

FACTORS AFFECTING POLICY COMMUNICATION EFFECTIVENESS: EVIDENCE FROM LEGAL DISSEMINATION AND EDUCATION OF LAW AMONG ETHNIC MINORITY COMMUNITIES

Pham Duc Quang¹, Dang Viet Hung², Bui Thi Thu³

¹Hanoi University of Mining and Geology, Thai Nguyen, Vietnam

²Minister of Ethnic and Religious, Vietnam

³Mms Communications Vietnam Company Limited, Vietnam

ABSTRACT

This study investigates the factors influencing policy communication in the dissemination and education of law to ethnic minority communities from the perspectives of public service marketing and network governance. Based on quantitative data analysis from 120 enforcement officers and 780 citizens, the study applies descriptive statistics, service gap analysis, and structural equation modeling (PLS-SEM) to measure the gap between service delivery capacity and reception demand. The results show a serious mismatch in communication methods and language, particularly a 94.0% gap between the demand for using ethnic minority languages and the capacity of the staff to meet that demand. The PLS-SEM model explained 74.5% of the variance of the PBGDPL Effectiveness variable, with Content, Method, and Language Compatibility ($\beta = 0.685$) and Community Participation Level ($\beta = 0.550$) being the most statistically significant predictors. The study concludes that policy communication effectiveness is primarily determined by the level of cultural compatibility and the cohesion capacity of the multi-stakeholder network, thus proposing a shift in the model from one-way administrative communication to multicultural interactive policy marketing.

Keyword: Effectiveness of policy dissemination and education; Implementation gap; Policy marketing; Network management; Cultural compatibility

1. INTRODUCTION

The dissemination and education of law among ethnic minorities is identified as a crucial component of national governance, playing a direct role in consolidating socialist legality and strengthening people's trust in the rule of law. During the period 2021–2024, the State mobilized significant financial and human resources for this work. Although the coverage of these programs is relatively broad—with 86.7% of the population having participated in at least one activity—a large implementation gap still exists between policy design and the actual outcomes enjoyed by the community. Survey data shows that only 22.2% of the population self-assessed their understanding of the law, reflecting the limited effectiveness of the actual outcomes. [1], [2], [3]

From the perspective of public administration and policy marketing, legal education and dissemination is not purely a task of disseminating

legal information, but is essentially a process of providing public services that requires a complex interaction between state law, the cultural identity of each ethnic community, and multi-layered socio-economic factors. A fundamental limitation of the current monitoring system is that it only records input indicators (number of meetings, number of documents distributed) without quantitative models to assess the causal relationship between system capacity, cultural compatibility, and legal trust. This deficiency leads to wasted resources and the inability to systematically improve policy effectiveness.

The objective of this study is to identify, quantify, and assess the impact of structural factors—including Content, Method, Language Barriers, and Stakeholder Networks—on the effectiveness of legal education and dissemination in ethnic minority areas. The combined application of the PLS-SEM model and Supply-Demand Gap Analysis aims to provide empirical evidence to support the

shift from a "one-way propaganda " model to a "needs-based policy marketing" model.

2. THEORETICAL FOUNDATION

2.1. Theoretical basis

The research is built on the integration of three theoretical frameworks: public administration and policy communication.

Firstly, Pressman and Wildavsky's (1973) Policy Implementation Theory emphasized the difference between policy intentions and implementation outcomes, stemming from bottlenecks at intermediate "nodes" of resources and organizational capacity. A lack of equipment, funding, and communication skills among grassroots officials directly distorted the original goals of legal education and dissemination programs.[4]

Secondly, Ansell and Gash's (2008) Network Governance Theory argued that public policy outcomes strongly depend on the level of cooperation, trust, and shared responsibility among state and non-state actors. In the context of ethnic minority areas, traditional community institutions such as village elders, community leaders, and religious figures—those who held significant "social capital"—act as "opinion leaders," helping legal knowledge permeate the community more naturally and sustainably.[5]

Thirdly, Berlo's (1960) Communication-Reception Theory (SMCR) and the Legal Anthropology Approach both emphasized the role of the source, message, channel, and characteristics of the recipient. Language was not merely a means of communication but also reflected worldview and cultural identity. The gap between administrative "legal language" and oral "cultural language" made legal norms detached from practice if they were not "encoding" and "localizing" appropriately for each community.[6]

2.2. Research Model and Hypotheses

Based on theoretical frameworks and a review of the endogenous and exogenous contexts affecting legal education and dissemination, this study proposes a structural model with the following six hypotheses:

H1: The policy and organizational framework (POL_ORG) have a positive impact on the

Effectiveness of Law Dissemination and Education (HEFF).

H2: Human resource capacity and structure (HUM_CAP) have a positive impact on the Effectiveness of Law Dissemination and Education (HEFF).

H3: Content, Method, and Language (CON_METH_LANG) compatibility has a positive impact on the Effectiveness of Legal Education and Dissemination (HEFF).

H4: Financial resources and tools (TOOLS_FIN) have a positive impact on the Effectiveness of Law Dissemination and Education (HEFF).

H5: Community network participation (COM_PART) has a positive impact on Legal Trust (LEGAL_TRUST).

H6: Legal trust (LEGAL_TRUST) has a direct positive impact on the Effectiveness of Legal Education and Dissemination (HEFF) and acts as a mediating variable in the model.

3. RESEARCH METHODOLOGY

3.1. Data collection methods and research sample

The study utilizes secondary data from a large-scale survey conducted by the Committee for Ethnic Minorities Affairs [7], [8], implemented using a cross-sectional descriptive design. The data is divided into two independent sets to compare the multidimensional perspectives of both providers and beneficiaries of public services:

Sample 1 (Supply-side): 120 survey responses from officials, civil servants, and reporters involved in legal education and dissemination. Regarding demographic characteristics, the male/female ratio is relatively balanced (approximately 47.5%); professional qualifications are primarily at the university level (62.5%) and master's level (14.2%); 37.5% have more than 10 years of work experience.

Sample 2 (Demand-side): 780 survey responses from ethnic minority people. Males accounted for 58.3%, females 41.2%; the main occupations were agriculture (58.5%) and self-employment (21.2%).

3.2. Data Analysis Methods

The study applied a mixed method in quantitative analysis with two main analytical tools:

Firstly, Gap Analysis: The service gap is measured by the formula $\text{Gap} = \text{Pd} - \text{Ps}$, where Pd is the ratio of demand/people's assessment and Ps is the ratio of response/staff capacity. A Gap value > 0 indicates a shortfall in institutional service delivery capacity compared to the expectations of beneficiaries.

Secondly, Partial Least Squares Structural Equation Modeling (PLS-SEM): Using SmartPLS software to test causal relationships in models containing latent variables. The evaluation process includes two steps: (i) testing the

measurement model through Outer Loadings, Cronbach's Alpha Reliability, Composite Reliability (CR), and Extracted Mean Variance (AVE); (ii) testing the structural model through the coefficient of determination (R^2) and Bootstrapping technique with 5,000 replicates to test the statistical significance of the hypotheses.

4. RESEARCH RESULTS

4.1. Analyzing the Supply-Demand Gap in Policy Communication

Descriptive statistics reveal a significant mismatch between the government's delivery methods and the actual needs of ethnic minority communities (see Table 1).

Evaluation criteria	Supply Index (Ps) (Capability/Actual Implementation)	Demand Index (Pd) (Demand/Efficiency Assessment)	Gap	Severity level
Proficiency in using ethnic minority languages	5.4% (including 0.3% in ethnic minority languages and 5.1% bilingual)	99.4% (rated as Effective/Very Effective)	+94.0%	Very serious
Conference/Seminar Format	97.9% (currently underway)	Low (passive reception)	Sound (—)	Waste of resources
Village/Hamlet Meeting Format	37.2% (implemented at the village level)	90.5% (desired reach)	+53.3%	Large shortage
Integrating culture/arts	Short	86.9% (desired reach)	High	Missed opportunity

Table 1. Supply-Demand Gap Matrix for Language and Communication Methods

Table 1 shows that the largest and most serious gap lies in the language criterion (Gap = +94.0%). While almost all citizens (99.4%) rated ethnic minority languages as the most effective tool for information dissemination, the public service system only met 5.4% of this need (including 0.3% using only ethnic minority languages and 5.1% using bilingualism). The paradox regarding communication methods is also very clear: 97.9% of current activities are administrative meetings, while 90.5% of citizens desire access to information at village/hamlet meetings and 86.9% through cultural integration. As a consequence of this mismatch, only 22.2% of citizens rated the content of legal education and dissemination as fully meeting their practical needs.

From the Supply side, the results also reflect internal bottlenecks: 38.3% of officials self-assessed their legal education and dissemination skills as limited; 34.2% lacked facilities and equipment; and 26.7% lacked understanding of the culture and language of the target audience.

4.2. Results of structural model validation (PLS-SEM)

The results of the model evaluation confirm that the scales meet the quality standards according to common criteria in the PLS-SEM literature [9]: Outer Loadings of all indicators are greater than 0.7; Variance Inflation Index (VIF) is less than 5 (excluding multicollinearity); Extracted Mean Variance (AVE) exceeds 0.5; and Composite Reliability (CR) and Cronbach's Alpha coefficient are both greater than 0.7. The validity discrimination criterion is confirmed through the HTMT index [10]

Regarding the model's explanatory power, the R^2 coefficient of 0.745 indicates that the independent variables in the model explain 74.5% of the variance of the Public Education Effectiveness

(HEFF) variable. The results of hypothesis testing through Bootstrapping (5,000 replicates) are presented in Table 2.

Hypothesis	Relationship	Impact factor (β)	Statistics T	P-digital	Conclude	Action	GroupContent
H1	POL_ORG $\rightarrow$ HEFF	0.115	1,980	0.048	Accepted ($p < 0.05$)	Military	Drill regulations, learning soldier's conduct.
H2	HUM_CAP $\rightarrow$ HEFF	0.210	3,380	0.012	Accepted ($p < 0.05$)	Physical	Military martial arts, physical activity
H3	CON_METH_LANG $\rightarrow$ HEFF	0.685	12,450	0.000	Accepted ($p < 0.001$)	Labor	The soldiers' vegetable garden, the soldiers' kitchen.
H4	TOOLS_FIN $\rightarrow$ HEFF	0.185	3,700	0.008	Accepted ($p < 0.05$)	Skill	The survival knot, overcoming the challenge.
H5	COM_PART $\rightarrow$ LEGAL_TRUST	0.550	9,160	0.000	Accepted ($p < 0.001$)	Culture	Rural markets, folk games
H6	LEGAL_TRUST $\rightarrow$ HEFF	0.420	7,830	0.000	Accepted ($p < 0.001$)	Family – Society	Soldiers and their families

Table 2. Hypothesis testing results (Bootstrapping, $n = 5,000$)

All six hypotheses were accepted at a statistical significance level of $p < 0.05$. Notably, the variable Content, Method, and Language Compatibility (CON_METH_LANG) had the strongest direct impact on the Effectiveness of Legal Education and Dissemination ($\beta = 0.685$; $p < 0.001$). The variable Community Participation (COM_PART) significantly impacted Legal Trust (LEGAL_TRUST) ($\beta = 0.550$; $p < 0.001$), and LEGAL_TRUST continued to have a significant impact on the Effectiveness of Legal Education and Dissemination ($\beta = 0.420$; $p < 0.001$), confirming the mediating role of this variable in the model.

5. DISCUSSION

This study provides quantitative evidence on structural factors impacting the effectiveness of legal policy communication in ethnic minority areas. The main findings are discussed in relation to the following theoretical frameworks.

Firstly, the dominant role of cultural-linguistic compatibility: Experimental results (Gap = 94.0%; $\beta = 0.685$) reflect the reality that the public service

system is approaching legal education and dissemination with a "push marketing" mindset through administrative documents in Vietnamese, while ethnic minority communities operate on an oral basis and use their mother tongue. This finding is consistent with Berlo's SMCR model (1960) and the legal anthropological approach: legal messages cannot be accurately "decoded" without compatibility in language codes and the cultural framework of the recipient.

Secondly, the role of community networks and legal trust: The strong impact of COM_PART on LEGAL_TRUST ($\beta = 0.550$) reflects the sociological characteristics of ethnic minority communities: 58% of people turn to village chiefs/respected individuals when disputes arise, more than double the rate of turning to judicial officers (27%); 49.4% place their trust primarily in the group of respected individuals. This confirms the hypothesis of Network Management Theory (Ansell & Gash, 2008) that the social capital of traditional institutions is an irreplaceable "glue". In the context of ethnic minority areas, the sociological principle "believe the speaker before believing what is said" has high practical significance: state law will face implicit resistance

from customary law if there is no participation of community institutions.

Thirdly, bottlenecks in capacity and resources: The shortage of physical resources (34.2% of staff lacked equipment) and professional capacity (38.3% self-assessed their skills as weak) provides empirical evidence for the Policy Implementation Theory (Pressman & Wildavsky, 1973). The fact that 97.9% of activities are focused on community-level meetings—rather than implementation at the village/hamlet level—is a direct consequence of a lack of funding and transportation, leading to the "bureaucratization" of public service delivery processes and widening the access gap.

Fourth, the "illusory achievement" trap in the monitoring system: The study noted a serious mismatch in evaluation criteria: 72.6% of officials prioritize evaluation based on input indicators (number of meetings, number of attendees), while 99.2% of citizens desire independent sociological survey methods based on output results. This mismatch explains why "coverage" is high (86.7%) but "actual effectiveness" is low (22.2%), and also points to the need to reform the monitoring and evaluation system towards evidence-based M&E.

Limitations of the study: Firstly, the study uses cross-sectional data from a single survey, thus it cannot analyze trends over time (longitudinal analysis). Secondly, although the analysis is at a comprehensive level, the study does not delve into comparing the differences between specific ethnic minority groups (Hmong, Thai, Ede, etc.) which have very different customary legal structures, geographical and economic conditions — this is a direction for further research.

6. CONCLUSION AND MANAGEMENT IMPLICATIONS

The study successfully quantified and deciphered the "implementation gap" in policy education and dissemination in ethnic minority areas. The PLS-SEM model with $R^2 = 0.745$ provides solid empirical evidence, confirming that the effectiveness of policy communication does not depend on the number of conferences held, but fundamentally on the level of cultural fit and the ability of the people to integrate into their traditional social networks.

Based on policy marketing principles and empirical findings, the study proposes the following four strategic management implications:

Firstly, the Product & Promotion Localization Strategy: We need to abandon the mechanical method of text translation and shift to "cultural translation." Specifically, we need to allocate multi-channel resources (state budget, integration with National Target Programs, ODA support) to develop digitized materials—including short videos, podcasts, and infographics—in ethnic minority languages, linked to key livelihood issues such as land and forest resources.

Secondly, optimizing the distribution channel (Place): It is necessary to shift the organizational space from the commune-level administrative hall to the village/hamlet cultural center and integrate legal education and dissemination activities into festivals and community events — spaces where people already have the habit and belief to participate.

Thirdly, Co-creation & People Management: The role of "influential figures" needs to be institutionalized, transforming them from recipients of information into "policy co-implementors" and "digital media agents"—directly managing micro-channels (village Zalo groups, public address systems) to disseminate legal knowledge naturally and effectively.

Fourth, Monitoring and Evaluation System Reform (M&E Reform): A comprehensive shift is needed from evaluation based on input indicators (number of meetings, number of attendees) to evaluation based on measurable output results (rate of legal knowledge, rate of self-resolution of disputes) through independent sociological surveys.

In summary, the shift from a "propaganda-oriented" mindset to a "needs-based policy marketing" mindset is essential and urgent for the law to truly become a self-protective capacity for ethnic minorities in the process of integration and sustainable development.

REFERENCES

[1] Ministry of Ethnic Minorities and Religions. (2025a). Results of the implementation of programs, schemes, and projects for the dissemination of legal knowledge to ethnic minorities and mountainous regions implemented

by the Ministry of Ethnic Minorities and Religions in the period 2021–2024. Hanoi.

[2] (2025b). Data on legal reporters and propagandists implementing legal education and dissemination in ethnic minority and mountainous areas. Hanoi.

[3] Ministry of Ethnic Minorities and Religions. (2025c). Funding for the implementation of programs, schemes, and projects for legal education and dissemination in ethnic minority and mountainous areas during the period 2021–2024. Hanoi.

[4] Pressman, J. L., & Wildavsky, A. (1973). *Implementation: How great expectations in Washington are dashed in Oakland*. University of California Press.

[5] Ansell, C., & Gash, A. (2008). Collaborative governance in theory and practice. *Journal of Public Administration Research and Theory*, 18 (4), 543–571.

[6] Berlo, D.K. (1960). *The process of communication: An introduction to theory and practice*. Holt, Rinehart and Winston.

[7] Committee for Ethnic Minorities. (2025a). Survey data report: Results of analysis on officials implementing legal education and dissemination work. Hanoi.

[8] Committee for Ethnic Minorities. (2025b). Survey data report: Results of analysis on people in ethnic minority areas. Hanoi.

[9] Hair, J.F., Risher, J.J., Sarstedt, M., & Ringle, C.M. (2019). When to use and how to report the results of PLS-SEM. *European Business Review*, 31 (1), 2–24.

[10] Henseler, J., Ringle, C.M., & Sarstedt, M. (2015). A new criterion for assessing discriminant validity in variance-based structural equation modeling. *Journal of the Academy of Marketing Science*, 43 (1), 115–135.