implement directly their supervision through their rights of complaints, denunciations and recommendations to competent authorities.</i> 3. <i>No, there are no such mechanisms.</i> 4. <i>I don't know</i>
<p>Q30</p> <p>Q30-1</p> <p>Q30-2</p> <p>Q30-3</p> <p>Q30-4</p>	<p>What is your opinion, has the situation regarding these principles of democracy in your ward or commune changed during the last 2 years?</p> <p>Information of the people</p> <p>Consultation of the people</p> <p>Decision-making by the people</p> <p>Supervision by the people</p>	<ol style="list-style-type: none"> 1. <i>It has improved</i> 2. <i>It has not changed</i> 3. <i>It has become worse</i> 4. <i>I don't know</i>
Q31	And which of these principles do you think should be given more focus in the implementation?	<ol style="list-style-type: none"> 1. <i>Information of the people</i> 2. <i>Consultation of the people</i> 3. <i>Decision-making by the people</i> 4. <i>Supervision by the people</i>
Q32	From your own experience, what organisations or individuals play the most active role in implementing grassroots democracy in your ward or commune?	<ol style="list-style-type: none"> 1. <i>The People's committee and the People's Council</i> 2. <i>The People's Supervision Committee</i> 3. <i>The head of village or head of street/block</i> 4. <i>The Fatherland Front Committee</i> 5. <i>The mass organisations</i> 6. <i>The people themselves</i>
Q33	In your opinion, what should be the decisive factor in planning of infrastructure, communal facilities, and other development at ward/commune level?	<ol style="list-style-type: none"> 1. <i>The needs and desires of local residents</i> 2. <i>The long-term development plan of the city</i> 3. <i>The long-term development plan of the province</i> 4. <i>The national long-term development plan</i>
Q34	<p>The next few questions will relate to the master plan and land use planning in the city and ward/commune and people's participation in this process.</p> <p>Firstly, tell us if you know about the urban planning and the influence of such plan on your ward or commune.</p>	<ol style="list-style-type: none"> 1. <i>I know about it</i> 2. <i>I don't know about it but I am interested in it</i> 3. <i>I have no interest in it</i>

List of questions continues on next page

No.	Question	Answer options (if any)
Q35	If you do know, tell us how you inform yourself about the master plan.	<ol style="list-style-type: none"> 1. <i>I search by myself</i> 2. <i>I participate directly in discussion of planning</i> 3. <i>I am informed by the People's Committee of the ward or commune</i> 4. <i>I am informed by mass media</i> 5. <i>I am informed through relatives, friends</i> <p><i>(multiple choice question)</i></p>
Q36	Have the citizens been invited for comments or discussion before the master plan was finalized by the competent authorities?	<ol style="list-style-type: none"> 1. <i>Yes</i> 2. <i>No</i> <p><i>(separate answers for each)</i></p>
Q36-1	a) Master plan	
Q36-2	b) Land use planning	
Q37	Secondly, do you also know about city land use planning and its influence on your ward/commune?	<ol style="list-style-type: none"> 1. <i>I know about it</i> 2. <i>I don't know about it but I am interested in it</i> 3. <i>I have no interest in it</i>
Q38	Has the city land use planning affected your own land and house?	<ol style="list-style-type: none"> 1. <i>Yes</i> 2. <i>No</i>
Q39	If this has been the case, have you been informed in advance about compensation and resettlement policies?	<ol style="list-style-type: none"> 1. <i>Yes, I was informed at a ward/commune meeting and discussed</i> 2. <i>I only heard about it from the ward/commune loudspeaker</i> 3. <i>I heard about it from some other way</i> 4. <i>I was not informed</i>
Q40	In your opinion, how well is the Grassroots Democracy Ordinance implemented in planning in your city?	<ol style="list-style-type: none"> 1. <i>Very good, people are informed and people discuss the matter</i> 2. <i>Not so well, the people are informed but have no chance to discuss the matter</i> 3. <i>Not good at all, the city decides</i>
Q40-1	a) with regard to master plan	
Q40-2	b) with regard to land use planning	
Q41	What do you think should be the level of involvement of the people in land use planning?	<ol style="list-style-type: none"> 1. <i>People should only be informed</i> 2. <i>People should also be consulted about their opinion</i> 3. <i>People should take part in the decision making</i> 4. <i>People should not be involved at all</i>
Q42	Finally, we would like you to suggest what you think should be done to promote people's participation in governance in the cities.	<i>(open question)</i>

Annex 2 Relevance of variables used for analysis

(extracted from main part of the questionnaire)

Variable No.	Question		Variables are relevant for assessment of public opinion regarding ...							
	No.	Brief description of content	Communication between citizens and the authorities	People's participation in urban planning and development	Public administration services	Implementation of Democracy Ordinance				
						Information of citizens	Consultation of citizens	Citizens' participation in decision-making	Citizens' participation in supervision	All four aspects combined
1	Q11-1	Informed about: Revenue and expenditure	X			X				
2	Q11-2	Informed about: Mgmt./use of funds; investments, donor progr.; projects	X	X		X				
3	Q11-3	Informed about: Use of contributions made by residents	X			X		X		
4	Q11-4	Informed about: Plans f. constr. of schools, kindergartens, markets, roads, etc.	X	X		X				
5	Q11-5	Informed about: Programmes for poverty reduction	X	X		X				
6	Q11-6	Informed about: Powers and tasks of ward/commune officers	X			X				
7	Q11-7	Informed about: Results of inspection of cases related to corruption and bad behaviour	X			X				
8	Q11-8	Informed about: Target groups, fee rates and financial contributions charged by local authority	X			X				
9	Q11-9	Informed about: Admin. procedures for resolution of issues related to residents	X		X	X				
10	Q11-10	Informed about: Reaction of local authorities to feed-back given by residents	X			X				
11	Q11-11	Informed about: Procedures for issuing of certificates for land use rights and house ownership	X		X	X				
12	Q11-12	Informed about: Matters related to compensation and resettlement policies	X	X		X				
13	Q11-13	Informed about: Other matters (environment, sanitation, health, education, etc.)	X			X				
14	Q12	Way in which residents inform themselves	O			O				
15	Q13	Public meetings attended within past 6 months	X	(*)		(*)	(*)	(*)		
16	Q14	Issues discussed during public meetings	X	(*)		(*)	(*)	(*)		

(List continues on next page)

Variable No.	Question		Variables are relevant for assessment of public opinion regarding ...							
	No.	Brief description of content	Communication between citizens and the authorities	People's participation in urban planning and development	Public administration services	Implementation of Democracy Ordinance				
						Information of citizens	Consultation of citizens	Citizens' participation in decision-making	Citizens' participation in supervision	All four aspects combined
17	Q15	Mode of communication	X							
18	Q16	How authorities respond to communication by residents	X							
19	Q17	Knowledge about schedule of leaders to be personally available to meet residents	X			X				
20	Q18	Do you have sufficient ways of informing yourself about the work of local authorities in ward/commune?	X			X				
21	Q19	Are you informed about the services of the 'One-Stop-Shops' in ward/ commune?			X	X				
22	Q20	Are you informed about the services of the 'One-Stop-Shops' in city?			X	X				
23	Q21-1	Judgement of ward/commune OSS: The facilities and working conditions are appropriate			X					
24	Q21-2	Judgement of ward/commune OSS: Information on documents, procedures, fees, and processing time is transparent			X					
25	Q21-3	Judgement of ward/commune OSS: Administrative forms and documents are simple and easy to understand			X					
26	Q21-4	Judgement of ward/commune OSS: Administrative procedures are simple and easy to follow [X					
27	Q21-5	Judgement of ward/commune OSS: Service fees are appropriate			X					
28	Q21-6	Judgement of ward/commune OSS: I got help from the OSS officer when I could not understand some administrative forms or procedures			X					
29	Q21-7	Judgement of ward/commune OSS: The attitude of the staff at the OSS is friendly			X					
30	Q21-8	Judgement of ward/commune OSS: The staff at the OSS is competent and professional			X					

(List continues on next page)

Variable No.	Question		Variables are relevant for assessment of public opinion regarding ...							
	No.	Brief description of content	Communication between citizens and the authorities	People's participation in urban planning and development	Public administration services	Implementation of Democracy Ordinance				
						Information of citizens	Consultation of citizens	Citizens' participation in decision-making	Citizens' participation in supervision	All four aspects combined
(see Note)	Q22-1	Judgement of city OSS: The facilities and working conditions are appropriate			[X]					
	Q22-2	Judgement of city OSS: Information on documents, procedures, fees, and processing time is transparent			[X]					
	Q22-3	Judgement of city OSS: Administrative forms and documents are simple and easy to understand			[X]					
	Q22-4	Judgement of city OSS: Administrative procedures are simple and easy to follow			[X]					
	Q22-5	Judgement of city OSS: Service fees are appropriate			[X]					
	Q22-6	Judgement of city OSS: I got help from the OSS officer when I could not understand some administrative forms or procedures			[X]					
	Q22-7	Judgement of city OSS: The attitude of the staff at the OSS is friendly			[X]					
	Q22-8	Judgement of city OSS: The staff at the OSS is competent and professional			[X]					
31	Q23-1	Satisfaction with OSS service: Certification and notarization			X					
32	Q23-2	Satisfaction with OSS service: Civil status affairs			X					
33	Q23-3	Satisfaction with OSS service: Issuance of construction permit			X					
34	Q23-4	Satisfaction with OSS service: Issuance of business license			X					
35	Q23-5	Satisfaction with OSS service: Issuance of certificates for land use rights and house ownership			X					
36	Q23-6	Satisfaction with OSS service: Social allowances			X					
37	Q24	Last visit to OSS			X					
38	Q25-1	General evaluation of OSS: The OSS provides simple, clear and lawful administrative services			X					
39	Q25-2	General evaluation of OSS: The OSS publishes admin. procedures, charges and fee rates, papers, dossiers, and time for settlement of affairs			X					

(List continues on next page)

Note: Question 22 (Nos. 22-1 to 22-8) is a repetition of question 21; one relating to ward/commune level, the other to city level. Both questions are included in the analysis but the variables are only counted once in this table in order not to distort the picture.

Variable No.	Question		Variables are relevant for assessment of public opinion regarding ...							
	No.	Brief description of content	Communication between citizens and the authorities	People's participation in urban planning and development	Public administration services	Implementation of Democracy Ordinance				
						Information of citizens	Consultation of citizens	Citizens' participation in decision-making	Citizens' participation in supervision	All four aspects combined
40	Q25-3	General evaluation of OSS: The OSS receives requests and notifies results			X					
41	Q25-4	General evaluation of OSS: The OSS ensures speedy and convenient settlement of affairs of org. and individuals			X					
42	Q25-5	General evaluation of OSS: The OSS ensures co-ordination among relevant sections and state admin. agencies			X					
43	Q26	How decisions are reached about policies and contributions (money and labour) from residents						X		
44	Q27-1	Inviting residents to comment on: Preparing the ward/commune socio-economic dev. plan		X			X			
45	Q27-2	Inviting residents to comment on: Drafting land use plan, mgmt. and use of ward/comm. land fund		X			X			
46	Q27-3	Inviting residents to comment on: Plans for constr. projects in ward/comm.; compensation and resettlement policies		X			X			
47	Q27-4	Inviting residents to comment on: Schemes for change of administrative units directly related to ward/commune		X			X			
48	Q28	Issues commented on by resident in last 6 months		X			X	(*)		
49	Q29	Mechanism in ward/commune enabling residents to take part in supervision							X	
50	Q30-1	Change regarding principles of democracy in last 2 years: Information of the people				X				
51	Q30-2	Change regarding principles of democracy in last 2 years: Consultation of the people					X			
52	Q30-3	Change regarding principles of democracy in last 2 years: Decision-making by the people						X		
53	Q30-4	Change regarding principles of democracy in last 2 years: Supervision by the people							X	
54	Q31	Which of the principles of democracy should be given more focus in the implementation								X

(List continues on next page)

Variable No.	Question		Variables are relevant for assessment of public opinion regarding ...								
	No.	Brief description of content	Communication between citizens and the authorities	People's participation in urban planning and development	Public administration services	Implementation of Democracy Ordinance					
						Information of citizens	Consultation of citizens	Citizens' participation in decision-making	Citizens' participation in supervision	All four aspects combined	
55	Q32	What organisation or individual plays the most active role in implementing grassroots democracy									X
56	Q33	What should be the decisive factor in planning infrastr./communal facilities/other dev. in ward/commune		O							X
57	Q34	Knowledge about urban planning and its influence of such plan on ward/commune	X	X		X					
58	Q35	How residents inform themselves about urban planning	O	O		O					
59	Q36-1	Respondent being invited for comments and discussion / before finalization of urban planning		X			X				
60	Q36-2	Respondent being invited for comments and discussion / before finalization of land use plan		X			X				
61	Q37	Knowledge about city land use planning and its influence of such plan on ward/commune	X	X		X					
62	Q38	Has the city land use planning affected your own land and house?		O							
63	Q39	If you have been affected, have you been informed in advance about compensation and resettlement policies?	X	X		X					
64	Q40-1	Implementation of Grassroots Democracy Ordinance with regard to urban planning		X		X	X				
65	Q40-2	Implementation of Grassroots Democracy Ordinance with regard to land use planning		X		X	X				
66	Q41	Level of involvement of residents in land use planning [how it should be]		O			O				
67	Q42	Suggestions: How to promote people's participation in governance in the cities?									O
Number of relevant variables containing quantifiable judgements and opinions (X)			22	16	24	23	10	3	2	3	
Additional variables that may apply (*)				2		2	2	3			
Number of variables indicating preferences and choices (O)			2	4		2	1			1	
Sum of all variables			24	22	24	27	13	6	2	4	
			52								



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