

THE SOCIALIST REPUBLIC OF VIETNAM
MINISTRY OF EDUCATION AND TRAINING
JAPAN INTERNATIONAL COOPERATION AGENCY

**VIETNAM
SUPPORT PROGRAM FOR
PRIMARY EDUCATION DEVELOPMENT
Phase I**

**FINAL REPORT
MAIN TEXT**



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MARCH 2002

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MINISTRY OF EDUCATION AND TRAINING

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*For currency conversion,
the exchange rate in March 2002 is applied:
US\$ 1.00 = VND 15,000*



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PREFACE

In response to a request from the Government of Viet Nam, the Government of Japan decided to conduct the study on Support Program for Primary Education Development in the Socialist Republic of Viet Nam and entrusted to study to the Japan International Cooperation Agency.

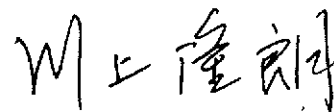
JICA selected and dispatched a program team headed by Dr. Norio Kato of PADECO Co., Ltd. to Viet Nam, three times from August 2001 to March 2002. In addition, JICA set up an advisory committee headed by Prof. Morikazu Ushiogi of Musashino Women's University, in April 2001, which examined the study from specialist and technical points of view.

The Team held discussions with the officials concerned of the Government of Viet Nam, and conducted field surveys at the study area. Upon returning to Japan, the team conducted further studies and prepared this report.

I hope that this report will contribute to the promotion of the project and to the enhancement of friendly relationship between our two countries.

Finally, I wish to express my sincere appreciation to the officials concerned of the Government of Viet Nam for their close cooperation extended to the study.

March 2002



Takao Kawakami

President

Japan International Cooperation Agency

March 2002

Mr. Takao Kawakami
President
Japan International Cooperation Agency
Tokyo, Japan

Letter of Transmittal

Dear Sir,

We are pleased to submit herewith the final report of “the Study on Vietnam Support Program for Primary Education Development (Phase I)”.

This report presents the results of the study, which was undertaken in the Socialist Republic of Vietnam, from August 2001 to March 2002 by the Program Team, organized by PADECO Co., Ltd.

We owe a great deal to many people for the completion of this report. We would like to express our deep appreciation and sincere gratitude to all those who extended their kind assistance and cooperation to the Program Team, in particular, the concerned officials of the Program Management Unit in the Ministry of Education and Training.

We are very much thankful to the officials of your agency, the JICA Advisory Committee, the Ministry of Foreign Affairs, and the Ministry of Education, Culture, Sports, Science and Technology of the Government of Japan.

We do hope that the report will contribute to facilitating further education development in the Socialist Republic of Vietnam .

Very truly yours,



Norio Kato
Team Leader

The Program Team for Vietnam Support Program
for Primary Education Development

**VIETNAM
SUPPORT PROGRAM FOR
PRIMARY EDUCATION DEVELOPMENT**

FINAL REPORT 1

MAIN TEXT

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Annex 2: National Primary Education Development Program (National PEDP)

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ABBREVIATIONS

ABE	Alternative Basic Education
ACER	Australian Council for Educational Research
ADB	Asian Development Bank
AusAID	Australian Agency for International Development
BAPI	Broad Area of Possible Intervention
BOET	Bureau of Education and Training
BTC	Belgian Technical Cooperation
CBR	Community Based Rehabilitation
CSSP	Comprehensive School Support Program
CIDA	Canadian International Development Agency
CPRGS	Comprehensive Poverty Reduction Growth Strategy
CPRS	Comprehensive Poverty Reduction Strategy
CRS	Catholic Relief Service
DFID	Department for International Development (United Kingdom)
DOET	Department of Education and Training
DV	Domestic Violence
DWG	Donor Working Group
E&T	Education and Training
ECE	Early Childhood Education
EDSP	Education Development Strategic Plan
EDSP 2010	Education Development Strategic Plan for 2001-2010
EFA	Education for All
EMIC	Educational Management Information Center
EMIS	Educational Management Information System
EPCB	Education Planning Capacity Building
EU	European Union
F&P	Finance & Planning
FY	Fiscal Year
GDP	Gross Domestic Product
GER	Gross Enrolment Rate
GOJ	Government of Japan
GOV	Government of Vietnam
GSO	General Statistical Office
HCM	Ho Chi Minh City
HDI	Human Development Index
ICT	Information Communication Technology
IDT	International Development Target
IM	Issue Matrix
INSET	In-service Training
IRDS	Institute for School Research & Design of School
IT	Information Technology
JBIC	Japan Bank for International Cooperation

JICA	Japan International Cooperation Agency
JOCV	Japan Overseas Cooperation Volunteers
LTFP	Long Term Financial Plan
MOC	Ministry of Construction
MOET	Ministry of Education and Training
MOF	Ministry of Finance
MPI	Ministry of Planning & Investment
MTFP	Mid Term Financial Plan
NER	Net Enrolment Rate
NF	Non-formal
NGO	Non-Governmental Organization
NIES	National Institute for Education and Science
NIM	National Issue Matrix
NOK	Norwegian Krone
NORAD	Norwegian Aid Development
ODA	Official Development Assistance
OECD	Organization for Economic Cooperation and Development
PA	Prioritized Area
PCM	Project Cycle Management
PE	Physical Education
PED	Primary Education Department
PEDC	Primary Education for Disadvantaged Children
PEDP	Primary Education Development Program
PHC	Primary Health Care
PMU	Project Management Unit
PPBS	Planning-Programming-Budgeting System
PPCs	Provincial People's Committees
PPP	Purchasing Power Parity
PRESET	Pre-service Training
PRSP	Poverty Reduction Strategy Paper
PTA	Parents Teacher Association
PTD	Primary Teacher Development
RIED	Researching Institution of Educational Development
SCF	Save the Children Fund
SCMF	School Construction and Maintenance Fund
SEN	Special Education Needs
S/W	Scope of Work
T&L	Teaching & Learning
TA	Technical Assistance
TD	Teacher Department
TOR	Terms of Reference
TOT	Trainer of Trainer
TPR	Teacher-Pupil Ratio
TTC	Teacher Training College

TTI	Teacher Training Institute
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
UPE	Universal Primary Education
USAID	United States Agency for International Development
USD	US Dollar
VLSS	Vietnamese Living Standard Survey
VND	Vietnamese Dong
VSO	Voluntary Service Overseas
WSD	Whole School Development
WB	World Bank

EXECUTIVE SUMMARY

1. Introduction

In Vietnam, the provision of “appropriate” human resources for modernization and industrialization is a major national issue. In connection with this, education improvement and development is one of the prioritized sectors in the “Strategy for Socio Economic Development 2001-2010,” which is now being undertaken by the Government of Vietnam (GOV). To meet the human resource needs of the modernization and industrialization of the country, it is understood that improvement not only of secondary and higher, but also of basic education, especially primary education, is crucially important.

In turn, a streamlined donor coordination system has not been established in the education sector in Vietnam, although various governmental (including Japanese Official Development Assistance (ODA)) and non-governmental international organizations have been assisting education development by providing projects and/or programs.

With this background, GOV developed “The Education Development Strategic Plan for 2001-2010,” which was approved on December 28, 2001. In this plan GOV presents strategies with the goal of (a) achieving a 99% net enrolment rate (NER) for primary education by 2010; (b) improving all-round education quality; (c) quantitatively and qualitatively improving teachers; and (d) improving equipment and facilities, etc.

This development program is aimed at supporting GOV in putting the strategy into operation. In doing so, the program assists MOET/PMU in the following areas:

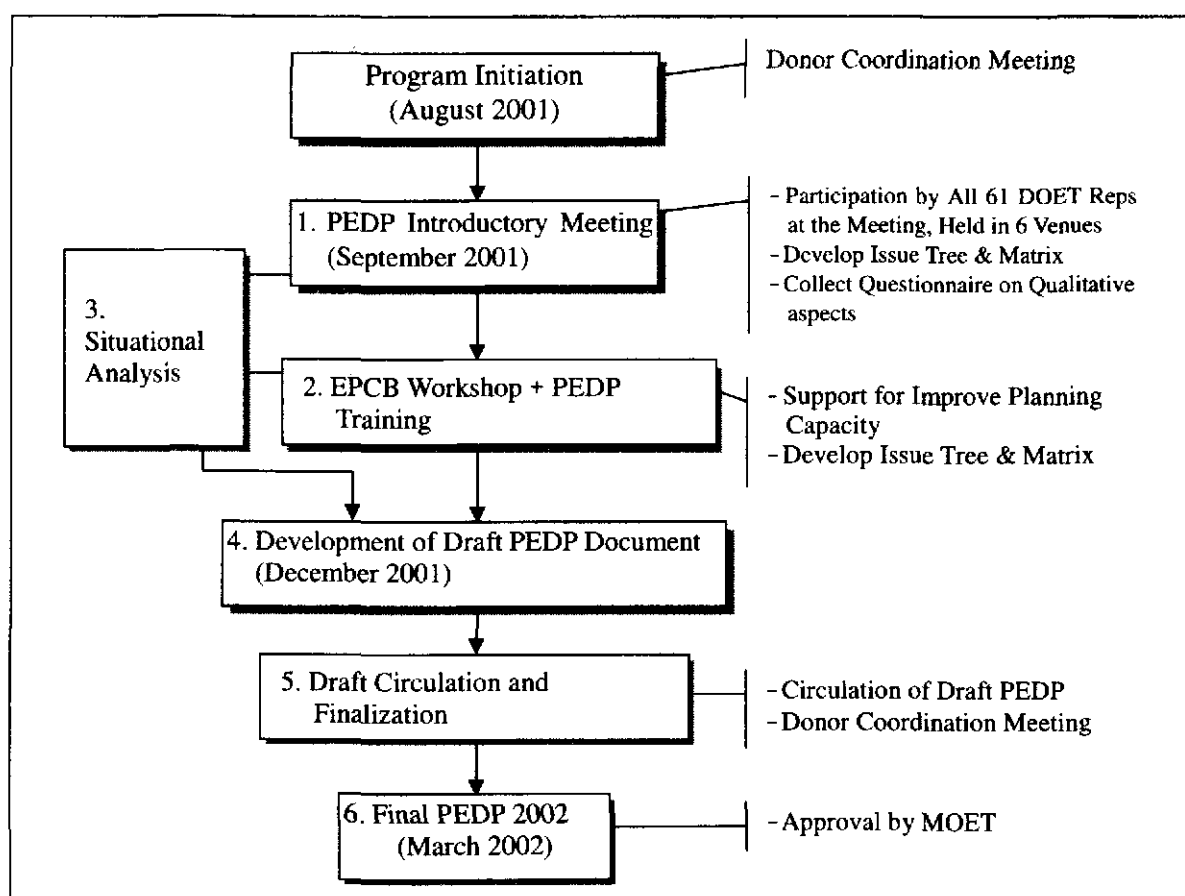
- (1) Assists MOET/PMU in developing PEDP, following the guidelines and framework laid down in EDSP 2010;
- (2) Assists MOET/PMU in donor coordination through (1) above;
- (3) Assists MOET/PMU in institutional development for (a) the monitoring and evaluation of PEDP and (b) human resource development through (1) above;
- (4) Assists MOET/PMU in formulating (potential) interventions in the primary education sector with assistance from GOJ, by flexibly and appropriately combining existing Japanese aid schemes (i.e. grant aid, yen soft loan, development study, project type technical cooperation, JOCV, expert dispatch, training in Japan, etc.) through (1) above; and

Through (4) above, assists GOV in strengthening the education planning capacities of personnel of related organizations such as MOET, PMU, and Department of Education and Training (DOET). In addition, Program Team assists GOV in developing PEDP with clear role allocations and demarcations among international donors through assistance for GOV in donor coordination involving concerned entities including GOJ (and its ODA schemes).

2. Process of National PEDP Development

The Program Team implemented various activities in the preparation stage of PEDP 2002. Activities included meetings/seminars for PEDP, introduction to stakeholders, needs assessment workshops, field trips to primary schools, donor coordination meetings, etc. The outcomes of these activities form the basis of PEDP development. The following Figure presents the PEDP development process during August 2001 to March 2002.

Figure 1: Overall Process of PEDP 2002 Development



3. National PEDP

National PEDP has been drafted by PMU/MOET with assistance from the Program Team, and it is expected to be approved by the Vice Minister of MOET by the end of May 2002.

PEDP is a comprehensive action program, which aims to achieve EDSP2010 targets for primary

education in Vietnam. PEDP (a) presents necessary activities to be taken to achieve EDSP 2010 targets in order to consolidate primary education, (b) provides a reference framework for the GOV and international donors to identify and address areas of needs, and (c) facilitates coherent coordination and collaboration between GOV and international donor organizations through its use.

The PEDP document has six sections:

Section 1 is a situation analysis of primary education. Section 2 describes the results of the needs assessment in a matrix form and summarizes them under six 'Key Constraints'. Section 3 presents a series of 'Broad Areas of Possible Interventions' (BAPIs). Section 4 describes how MOET will coordinate donor interventions under PEDP. Section 5 shows how MOET will monitor progress in realizing EDSP2010 targets. Section 6 describes lessons learnt from the PEDP process.

Assessed needs of primary education were presented as a form of National Issue Matrix. The following six key constraints were presented:

<u>Education Management:</u>	Education management is inadequate to cope with the implementation of EDSP 2010 (4 Issues)
<u>Teacher Training (TTC):</u>	Teacher trainers are inadequately exposed to primary practice, and teachers are insufficiently qualified (4 Issues)
<u>Facility:</u>	Facilities are inadequate to the needs required to achieve EDSP 2010 educational targets (5 Issues)
<u>Quality in the Classroom:</u>	<u>Teachers, Curriculum, and Teaching and Learning Process (T&L):</u> Difficulty of access and inappropriateness of the curriculum and its assessment inhibit realization of the EFA and EDSP 2010 strategy goals. A static teaching and learning environment will not realize the quality improvements in education demanded by EDSP 2010 (4 Issues)
<u>Accessibility to School:</u>	Physical and non-physical barriers discourage pupils from continuing schooling (6 Issues)
<u>Finance and "Socialization":</u>	Existing educational finance systems might not be able to meet required goals of EDSP 2010 (3 Issues)

Based on the assessed needs addressed in National Issue matrix, PMU/MOET has constructed Possible Intervention Matrices (BAPI Matrices) under the following six prioritized areas:

Education Management:	Strengthening Education Management (9 BAPIs)
Teacher Training (TTC):	Improvement of Pre-service Training Provision (4 BAPIs)
Facility:	Improvement of Facilities (8 BAPIs)
Quality in the Classroom:	Improving Quality of Curriculum, and Teaching and Learning Process (T&L) (12 BAPIs)
Accessibility to School:	Overcoming barriers in access to primary education (10 BAPIs)
Finance and "Socialization":	Strengthening Educational Finance and "Socialization" (5 BAPIs)

4. Outline of the Draft Proposal to Japan's Cooperation

The draft proposal was completed by reflecting contents of the national PEDP. A comprehensive program (Component A) consisting of four components (Components B-E) was proposed. Targets of these components vary as interventions are designed based upon functional analysis of the education administration system of Vietnam.

(Comprehensive Package)

Component A: Package of Components B through D

(Central/National Level)

Component B: MOET Capacity Building (targets: MOET / Research Institute personnel)

(Provincial / District / Community Level)

Component C: Strengthening Regional Education Administration (targets: DOET/BOET personnel)

Component D: Improvement of TTCs (target: TTCs)

Component E: Supporting School-based Education Development and Improvement

5. Work Plan of Phase II

Program Team proposed to MOET/PMU to assist in the following areas in Phase II (September 2002 – March 2004):

<Donor Coordination>

Assist MOET/PMU in donor coordination;

<Formulation of Japanese Assistance to Primary Education>

Continuously assist GOV to formulate/implement Japanese Cooperation Program in Vietnamese primary education sector and manage/coordinate among the formulated program;

<For PEDP Revision and Monitoring>

Replicate EPCB Workshop and PEDP Training in the remaining 55 provinces after evaluating the 6 Provincial PEDPs developed in Phase I; and

Assist MOET/PMU in establishing a PEDP database, which not only has donor project/program information, but also project/program maps by province with linkages to BAPIs based on available donor information, so that MOET/PMU can manage and monitor the progress of PEDP.

1

INTRODUCTION

1.1 Background and Objectives of the Program

1.1.1 Background

In Vietnam, the provision of “appropriate” human resources for modernization and industrialization is a major national issue. In connection with this, education improvement and development is one of the prioritized sectors in the “Strategy for Socio Economic Development 2001-2010,” which is now being undertaken by the Government of Vietnam (GOV). To meet the human resource needs of the modernization and industrialization of the country, it is understood that improvement not only of secondary and higher education, but also of basic education, especially primary education, is crucially important. With this understanding, GOV prioritizes, among other issues, development and strengthening of human resources. In the “Education Development Strategic Plan for 2001-2010 (EDSP 2010),” which was approved on December 28, 2001, GOV presents strategies with the goals of (a) achieving 99% net enrolment rate (NER) for primary education by 2010; (b) improving all-round education quality; (c) improving teachers quantitatively and qualitatively; and (d) improving educational equipment and facilities, etc.

GOV, however, has not developed a concrete set of action programs to implement the above strategies. In turn, a streamlined donor coordination system has not been established in the education sector in Vietnam, although various governmental (including Japanese Official Development Assistance) and non-governmental international organizations have been assisting education development by supporting various projects and programs. Regarding public education administration and governance, several key international donors, such as the World Bank, have pointed out that (a) the central Ministry of Education and Training (MOET) has no direct authoritative power over provincial public education administration; and (b) there is a need for capacity building and strengthening of educational administrators who deal directly with education provision (i.e. school and facility provision and teacher management) at the provincial level.

With this background, GOV made a request in October 2000 to the Government of Japan (GOJ) for assistance in the development of the Primary Education Development Program (PEDP). In reply, the Japan International Cooperation Agency (JICA) dispatched a preparatory program team to reach an agreement on the scope of work (S/W) with GOV. The S/W defines the objective of the program, undertakings by both GOV and GOJ, the JICA program team (Program Team) composition, and the implementation schedule, etc. It is mutually understood by GOV and GOJ that PEDP is a program to support the development of a set of documents to put EDSP 2010 into operation.

Through the implementation of the support, Program Team would assist GOV in (a) donor coordination in planning and implementing PEDP and (b) capacity building and strengthening of the project management unit (PMU) in monitoring the progress of PEDP, in addition to (c) assistance in

the PEDP development. From the GOJ's perspective, this program is unique in the sense that it involves a needs assessment to formulate necessary interventions and its justification that allows more flexibility in formulating projects with a combination of existing various aid schemes of Japanese ODA.

1.2 Objectives of the Program

This development program is aimed at supporting GOV in putting the strategies set forth in EDSP 2010 into operation. In doing so, the program will assist MOET/PMU in the following areas:

Phase I (July 2001 – March 2002):

- (1) Assist MOET/PMU in developing PEDP, following the guidelines and framework laid down in EDSP 2010;
- (2) Assist MOET/PMU in donor coordination through (1) above;
- (3) Assist MOET/PMU in institutional development for (a) the monitoring and evaluation of PEDP and (b) human resource development through (1) above;
- (4) Assist MOET/PMU in formulating (potential) interventions in the primary education sector with assistance from GOJ, by flexibly and appropriately combining existing Japanese aid schemes (i.e. grant aid, yen soft loan, development study, project type technical cooperation, JOCV, expert dispatch, training in Japan, etc.) through (1) above; and
- (5) Through (4) above, assist GOV in strengthening the education planning capacities of personnel of related organizations such as MOET, PMU, and Department of Education and Training (DOET). In addition, Program Team will assist GOV in developing PEDP with clear role allocations and demarcations among international donors through assistance for GOV in donor coordination involving concerned entities including GOJ (and its ODA schemes), World Bank, UNESCO, DFID and NGOs.

Phase II (April 2002 – March 2004):

- (1) Continuously assist GOV in the management, monitoring, and evaluation of PEDP, including the projects to be assisted by GOJ, and also continue to assist GOV in formulating (potential) interventions in the primary education sector with assistance from GOJ by flexibly and appropriately combining existing Japanese aid schemes;
- (2) Continuously assist MOET/PMU in implementing the training program to develop PEDPs at the provincial level (Provincial PEDPs) for the provinces which have not been covered in Phase I, and assist MOET/PMU in capacity building and institutional strengthening; and
- (3) Continuously assist MOET/PMU in donor coordination.

1.3 The Program Areas

The program covers all the provinces in Vietnam as shown in Figure 1.3.1. In Phase I of the program, the nation-wide needs assessment was based on workshops conducted in six regions to develop PEDP at the national level (National PEDP). Aside from National PEDP, six of the sixty-one provinces (Phu Tho, Nam Dinh, Gia Lai, Binh Thuan, Ho Chi Minh and Dong Thap) were targeted to develop Provincial PEDPs. The proposed program areas from the other fifty-five provinces in Phase II are listed in Table 5.3.1.

1.4 About this Final Report

This final report consists of four components, namely:

- Main Text (this book)
- Annex 1: Draft Proposal for Japanese Cooperation to Vietnamese Primary Education (Drafted by Program Team)
- Annex 2: National Primary Education Development Program (National PEDP)
- Annex 3: Appendices

Annex 2 contains its Appendices section and Annex 3 accommodates supplemental information to other Final Report Main Text and Annexes. Readers are reminded that, in preparing this Main Text, several references have been made to both appendices of Annex 2 and Annex 3, especially in the Situational Analysis section (Chapter 2).

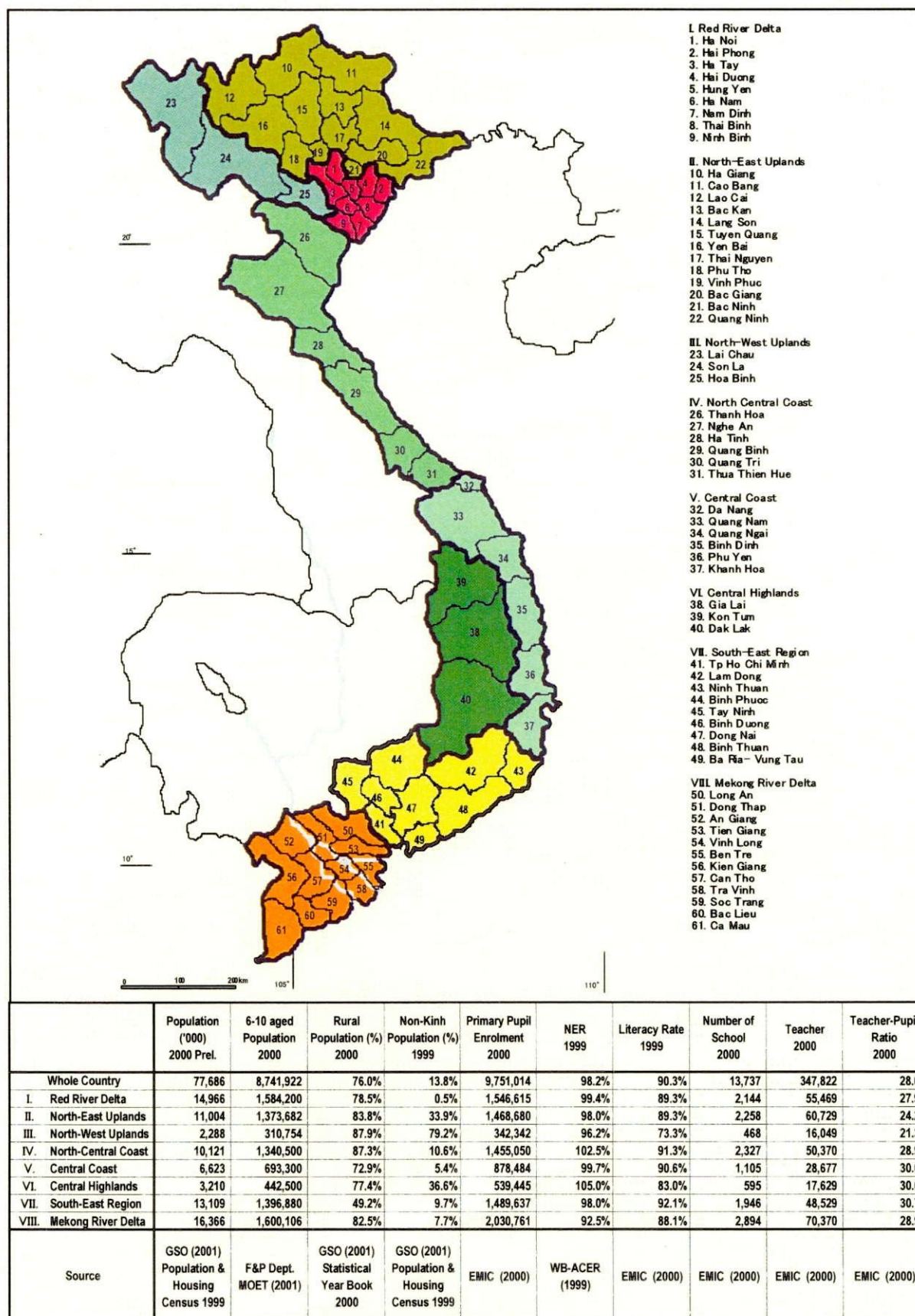


Figure 1.3.1: Regions and Provinces of Vietnam

2

SITUATIONAL ANALYSIS

This situational analysis for the program was based upon (a) literature review; (b) interviews with education officers at MOET, DOET and Bureau of Education and Training (BOET); (c) analyses of documents and questionnaires collected from DOETs through PEDP activities; and (d) outcomes of various meetings/workshops (i.e. issue descriptions and issue matrix tables prepared through the meetings).

For the situational analysis, a descriptive analysis on primary education in Vietnam was conducted regarding (a) Governmental Frameworks; (b) Primary Education; (c) Teacher Deployment; (d) Teacher Training; (e) Inspection Services; (f) Educational Management; (g) State Educational Finance; and (h) "Socialization in Education." Based on this, the situation of primary education in Vietnam is discussed under four headings: (a) Access; (b) Equity; (c) Efficiency; and (d) Quality. Further analysis examined existing projection scenarios for EDSP 2010, and concluded with descriptions of the problem areas and required inputs.

A list of the literature reviewed during the PEDP 2002 preparation period is included at the end of this report, together with a list of interviewees.

In August 2001, prior to the PEDP Introductory Meeting, a questionnaire was distributed to all sixty-one DOETs in order to identify qualitative issues in the primary education sector at the provincial level. The questionnaire was collected at the PEDP Introductory Meeting conducted in September 2002 at six different venues in the country, to which representatives from all sixty-one DOETs were invited. The questionnaire form is included in Appendix A-2 in Annex 3, and covers the following areas of interests¹:

Issues Covered in the Qualitative Questionnaire:

- Curriculum
- Pedagogy
- Teaching Aid
- Disadvantaged Pupil
- Internal Efficiency
- Teacher's Environment
- Shift from Double Shift to Full Day School
- Head Master and School Management
- Community Involvement
- Education Management at DOET

¹ For PEDP Introductory Meeting, refer section 3.2 of this report.

- Information on Donor-Supported Projects

Following sections present situational reviews conducted by Program Team. The regional (six regions) analytical synthesis is also included in Annex 3.

2.1 Government Education Policy Context

Article 35 of the 1992 Constitution of the Socialist Republic of Vietnam stipulates that “Education is the first priority in the national policy. In addition, the ‘Education Law’ (1998) provides the structure for the national education system, its organization and operation of educational institutions, and the duties and rights of teachers, learners, families, and of schools and society.

The GOV’s education policy is operationalized through EDSP 2010, which provides a series of goals to be attained by the year 2005 and 2010. The document seeks to address Vietnam’s present situation, its future positioning, and means of strategy implementation and indicators of progress. The context of EDSP 2010 is within the framework of the ‘World Conference on Education for All’ held in Dakar, Senegal (April 2000).

GOV identifies its overall areas of needs in the context of the region’s globalization and to direct educational needs towards the requirements of a knowledge-based ‘smart’ economy and thus, to accelerate the industrialization of Vietnam within its national context. GOV forecasts an annual average GDP increase of 7% and that by “2010, the GDP will increase twice of the year 2000” (EDSP 2010). Furthermore, GOV anticipates a likely redistribution of the contribution of various key sectors of the economy to the GDP as well as changes in the structure of the country’s labor force: a likely fall in the agricultural labor force (61.3% in 2000 to 50% in 2010), a slight increase in services (22% to 26%), and a substantial increase in industry (16.75 to 24%).

Vietnam’s efforts to upgrade its education resulted in raising its HDI position ranking from 121 in 1990 to 108 in 2000. State budget expenditure on Education and Training (E&T) for 2000 is put at 14,256 Billion VND and anticipated to rise to 23,421 Billion VND in 2005 and to 37,813 Billion VND in 2010, which represents an 5% (15 to 20%) increase of the state expenditure on E&T, and a per capita E&T rise from USD 12 to 27 at present value. The inclusion of financial resources outside the state budget further raises the total amount of financial resources for E&T in 2000 to 20,005 Billion VND rising to 36,301 Billion VND in 2005, and 62,390 Billion VND in 2010.

2.2 Education Context for the Implementation of EDSP 2010

Quantitative indicators and qualitative situational analyses suggest that (a) the 1990s was the decade of progress for primary education in Vietnam, in which the quantitative expansion of primary education has nearly achieved Education For All (EFA) goals; and (b) however, there are many requisites to achieve qualitative expansion and enhancement to meet international standards.

The key primary education target, derived from EDSP 2010 and Comprehensive Poverty Reduction &

Growth Strategy (CPRGS), is the consolidation of universal primary education (UPE). This is to be achieved through:

1. Increasing the enrolment of primary school-aged children in primary school to 97% by 2005 and 99% by 2010;
2. Increasing primary completion rate to 85-95% by 2010 compared to the rate of 68% in 1998 (MOET).

The MOET's policies will seek to achieve the following targets with regard to primary education by 2010:

1. Further enhancing the enrolment of pupils to achieve a NER of 99%.
2. Redressing existing disparities in the enrolment and transition rates of primary pupils, with emphasis on achieving educational equity for all pupils.
3. Enhancing and ensuring quality of education.
4. Improving the management and assessment of the primary school system.

EDSP 2010 falls within the broad domains of the EFA and CPRGS initiatives.

Vietnam participated in the World Conference on Education for All (2000) and agreed on several EFA goals in the Dakar Framework of Action, which have implications for primary education. The main goals are: (a) Completion of primary education; (b) Improving the quality of education; and (c) Achievement of learning outcomes.

These targets are similarly identified in the draft document "Providing Quality Basic Education For All" (November 2001) and three key challenges are established: (a) Elimination of socio-economic and geographic disparities in access, coverage and participation; (b) Expansion of basic education to meet international targets of UPE; and, (c) Improvement in the quality of teaching/learning outcomes.

CPRGS provides a wide-ranging action plan that "translates the Government's general policies, mechanisms and measures into specific concrete measures" (CPRGS, January 2002, p2) with emphasis on realizing economic growth and poverty reduction with a multi-sectoral approach on the various aspects of poverty. It identifies sectors and areas where poverty predominates and is concentrated (mountainous areas and among ethnic groups), as well as the causes of poverty.

EDSP 2010, the EFA goals and CPRGS present important referring documents which provide a context to the needs analysis conducted in the provinces, and underpin the identification of the Broad Areas of Possible Intervention (BAPIs)² for primary education in the PEDP document.

² Broad Area of Possible Intervention (BAPI) is a framework for identifying areas in need of further intervention, consisting of "Prioritized Area", "Sub-sector," "Broad Area of Intervention", "Activities", "Advantages/Disadvantages", "Implications/Remarks", "Region/Area", and "Current Intervention". The concept of BAPI is used for creating BAPI Matrices, which provide basic but clarified information for interested donors to support their project formulation. For more detailed explanation of BAPI and the BAPI Matrix, refer to Table 4.3.1 in Chapter 4.

2.3 Education System

2.3.1 Government

MOET (Annex 2, Appendix 2, diag.1: MOET organization structure) is responsible for the planning and implementation of education policies and programs at all levels. To carry out its educational programs, MOET operates centrally through the Planning & Financing Department (P&F), the Primary Education Department (PED) for the primary sector, and the Teacher Department (TD), as well as through sixty-one DOETs at the provincial level and BOETs at the district level. MOET is also responsible for state education inspection through the Education Inspection Board and the National Inspection Board, which oversees inspection activities and professional inspection skills.

2.3.2 Primary Education

The school system (Annex 2, Appendix 2, diag.2) has four levels – pre-primary; primary (5 years); lower secondary (4 years); and upper secondary (3 years) with students leaving school at 18 years of age. Primary Education is considered to be the first phase of formal education (grades 1-5) for children aged 6-10 and aims to prepare pupils for secondary and higher levels of education.

There are basically three types of primary schools. Most students enroll in public primary schools, which are free of charge though parents are expected to pay for textbooks, uniforms, school construction fees, insurance fees, etc. In addition, there are semi-public schools (Ban Cong), which are managed and regulated by the state but with all costs met through student fees, and people founded schools (Dan Lap), which are non-governmental (run by cooperatives, unions, etc) on a full cost recovery basis.

The national curriculum for primary education consists of compulsory subject areas (Vietnamese language, mathematics, moral education, natural and social sciences, music, technology, arts, and physical and health education) and optional subjects (foreign languages, computers-informatics, and family economy), which are offered in some schools.

Five types of curricula are currently being implemented over the five years of primary schooling:

- 165-week curriculum, which is the national standard curriculum consisting of the nine subject areas.
- 165-week curriculum plus optional subjects.
- 165-week pilot curricula in which pupils follow a modified standard curriculum: A number of schools are piloting Curriculum 2000, the new primary curriculum due to be introduced in 2002. Others follow the Ho Ngoc Dai curriculum, which is more focused on technology.
- 120-week curriculum, which is a condensed version of the standard curriculum and developed for pupils in ethnic minority areas.

- 100-week curriculum for children who have missed or dropped out of primary school or are too old to attend normal schools. This curriculum focuses on Vietnamese language, mathematics and social studies.

The reduced curricula were targeted at disadvantaged groups and were implemented to address specific social circumstances in order to meet UPE targets.

The new primary curriculum consists of six subjects in Grades 1 through 3 (Vietnamese language, mathematics, moral education, natural and social sciences, art, and physical education), and nine subjects in Grades 4 through 5 (the six subjects of Grades 1-3, plus history, geography, music and fine art). The curriculum will be followed by all schools and is designed for one-shift teaching. For schools able to offer full-day schooling (two shifts per day), the standard one-shift curriculum will be compulsory, but such schools will also offer a foreign language, informatics, and additional subjects according to the school's capacity and facilities.

In principle, the government requires a single half-day teaching shift (from 7:30 am to 11:30 am) from Monday to Friday. However, a second shift (noon to 16:30 pm) is often organized by the school/BOET and paid for by the parents. The ACER report (March 2000) shows that the majority of "2-shift" schools is in Red River Delta and North Central Coast as well as in the Hanoi and HCM areas. The proposed shift to all-day schooling is welcomed by students and parents in general and by teachers in poor rural areas where they have few opportunities to add to their income through private work. On the other hand, some teachers in urban areas believe that this would impact negatively on their opportunity to receive private tuitions and thus, on their income (DFID Stakeholder Analysis: 1998).

2.3.3 Teacher Deployment

(1) Teacher Recruitment

A distinction needs to be made between government-paid teachers (full-time teachers who have passed the government examination, which started from 1995) and contracted teachers (temporary teachers though most probably full-time in practice, who have not passed the government examination).

The recruitment of primary teachers is based on needs, which are assessed at the BOET level. Submission proposals are then put forward to DOET/MOET and to the Provincial People's Committees (PPC) for consideration. However, given the fact that the numbers of governmental staff are fixed at the central level and therefore difficult to increase, the PPCs take on extra contract workers when additional teachers are needed. In practice, the decentralization process has created a division between the planning function of MOET and the authorizing function of the PPCs with regard to disbursement of teacher emolument. In many instances BOET becomes subsumed within the administrative machinery of PPCs, which then direct BOET to recruit new teachers. The recruitment may not necessarily be in accordance with MOET/DOET requirements or according to the education needs of the province, and teacher emolument may not necessarily be derived from the government budget but through tuition fees from the schools and from the communities.

(2) Salaries, Benefits and Promotion

Teachers' salaries are according to 16 separate grades on a salary scale, which is applied to all the civil servants across the country irrespective of seniority. The salary is calculated based on the grade (from 1.57 to 4.12) with various allowances added: a regional allowance for all (0.1 – 1.0%) is added to the grade level with a further allowance (40 – 70%) for mountainous, island, or very remote areas. There is no subsidized housing allocation, nor are city allowances provided, the government's intentions being to encourage teachers to take up postings in remote areas where well-qualified teachers are difficult to be recruited locally. The reimbursement for travel costs of one return trip per year is given subject to government authorization. A 1% salary deduction as contribution to the health care insurance is made with a further 5% deduction made for contribution to a social insurance fund (sickness, pregnancy leave, accidents, and the pension fund) with the government adding a further 15%. Retirement pensions are according to a graduated scale of number of years in service. Early retirement can be taken by any person having worked for more than 20 years or for reasons of poor health.

The starting salary grade at the primary level is the same for all irrespective of entry qualifications (though during the period from 1985 to 1993, the entry salary was linked to the entry qualification), and there is an automatic progression through the pay grade every two years thereafter.

2.3.4 Teacher Training

(1) Pre-service Training

Standards for training qualifications and laws regulating training institutions are set out in the Education Law (Articles 67 & 68).

Primary teachers usually go for training on a two- to three-year non-university program (12+2/3) after completing secondary education. Lower Secondary teachers study for three years upon completion of secondary education. National teacher training at the bachelor's degree level is done through nine pedagogical universities and through some five other universities with education faculties. In addition, there are training institutions offering specific subject training (music, physical education, and information technology).

Teachers are trained in a 9+3 system (i.e. a 3-year program after completion of lower secondary school) in the provinces that experience teacher shortages. In certain disadvantaged areas such as Lai Chau, teachers are trained on a 5+3 system whereby trainees are taken in immediately after completion of their primary schooling and would be usually posted to teach in the first grades. Training institutions frequently compensate for the educational background of disadvantaged students by putting on extra classes.

(2) In-service Training

Approximately 23% of teachers in the primary sector are under-qualified according to the (draft) National Standard Document 2001-5 (Annex 2, Appendix 1, Table 1). Vietnam is now focused on upgrading teacher qualifications to meet National Standards (12+2).

In-service teacher training provision is twofold: (a) The upgrading of teacher qualifications to meet national standards is to be done through the provincial teacher training colleges. The main concern for most participants is to attain the next level of accreditation. (b) Secondly, an in-service program to upgrade teaching skills is to be offered through distance education.

The regulation on "Regular In-Service Education and Training for General Teachers" (together with the Decision 728/QĐ 14/04/92) requires all teachers (50 years old & below) to take part in regular in-service training through the study of self-learning materials. The in-service program is organized as a series of in-service training cycles (Cycle 1: 1992-1996; Cycle 2: 1997-2000). MOET is in the process of developing and programming the distance education Cycle 3 for 2002-2005 (as per Resolution 40&41/2000/QH). Cycle 3 will be a modular self-study program developed with EU support, consisting of three main thematic areas (professional knowledge, pedagogical skills and special provincial needs). The materials production is anticipated to start from September 2002.

MOET issues the official training materials and oversees the program at a national level, while DOET is responsible for formulating and organizing training plans at a provincial level, and for the provision of finance, facilities and equipment for in-service training. The district education office organizes the implementation of in-service training plans as well as self-development programs at schools in its area.

2.3.5 Inspection Services

The regulations on school inspection are laid down in MOET's Decision 478/QĐ of March 11, 1993 and are governed by the Education Law (Articles 98 through 103). The document outlines procedures for the organization of school inspection and outlines the roles and responsibilities of DOET and BOET. Guidelines are also given on the criteria to be applied in the appointment of personnel to the inspectorate. There are two types of primary inspector: (a) full-time inspectors; and, (b) concurrent inspectors who hold other education posts (school heads, senior teachers, or teacher training staff) but act as inspectors when needed.

School inspection should take place on a regular cycle aside from a surprise inspection if this is deemed necessary. An inspection is usually carried out by a team of four to six inspectors (including one as lead inspector) and usually lasts two days. There are standardized criteria on which schools and teachers are inspected and they largely pertain to the school's status against the government's UPE targets as well as to head teacher and teacher performance. After the inspection, the result of the inspection will be reported back to the school (while it is not known whether the feedback is given to the community.) and a report is sent to management (BOET/DOET). Recommendations from the inspection are expected to be followed up by the head teacher.

Established national standards relate to what to be taught, how it is to be taught and the quality of learning achievement. School inspection is intended to focus on these areas by monitoring teacher and school practices and achievements and thus, to provide a clear picture of what is happening within schools. Together with improved supervision and better-targeted school and teacher development activities, school inspection contributes to quality assurance within the education system

and has an important supportive and advisory role to play in the process of change. Anecdotal evidences indicate that the inspection service as it currently operates is not sufficiently developmental and only partially meets the quality assurance needs of MOET.

2.3.6 Educational Management

The decentralization process of the education management system continued throughout the 1990s. Management of education has three levels: national, provincial, and district, the roles and functions of each level being inter-dependent and overlapping. The division of roles and functions can be summarized as follows: MOET is responsible for policy-setting, establishing monitoring standards, and ensuring accountability within the overall system, as well as managing higher and vocational education. MOET issues the annual and five-year education plans and budgets, which are formulated based on the inputs derived from DOETs, BOETs and schools. DOET is mainly responsible for higher secondary education and the supervision of BOET functions. BOET manages pre-school and basic education (primary and lower secondary) on a day-to-day basis. Each level is accountable for its work and reports to the level above.

2.3.7 State Educational Finance

Expenditure on education has increased throughout the 1990s to 14.9% of the state's budget in 2000. In nominal terms, the percentage of the state's E&T budget to GDP has risen from 1.6% in 1991 to 3.2% in 2000, some 30% of which is allocated to primary education. An estimated per pupil primary education cost in real terms (2000) has increased from 161,000 VND in 1991 to 440,000 VND in 1998. Approximately 90% of the education budget is managed at the local government level, which reflects positively on the GOV's decentralization initiatives.

The GOV guidelines allocate approximately 80% of the budget to recurrent costs, and 20% to fixed expenditures. The proportion allocated to fixed costs has increased throughout the 1990s. Increase in the state budget allocation to education has mostly been expended on teacher emolument rather than on fixed expenditure given the need to raise existing teachers' salary to a more attractive level.

The existing budget itemization does not always match actual disbursement at provincial and district levels, and consequently non-salary expenditure can be disbursed from current expenditure items. Though this "flexibility" allows provinces and districts to pursue more optimal allocations of education budget, this makes it difficult for the central government to track actual budget expenditures beyond existing budget itemization. The current budget itemization needs to be improved to achieve proper accountability and consistency, while at the same time maintaining the flexibility of regional authorities in their decision-making.

It is estimated that approximately 5% of E&T expenditure was derived from external sources. The EDSP 2010 document targets ODA to cover an amount equivalent to 20% of the GOV's E&T budget, 35% from cost recovery and contributions from the community, and 10% from other sources for the year 2010. It is to be noted that funding through "socialization" is anticipated to become a major source of external off-budget resources available to education.

Table 2.3.1: Key Governmental Revenue Resources of Vietnamese Government

Level	Sole Revenue Resource for Respective Level of Organizations	To Be Reallocated through Central to Other Provinces	To Be Reallocated through Province/district to Other District/communes
• Central Government	<ul style="list-style-type: none"> • Import/export tax • Value added tax • Profit tax • Oil tax and other revenue from oil-related enterprises • Various fee 	<ul style="list-style-type: none"> • Sales tax • Profit tax • Income tax for high-income household • Money transfer tax • Natural resources tax • Rent fee revenue from national enterprises 	
• Province	<ul style="list-style-type: none"> • Land rent fee • Revenue from governmental estate rent / disposition • Various registration fee 		<ul style="list-style-type: none"> • Farm land tax • Land transfer tax • Property tax • Land rental fee
• District	<ul style="list-style-type: none"> • Various license fee • Slaughter tax • Various registration/ commission revenue 		
• Commune	<ul style="list-style-type: none"> • Various license fee • Slaughter tax 		

Source: CLAIR Singapore (1998)

Vietnam has both national and provincial government resources (see Table 2.3.1). However, only eight out of the sixty-one provinces have a budget surplus and thus, do not need to rely on centrally allocated funds, whereas the remaining provinces depend on reallocated funds from central government³. The dependency on the central government has worsened throughout the second half of the 1990s. Though it was recognized that the GOV's revenue collection system were discouraging provinces that were efficient in raising funds, recent reforms to this system has boosted the revenue of better-off provinces and made more resources available to them for various provincial social services. MOET is now considering a further fine-tuning of the system to ensure equitable provision of governmental education resources to 'deficit provinces'.

The budgetary process follows a similar sequence of consultation between MOET, DOET and BOET to that of education management and planning (section 3.6). 'Pupil norms' are used as the main criteria for budgeting during the information collection process from provinces, while allocation of funds by the central government to the provinces is according to 'population norms'. Budget allocations based on population norms are problematic for two reasons:

1. Since the distribution of overall population differs from that of school-aged population, population norms do not reflect the actual size of primary school-aged children in respective provinces and thus, do not lead to an optimal distribution of the budget.
2. There is less incentive for data accuracy because information on pupil numbers is not reflected in the budget allocation.

³ The surplus provinces in 1999 were: Hanoi, Hai Phong, Da Nang, HCMC, Binh Duong, Dong Nai, B.Ria-V.Tau, and Can Tho. (GSO, 2000)

Primary education is provided free of charge. The state budget covers salaries of government-contracted teachers, which take precedence over all other costs. District (BOET) and local communities are mainly responsible for financing school construction, rehabilitation and maintenance, and other recurrent costs. BOETs frequently have insufficient budget allocation for capital and recurrent costs, and thus depend on the income of community members to meet such expenses (Annex 2, Appendix 1, Table 2). In addition to the school construction and maintenance fund (SCMF) and registration fees, there are other fees and cost to be borne by parents (Annex 2, Appendix 1, Table 3).

2.3.8 Socialization of Education

'Socialization of Education' is a movement initiated by GOV to invite a wider participation by stakeholders in the society so as to enhance (a) resources to education, (b) diversity of educational services, (c) social integration through education. From a financial perspective, socialization is synonymous with cost-sharing.

The promotion and implementation of socialization enables a 'school open door' policy, and it is mobilized through party mechanisms and community involvement so that it becomes institutionalized within the society. It is to become operational through the development of private (non-public) schooling, and the promotion of self-financing for education, while at the same time developing the mechanisms to support poorer sections of society to ensure equitable and ready access to schooling for all pupils. However, most people view socialization negatively as a form of 'cost-sharing' and it is also evident that many local educational administrators have little idea of how to put the policy into effective practice.

2.4 Situation Issues

Table 4 (Annex 2, Appendix 1) and Maps 3.1 to 3.17 (Annex 2, Appendix 3) in Annex 3 "National PEDP" provide a statistical and visual backdrop to the report findings and analyses in sections 1.4 (Situation Issues) and 1.5 (Projections).

2.4.1 Background Context

Common problems in providing sufficient and high quality education are threefold: (a) Participation (access, equity, etc.); (b) Effectiveness (achievements); and (c) Resources (the minimum essential school inputs – suitable textbooks, qualified teachers, improved facilities). School effectiveness can be expressed as the outputs of the school as measured in terms of average pupil achievement at the end of a period of schooling (Lockheed, 1993), and which are influenced by external and internal factors (Carasco et al, 1996). An effective primary education strategy gives emphasis on the entire process rather than on one aspect – *Inputs* (policies, finance, staff training; school management and ethos, parents and communities, and curriculum materials), *Process* in terms of classroom teaching and learning (time in class, teaching approach/methodology/activities, instructional materials, and assessment) and *Outputs* (learning achievement, pupil experiences, and transition to lower secondary), (Scheerens, 2000).

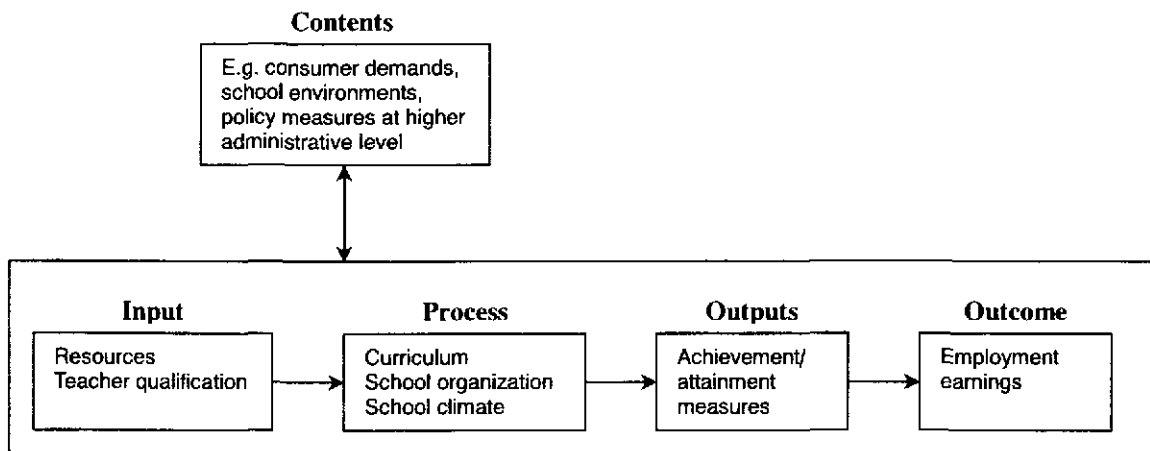


Figure 2.4.1: Contents > Input > Process > Outcome Model of Schooling

Evidence indicates that curricular subjects and their relative weighting of importance are similar across most countries. The exception is found with regard to the amount of instructional time given to mother tongue and non mother-tongue languages. Multiple language instruction, such as in non-Kinh areas, decreases the amount of time accorded to mother tongue instruction with consequent impacts on literacy acquisition in multilingual countries (Lockheed, 1993).

The definition of the curricula in developing countries is most often done through textbooks, which provide the subject matter content as well as the grading and sequencing of the material. In addition, textbooks should provide activities to reinforce cognitive and meta-cognitive skills. It is important to emphasize “the cognitive skills children develop in school – not simply the exposure to schooling” (Levin & Lockheed, 1993). There is a positive correlation between sufficiency of learning materials for pupils and student achievement. Teachers’ guides, which are well-integrated with textbooks and providing diagnostic tests and accompanying suggestions on classroom management and activities, also have a positive impact as these assist teachers in terms of what to teach, how to teach,.

Time availability for learning is related to how much pupils learn, especially in the earlier grades and with regard to low performers. Moreover, ‘time-in-school learning’ is *important for pupils whose ‘out-of-school’ learning environment is poor* – usually coming from poorer families, areas of high illiteracy, and ethnic minority groups. Learning time is directly affected by three considerations: (a) length of the official school year, which on average increases according to the economic status of a given country; (b) proportion of teaching contact hours assigned per subject; and (c) time lost in terms of absence from school, school closure (e.g. because of floods) and poor teacher attendance or absenteeism.

Effective classroom processes depend upon the professionalism of the teacher and interactions between teacher-pupil, pupil-pupil, and pupil-text. The teacher’s subject content knowledge usually correlates to the teacher’s level of formal education, thus the move to upgrade 9+3 teachers to 12+2 to meet the minimum standard is viewed positively. For classroom practice effectiveness, several factors are important: (a) the presentation and explanation of material in a rational and sequenced way suited to the level of the pupils; (b) the achievement of active pupil participation through group and

peer-work, and, in multi-grade classes, through cross-age peer tutoring. This entails a move away from continual reliance on teacher-fronted activities to more balanced and managed activities; (c) opportunities for pupils to practice, apply, and internalize the knowledge acquired; and (d) adequate monitoring and feedback from the teacher through an ongoing variety of tests.

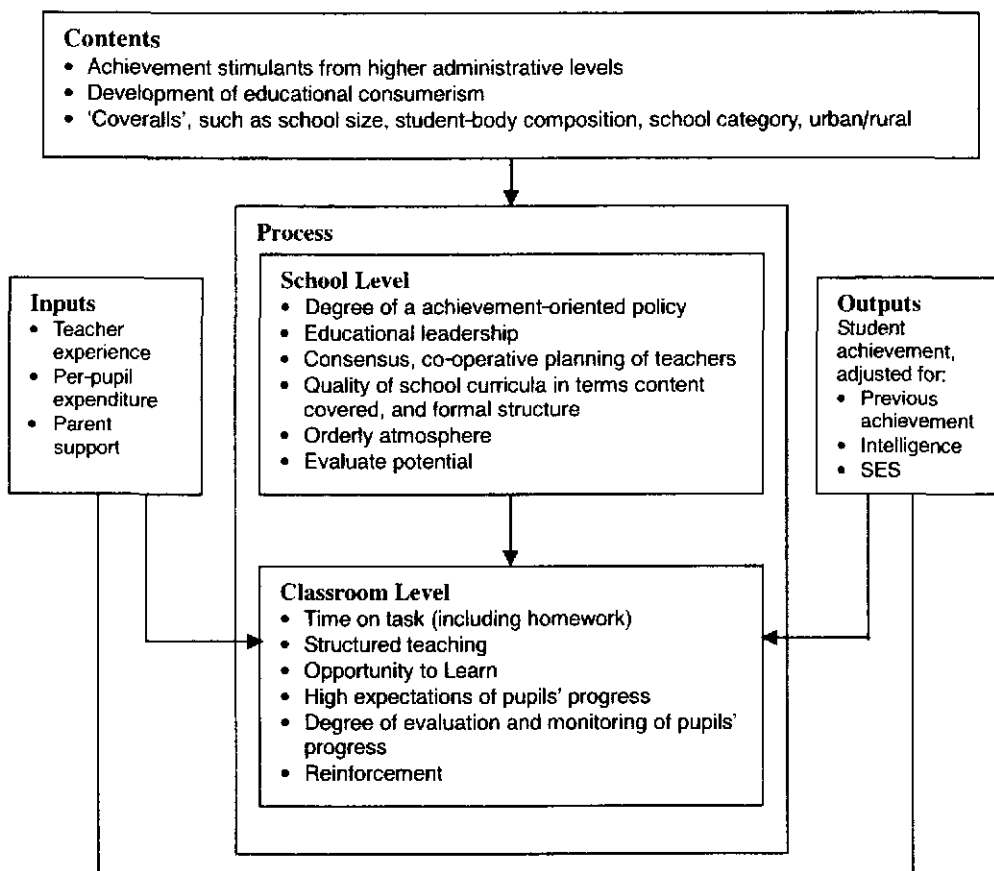


Figure 2.4.2: An Integrated Model of School Effectiveness (Scheerens, 1990)

Conditions to achieve school effectiveness require a combination of factors: (a) parent/community involvement; (b) the promotion of school-based professionalism so that schools take responsibility for the enhancement of their development within the framework of a national/provincial effective school program; (c) organizational flexibility (c.g. time-tabling); (d) professional flexibility to try out new ideas and approaches to teaching; (e) relevant curricula which allow for adjustments to the pupil's level and pace of learning; and (f) the determination to move forward through provision of resources, and promulgation of a vision of intended practice in the classroom and school ethos.

The consequences of ineffective primary education are: (a) internal inefficiencies whereby Grade 1 entrants do not complete the primary cycle; (b) low standards of learning achievements with pupils sometimes remaining illiterate; (c) high rates of repetition, especially in the earlier years before dropping out; and (d) poor transition rates to lower secondary education. The subsequent outcome for the nation is a poorly educated workforce unable to meet the economic and technological competitive demands of globalization.

2.4.2 Issues of Effectiveness and Efficiency

(1) Access

Statistical data concerning access to education is given in Appendix 1 (in Annex 2 “National PEDP”), Table 4. The total number of pupils at primary school level as of September 30, 2002 is 9,751,014; the total number of primary schools is 13,737; the total number of classrooms is 213,490; the estimated country-wide gross enrolment rate (GER) for 1999/2000 is 109.9 %; the total number of teachers is 347,822, 78.3% (i.e. 272,380) of which are female teachers although there is considerable fluctuation among regions (Mekong R Delta – 57.4%; Red River Delta – 90.4%).

The efforts of Vietnam to achieve universal and equitable primary education have been remarkable and are worthy of recognition. Within this context of endeavor, the following issues below should be noted:

- The declining school-aged population and stabilizing enrolment rates indicate that primary education in Vietnam is entering a consolidation decade in the 2000s from an expansion decade of the 1990s.
- EDSP 2010 targets an increased rate of primary enrolment (in the age cohort) from 95% in 2000 rising to 97% (2005) and 99% by 2010. However, UPE in Vietnam must be seen in the context of a five-year primary education cycle whereas many other countries have a six- to seven-year primary cycle. Furthermore, the Vietnamese school year is only 33 weeks in comparison to an average of 40 weeks in neighboring countries.
- The net intake rate of new entrants in Grade 1 has increased from 83.9% in 1990-1 to 96.1% in 1998-9, though regional discrepancies exist. 99% of 6-year olds are registered in Hanoi, the Red River Delta Region and HCM, while only 89% are enrolled in North-West Uplands, 92% in Central Highlands and 94% in Mekong River Delta respectively (ACER study).
- The gross intake rate to Grade 1 decreased from 113.6% in 1990-1 to 112.6% in 1998-9. In 1998-9, approximately 84% of Grade 1 entrants were 6 years of age, others mainly being over-aged children. In terms of participation rate in the entire primary education cycle, the NER increased from 86% in 1990-1 to 94.8% in 1998-9.
- There is still a considerable out-of-school population. The World Bank (2001) estimates that approximately 1.6 million children in the 6-14 age cohort do not attend school (including 0.6 million in Mekong River Delta; 0.3 million in Northern Uplands, and 0.2 million in Central Coast) in 2000. An estimated 1 million pupils of the out-of-school population (1.6 million) reside within the poorest 2 quintiles. Similarly, the transition rate from primary education to lower secondary education is the lowest at the poorer sectors of society in Vietnam. Less than 50% of pupils from the poorest two quintiles continue on to lower secondary education as compared to 94% in the richest quintile.
- There is insufficient capacity in the more remote areas to provide access to adequate and

equitable education due to the distance and time to go to schools (PEDP Needs Analysis). Though GOV has established satellite schools, which are administrated by a central school, many of these satellite schools operate multi-grade classes and are under-resourced.

(2) Equity

The state guarantees social equity within the Education Law (Article 9).

Ethnicity

There are 54 different ethnic groups within the country, which make for 13.8% (1999) of the entire population. Those ethnic groups face difficulty in fully receiving educational opportunities, mainly because of language barriers and geographical isolations. A number of ethnic groups speak their own language, which is different from Vietnamese and only 24 of the 53 minority groups have written scripts. Thus, the learning outcomes of the minority children, who do not understand Vietnamese, the language of instruction at school, are negatively affected. Furthermore, certain ethnic groups inhabit the most remote areas where distance from children's house to school is far and means of transportation are very limited.

Children from non-Kinh groups are generally exposed to a poorer educational background with higher illiteracy rates, which often leads to poorer pupil performance (Vietnam Primary School Monitoring Report, 1998). Research from the 'Primary Education for Disadvantaged Children' (PEDC) program, which looked at educational disparities among regions (socio-economic, geographic and ethnic regions - Region 1: Developed; Region 2: Rural/Less developed; and Region 3: Remote and Under-developed), revealed the following:

Table 2.4.1: Educational Indicators by Region 1-3 Classification

Areas/ Indicators	NER	6-14 Non Enrolment	Repetition Rate	g1-g5 Retention
Region 1: Developed	98%	4.65%	2%	95%
Region 2: Rural/Less Developed	95%	7.26%	3%	93%
Region 3: Remote and Under-developed	75%	10.0%	7%	64%

Source: WB-PEDC Study

Wide regional disparities are reported, with some enrolment rates being as low as 30% or lower in some areas in Northern Uplands, Central Highlands, and Mekong Delta regions (UNICEF). Moreover, while primary enrolment is generally high, dropout rates are also high with approximately one-third of children failing to complete their primary education (World Bank, Better Education for All, 2001).

There are a higher proportion of satellite schools and multi-grade classes in ethnic minority areas. Satellite schools normally provide fewer numbers of teaching contact hours (often as low as 2-3), and they are usually under-resourced with teachers who are less qualified (78% of teachers are 9+3) and with lower levels of teaching experience. There is a shortage of adequately trained teaching staff in a

number of remote areas where it is difficult to attract non-locals to teach given the poorer general living conditions. The situation is exacerbated by a housing problem in these areas where housing facilities are scarce and teachers often have to stay with a family in the village or to live within the school.

Gender

Enrolment rates for boys and girls in Vietnam are near parity on a countrywide basis. The primary education NER for boys (1998-9) was 94.7% (84% in 1990-1) compared to 94.5% for girls (83.8% in 1990-1) (Monitoring EFA, February 2000). There is a growing recognition within GOV that investment in education for girls yield high economic and social benefits that accrue to individuals, families, and the society at large (increases in women's labor force participation and earnings; lower fertility rates; infant, child and maternal mortality rates; and inter-generational educational benefits).

A regional survey, however, indicates that there are still areas where female attendance is low, most especially in ethnic minority areas. For example, the Stakeholder Analysis (1998) gives an example of extreme difference among the H'mong with only 16 girls enrolled for every 100 boys in 1996. Though the reasons for non-enrolment differ from region to region, they are usually due to poverty for which parents are confronted with high direct costs (tuition fees, purchase of textbooks, writing supplies, uniforms, and transportation fees, etc), as well as opportunity costs which are incurred by a household when releasing a girl from household/agricultural tasks. "Many ethnic minority girls are disadvantaged by a combination of late enrolment in grade 1 and a tradition of early marriage," (Poverty Task Force Report, 2001).

In addition, parental, teacher and student perceptions of both the role of women in the society and the economic returns they can expect from their investment in education affect girls willingness to enter and continue on in school. In poorer, rural areas, employment opportunities for women are likely to be very limited and it is culturally unacceptable for women to migrate in search of employment.

The Stakeholder Analysis (1998) also cites limited access and inadequate infrastructure for girls (such as poor hygiene facilities) in some schools. Programs to increase educational opportunities for girls would be greatly enhanced through provision of 'safe schools' which are close to their homes and through measures to reduce direct and opportunity costs – e.g. scholarships and stipend programs, provision of free or subsidized textbooks and instructional materials, abolition of school uniforms, and subsidized transport. In addition, system-wide improvements in education quality, including curriculum reform, provision of appropriate textbooks and instructional materials, and enhancements in teacher training and instructional modalities, are therefore important measures in convincing parents to enroll girls in school.

Financial Equitability

The current system for allocating education budget is dependent on the population rather than on the needs of the education system within a particular province, which consequently favors the poorer regions. It is estimated that this has increased the budget towards poorer communities and thus, served to lower the disparity index (per-pupil) among provinces from 3.04 in 1997 to 2.50 in 2000 (Tai

Chinh Giao Duc Vietnam (1999), MOET (2001), GSO (2000)).

The regions with high repetition-dropout rates tend to receive larger proportions of budget in relative terms. The pro-disadvantaged nature of the primary education budgeting is also demonstrated in a study conducted by the Donor Working Group (2000). It showed that: (a) a bigger increment in NER is found in poorer consumption quintile; and (b) the poorer population sector (lowest 2 quintiles) has benefited from increased primary education expenditure (comparisons of VLSS 1992 and VLSS 1998). The MOET policy is to redress regional and socio-economic disparities through a pro-poor program in primary education.

Education costs borne by parents has a significant impact on children's opportunities to access the curriculum (PEDP Needs Assessment) as the curriculum is overloaded and extra lessons often have to be organized to enable full coverage. Extra tuition fees are expensive and unaffordable to parents from poorer communities, especially when these costs come on top of additional fees for textbooks, uniforms, etc. Such extra costs to a family are further compounded by the loss of revenue which poor households face when sending their children to school. Consequently, many pupils fail to complete the curriculum and drop out.

However, a variety of grass-roots mutual help activities exist to redress the imbalances occurring within such communities. For example, in Binh Thuan Province, parents in urban (richer) districts collect textbooks to donate to rural (poorer) communes. Similarly, richer families in communes raise funds for scholarships to award to pupils from poorer families. The inclusion of such initiatives within the formal system is one way to mitigate the opportunity costs borne by poorer families.

Special Education Needs (SEN)

Vietnam as a signatory of the United Nations Convention on the Rights of the Child is committed to providing education for all its children. There are an estimated one million children with disabilities in Vietnam with speech, hearing, motor and visual impairment being the most common. Since 1975, the government's approach to providing education for children with disabilities has been to create a parallel system of specialized schools. As a result of this approach, there are some 70 special schools founded throughout the country, which cater for approximately 4,000 children of whom half have hearing impairments (UNICEF, 2000). More recently, due to both the high cost of the present system and the inability to provide access to education for the majority of the disabled, the policy has changed towards mainstreaming children with disabilities into normal schools. This inclusive approach is articulated in the 1991 Law on the Protection and Care of Children and the Education Law of 1998. EDSP 2010 seeks to achieve a 50% enrolment ratio in 2005 and a 70% ratio in 2010 for disabled children.

While there has been a commitment to integration at the policy level, practical implementation has been slow, with only 10% of children with "non-serious" disabilities integrated into normal schools (PEDC, 2001). With the exception of areas where pilot programs have been initiated, few teachers have received training to work in an inclusive classroom environment. In addition, DOETs, BOETs and communities lack awareness of the needs of the disabled and the inclusive education strategy, and are thus, unable to offer the support services such integration demands.

In addition to the disabled children, there are also an estimated 150,000 orphaned or abandoned children and an estimated 20,000 street children whose social and educational needs have to be provided for if EFA, EDSP 2010 and CPRGS are to be met.

Internal Efficiency

Data on internal efficiency disaggregated per region is given in Appendix 1 of Annex 2, Table 4: the Grades 1-5 national repetition rate is 2.79%, the drop-out rate is 4.67%, and the promotion rate is 92.54%. These have been further disaggregated on a gender basis in Table 4, Appendix 1 of Annex 2. The graduation rate for the primary cycle is 98.98% (1999/2000) and disaggregated per region.

From the statistics presented, it is noted that:

- The repetition rate for Grade 1 is deemed to be high but declining (8.1% in 1995/6; 6.7% in 1999/00). Repetition rates for Grades 2-4 are moderate, and low (0.5% in 1999/00) for Grade 5. This follows world-wide general trends.
- Grades 1- 5 repetition rates indicate that areas with larger ethnic populations have the highest levels of repetition – the Central Highlands at 5.86% and North-West Uplands at 4.48% in comparison to Red River Delta with 0.38%. These high repetition rates correlate with the areas considered to have a poorer learning environment and higher illiteracy.
- The promotion rate of pupils throughout the 1990's has improved proportionally across the grades with consequent declining drop-out rates. It is to be noted once again that the higher drop-out rates are in the two ethnic minority areas of North-West Region (10.45%) and the Central Highlands (7.31%), as well as in the Mekong River Delta (10.14%) which is adversely affected by flooding and is one of the poorer regions with a higher than average number of children out of school. Although the national wastage rate is deemed high on a cumulative basis (4.67%) and therefore reflects on the efficiency of the system, there is the expectation of a certain level of literacy and numeracy acquisition, and thereby contributing to poverty reduction.
- The transition rate from the primary cycle to lower secondary (Grade 6 enrolment in 1999/2000 compared to Grade 5 enrolment in 1998/99) was 97.3%. This high rate indicates that for the pupils who completed primary education, chances are very high that they continue on to attend lower secondary education.

2.4.3 Issues of Quality

(1) Quality of Curriculum

A major outcome of EDSP 2010 was the recognition of the need for a revision of the existing curriculum. As a result, a new curriculum and supporting textbooks are due to be introduced in Grade 1 classes in the 2002/3 academic year and other primary grades will follow in succeeding years. The new curriculum and textbooks are currently being piloted in 12 provinces.

The school year of 33 weeks is short by international standards (the average being 40 weeks). In addition, though EDSP 2010 states that primary school pupils should have an average of five hours schooling per day, only 10% of children are able to access full-day schooling. Most children receive half-day schooling or even less, with an average time spent in school of 3.3 hours – this represents half the international norm for annual teaching/learning time. This means that the enrolment and completion do not necessarily ensure that children receive primary education of good quality, nor that measurable outcomes are achieved by all, as specified in the EFA goals (Better Education for All Report, 2001).

Time available for the coverage of the intended curriculum is inadequate and thus, teachers concentrate on mathematics and language, which are the set subjects for the certifying examination at the end of the primary cycle (PEDP Needs Assessment). The problems are exacerbated for those children following the reduced curricula programs, who sometimes receive as little as 1 to 1½ hours of schooling. An Oxfam report (1998) comments that the 120-week curriculum assumes that ethnic minority children cannot or will not attend school for the standard school day. The present system therefore precludes minority children from mainstreaming into the secondary system, thus the negative impacts may outweigh the positive benefits of short-term increased enrolment. The report also questions the strategy for increasing enrolment in ethnic minority areas by pushing children through three grades in two years. Evidence suggests that few students following this program will reach a sufficient standard to allow them to progress to secondary education.

Problems of access to the curriculum is also compounded by the official language of instruction being Vietnamese (Education Law, Article 5), though bilingual education is allowed at primary level (not at secondary). This poses a serious challenge for children from minority groups, and teachers in minority areas point out the language being one of the major factors to student attainment (DFID Stakeholder Study 1998; SCF France, 2001). The highest dropout and lowest enrolment rates are recorded where such conditions exist. Furthermore, ethnic teachers attending teacher training institutions are required to study in Vietnamese but their mastery of the language to teach all subjects in Vietnamese is sometimes questionable (Vietnam Belgium Teacher Training Project).

Pupils are required to buy textbooks with the exception of designated disadvantaged areas. Unavailability of textbooks and poor textbook distribution, especially in the more remote areas of the country, as well as the inability of parents to buy books are major constraints to pupil achievement.

While teaching guides have been developed in all subject areas, their effectiveness has been put to question. In addition to the fact that these guides are not readily available due to poor distribution, the use of the guides is patchy and many teachers find them inadequate. Teachers want specific lesson plans rather than the general approach on methodology taken in the guides. Similarly, teachers perceive lack of teaching aids as a major constraint to good quality teaching and learning, though there is a government scheme to supply teaching aids to support curricular activities. However, the problem is often one of use rather than of availability (DFID Stakeholder Study, 1998).

Pupil assessment is non-developmental and carried out largely for ranking purposes (anecdotal evidence). Pupils are examined in Vietnamese language and mathematics and receive the Certificate

in Primary Education in their final year. Progression to secondary education is on the basis of these results. However, the final examination is not standardized across the country and is of limited use as comparative data.

A study on the achievement of primary pupils in Vietnamese and mathematics in Grades 3 and 5 (World Bank, 1998) examined the linkages between the provision of educational services and pupil achievement. The report concluded that disparity of resources leads to an inequity of opportunity even though the centrally controlled curriculum establishes common indicators for success for every pupil.

EDSP 2010 made recommendations for a new curriculum which would “improve the curriculum, training, educational methodology and assessment methods”. The recommendations seek to make “general education curriculum relevant to each educational level”. This has resulted in the ‘Year 2000 Curriculum’ and a move to full day schooling.

Difficulties in providing children with common experiences in the classroom when there are such widespread differences in the country with regards to resource availability have been identified (Education Forum, March 2001). A World Bank report (1999) comments that the new curriculum has achieved its initial objectives of setting comprehensive, national norms and standards while maintaining stability of content, but that the curriculum still tends to foster reception of knowledge and conformity of response. There still needs to be more adaptation to encourage effective uses of new teaching methods and to increase relevance by providing links to pupils’ real life experiences.

(2) Quality of Teaching

A conceptual framework for teacher quality includes: (a) policies aimed at improving and sustaining the quality of teachers or teaching (e.g. upgraded and more effective PRESET; upgraded and more effective INSET; teacher appraisal/evaluation through some form of quality assurance; and economic and social incentives to enter and remain within the teaching profession & career progression); (b) the context of schooling in which policies can be effective (e.g. educational policies such as curriculum and decision-making strategies; BOET level policies and implementation; school organization and culture; and links between classroom and school management); and (c) dimensions of teacher quality (e.g. subject area knowledge; pedagogic/methodological skill; managerial competence; and teacher reflection). In short, the above framework represents a multi-dimensional, multi-level perspective whereby initiatives to improve teacher development focuses on (a) teachers; (b) schools; and (c) external policies (OECD, Quality in Teaching, 1994).

A number of GOV initiatives and donor programs seek to address many of the issues associated with teacher quality and the existing problems in this area are well-known to MOET. However, quality cannot be easily defined and it is very difficult for policies alone to change teacher practice as there is no one-to-one relationship between policy and practice. Worryingly, the DFID Stakeholder Analysis (1998) reveals that teachers, head teachers, and DOET perceived changes as the concern of the central government and failed to relate the relationship of school’s internal efficiency to quality of the learning environment. It is noted that there is not only a lack of engagement with the curriculum by the very people who are most involved in its implementation (i.e. at school level), but also a lack of

empowerment with regard to curriculum design and teaching approaches.

EFA 2000 (Indicator 9) reveals that some 92.8% of teachers are considered to have reached the “minimum teaching standard,” (9+3 and 5+3 in disadvantaged areas). In addition, approximately 76.1% (73.3% weighted average: 1998) of primary teachers reached the national standard (12+2), (Monitoring Education for All Report, 2000). This is an improvement from the previous number of primary school teachers (58.2% in 1990/91) who were certified at the national standard. The lowest distribution of ‘national standard’ teachers is in North-West Uplands (68.1%), Central Highlands (70.8%) and Mekong River Delta (73.8%) (Table 4, Appendix 1, Annex 2). This is therefore indicative that investments should be primarily focused on the disadvantaged provinces in those regions in order to build up a contingent quality of primary school teachers.

A 1999 survey (ACER) indicates that the majority of teachers (58%) average about 25-29 hours of teaching per week and some 25.8% average between 20-24 hours per week. Only 7.2% of teachers stated they taught less than 20 hours per week whereas 9.4% stated they had a teaching workload of more than 30 hours per week. The highest incidence of workloads averaging more than 30+ hours per week tended to be in urban areas (North Central Coast, Hanoi and HCM). Conversely, Hanoi urban was also revealed as having the second highest number of teachers engaging in less than 20 hours per week. The new curriculum demands a weekly 21-24 teaching hour for one-shift schools and a 27-30 teaching hour for the two-shift (full-day) schools. A further breakdown in terms of teacher activities and time allocation per activities reveal that respondents identified 20.7% of their time was given to preparation and marking; 5.1% to pastoral care and liaison; 4.4% to meetings; and 3.8% to other duties. The remaining two-thirds of their time were allocated to teaching in terms of in-class presentation and activities.

EDSP 2010 indicates that teaching-learning conditions and outcomes are inadequate, and cites low application of knowledge and skills, rote memorization, the exam-driven nature of learning, under-qualified teachers and teacher shortages in certain provinces and subject areas – all of which contribute to poor internal efficiency. This situation is borne out by several independent reports (Aikman & Pridmore, *A study of classroom practice & teacher education in northern Vietnam*; Brook et al, *Education Financing Study*; Phuong & Thang, *Vietnam – Curriculum planning, development and reform*). This general lack of flexibility within the teaching cadre impacts on the ability of teachers’ to select appropriate teaching approaches (content area, leveling and pace). Consequently, opportunities within the curriculum for local adaptation are not taken up. This kind of predisposition towards a prescriptive teaching approach adversely affects the implementation of the new curriculum.

The ACER survey provides an indication of teacher self-confidence in the nine core subjects. The distribution of scores reveals that some 48.3% of teachers considered that they could teach well in at least seven of the nine core subjects and some 37% were fairly confident of their teaching skills whereas only 14.8% admitted low confidence. The results from the PEDP Needs Analysis indicate that many teachers teach only certain parts of the curriculum with which they are comfortable. This infers a discrepancy between the intended curriculum content and what is actually taught. While teachers are expected to teach all subjects, few feel comfortable in doing so, especially with regard to non-core subjects (art, music and physical education). The PEDP Needs Analysis indicated a need

for more specialist teachers at the primary level.

All teachers are expected to teach special subjects (art, music and physical education) at primary level while the optional subjects (informatics and foreign languages) are taught by contracted teachers. However, not all primary teachers feel comfortable to teach special subjects, and thus, some schools employ contracted teachers to teach those subjects while other schools without sufficient funds do not cover the special subject areas or do not cover them according to the standards demanded by the curriculum. Various programs have been put in place at pre-service and in-service levels to 'standardize' training in special subject areas as well as in optional subjects, and there have been government initiatives to promote special subject teaching. Though the TTC training programs cover all 9 subject areas of the primary school curriculum, most colleges do not have sufficient capacities to cover the special subject areas either due to lack of facilities, insufficient trainers of those specialties, or their focus usually being only on the core subject areas. At present there are limited numbers of provincial training colleges that can undertake specialist training -10 TTC courses for music; 8 TTC courses for art; and 16 for physical education (MOET source). The need for increased provision for special subject teachers at all levels is recognized within the administration at all levels. Moreover, training is deemed to be inadequate to meet the needs. MOET recognizes that the curriculum content for special subject areas are out of date, that many training institutions have poor facilities and equipment, and that there is a shortage of support staff (e.g. librarians, laboratory technicians). MOET documents also point to 'constraints in terms of the quality and quantity of teaching staff members' in training institutions in general (MOET, Pre-service & In-service training for different types of teachers in the 2001-2002 academic years). As a result of these shortages, a number of training colleges offer multi-subject classes. (For example sciences are grouped together and taught as a combined course rather than as separate disciplines.) As for specific optional subject areas, the same document notes that foreign language teaching is considered poor with some teachers unable to 'communicate with native speakers' and that there are too few teachers for informatics with only 2 institutions offering training (Hanoi University of Technology and HCM University of Technology).

There is little evidence of any direct links between the primary curriculum developers and the teacher training colleges, which indicates the curriculum development of pre-service teacher training programs is not synchronized with the process of primary curriculum development. In addition, the teacher training colleges have not adjusted their teaching programs to the new curriculum. As a result, teacher training institutions are sending out new graduates who are inadequately prepared for their entry into the teaching profession. In-service programs are then obliged to follow a pattern of trying to repair the short-comings of pre-service training rather than being able to be innovative and stimulating to the teaching/learning environment.

It is also noted that there needs to be some form of rationalization of teacher training colleges to meet requirements of cost-effectiveness. A fewer number of training colleges which are better equipped and have a full training and support staff complement, can provide a full range of core and special subject training and act as centers of excellence.

Low salaries for teachers are a factor with consequent adverse effects on teaching quality and access to learning. School hours are kept short and teachers seek supplementary employment. "Lower

staffing levels with teachers covering larger classes or longer hours but for attractive salaries is an option worth considering in some areas” (Brooke et al). However, MOET sources point to the compensatory allowances paid where teacher shortages are most acute, and that teachers working in remote areas are considered to have good salaries when compared to the national average.

A second factor is the lack of career structure whereby promotion is not seen as linked to performance. However, there are government proposals to revise the teacher salary system in 2003, which may revert to a system based on qualification and experience similar to that for lecturers in tertiary education institutions. The World Bank Primary Teacher Development Program recommends career profiling and links professional development to accreditation and reward. This will demand new contractual terms in return for longer hours in school, increased contact teaching time and bigger classes.

New economic demands require a future workforce with generic skills and the capacity for self-learning and problem solving. The implementation of the new curriculum requires a change of teaching and learning methods so as to foster ‘self-directed discovery learning, based on each student’s individual ability. This is an attempt to transform traditional teacher-centered approaches, in which students play a largely passive role, and which stifles both the pupils’ and teachers’ creativity.’ (Phuong & Thang, Vietnam – Curriculum planning, development and reform, p134) This must consequently impact on teacher development: ‘There is a need both for more effective organization of pre-service and in-service teacher education’ (Phuong & Thang).

Pre-service and institution-based in-service training do not seem to be adequately geared toward teacher change. The static teaching-learning conditions in schools are largely a product of a teacher training system which focuses primarily on academic upgrading rather than pedagogy and fails to provide teachers with a repertoire of appropriate teaching skills. A major problem is that there are few within the corps of teacher trainers who have experience of and are familiar with an ‘active teaching’ approach and how this is translated into methodology and practical classroom-based activities. It is reported that many of the college trainers have never taught in primary schools, but are frequently graduates straight from the pedagogical faculties at universities with little practical teaching experience. They are thus ill-equipped to provide a vision of intended classroom practice. Participative training methods should predominate at all levels of teacher training. A major requirement for teacher trainers in many countries is that they must have had long-term classroom experience before becoming a trainer. Secondly, more time is needed during 12-week teaching practice in schools in terms of actual contact hours – i.e. not just engaged in observation, but actually teaching, and not simply trying to give a ‘model lesson’ but experimenting with new materials and activities.

Renovating teachers is one issue, and there must also be a focus on renovating trainers. An intensive trainer-of-trainer program, which reaches all training institutions including the pedagogical faculties of universities, needs to be in place. Additionally, greater organizational and financial support needs to be provided to teachers at a school level by DOET/MOET, to the Inspection system and to head teachers to promote an environment for teachers’ self-development and to create a climate for change. The Cycle 3 in-service program (methodology refreshment), presently being elaborated will hopefully

seek to engage teachers at a whole-school support level. A directive from MOET outlines the principles of the Cycle 3 program, "To meet the requirements for renovating the teaching method, ... for implementing the new curriculum textbooks, ... to increase the practicality and effectiveness for teachers, ... to be convenient for teachers' self assessment". The principles for curriculum development given are to "combine the development of (a) bottom up approach, ... through grassroots opinions for summarizing and proposing training contents to MOET, ... to have an appropriate proportion ... between theory and practice, ... and to pay attention to teachers' self assessment". However, both the PRESET and INSET Cycle 2 programs were also committed to the improvement of teachers' "professional capacity in the light of meeting requirements of improving primary education quality (such as teaching methodology renovation)", but the effectiveness of the programs appears questionable.

Finally, there is a need to track the classroom implementation effectiveness of the various PRESET/INSET programs to ascertain the relationship between current training packages and resultant outcomes.

(3) Quality of facilities

In general, it is accepted that there should be at least one main school in each administrative ward/village. The statutory limit requires individual schools to be no larger than 30 classes with 35 pupils per class (i.e. 1,050 pupils per school), and the national standards require not less than 1sqm/pupil. In addition, satellite schools may be attached to a main school to enable access to schooling within a 3km distance for pupils in lower primary grades (Grades 1-3). Thus, main school and satellites are considered as one unit for statistical reporting.

Table 5, Appendix 1 of Annex 2 (Main schools and satellite school in 1999/00) indicates that the national average Pupil/School ratio is 683 pupils per school. The highest ratio is found in the Central Coast region (803:1), and the lowest is in North-West Uplands (527:1). Provision of school facilities is generally considered inadequate to the number of pupils enrolled due to insufficient number of classes (PEDP Needs Analysis, 2001). This is borne out by the national class/classroom ratio of approximately 1.5; i.e. 3 classes share two classrooms resulting in a double shift system, which is the norm throughout Vietnam. However, in some remote areas, a different situation exists with lower than average class/classroom ratios (Table 4, Appendix 1, Annex 2). Half-day schooling and single-shift classes is common in mountainous regions where children are often required to help with farm work and where access to school is difficult. There are still areas where combined schools exist – i.e. schools which cater to lower secondary pupils in the morning and to primary pupils in the afternoon. These schools are considered to operate on a double-shift system, though in real terms they offer a single shift per education level.

Classroom shortages and the need to renovate existing facilities are key constraints to the attainment of the targets set within EDSP 2010. Most school facilities in current use were constructed around 1975 or earlier, and these facilities have since deteriorated due to poor maintenance and through lack of finance. Such facilities no longer meet present national standards. Extensive repair work of buildings is evident in areas where flooding and typhoons occur (Coastal and Delta regions) with resultant high risks of structural collapse. A second constraint is that a number of schools, especially

in the North-West Uplands and Central Highlands regions, have more than 4 satellite units per school (as opposed to the average of 2.16 per school). This consequently lowers the quality of education management and maintenance.

The national standards (Table 1, Appendix 1, Annex 2) require school physical infrastructures to consist of the following: (a) 'School area, playground, ground for exercise'; (b) 'Classroom, other function rooms, library'; (c) 'Study equipment'; and (d) 'Hygienic condition'. School construction is regulated according to the national 'Building Code'. MOET estimates that only about 10% of schools meet all the criteria of the national standards with regard to physical infrastructures and the majority of schools are inadequate; for example there are no proper toilets in the majority of schools, which should be fundamental.

Table 6, Appendix 1 of Annex 2 (School with Library, Art room and Other Facilities) shows that most school physical infrastructures (63%) have been built to the lowest level of standards of the Building Code (Level 4 – durability less than 20 years), and many do not conform to the requirements of the national standards. The majority of schools are deemed old and many (100,000+) existing classrooms require renovation or reconstruction.

In addition, the move to full-day schooling in urban areas by 2005 and in the rest of the country by 2010 will require many more new classrooms. At present, only about 7% of classes operate on a full-day basis according to the PEDP Needs Analysis questionnaire which surveyed 5 regions (Mekong River Delta, Central Highlands, North Central Coast, Central Coast and South-East Region).

Table 5, Appendix 1 of Annex 2 also reveals regional disparities in terms of provision of school facilities. It is to be noted that in poorly resourced areas which have a higher than average number of satellite schools, the satellite buildings have been built below the minimum standard (Level 4): "It is reasonable to assume that in the disadvantaged districts, a large proportion of the remainder (schools below level 4) are probably very low quality, temporary classrooms, and that the poorest infrastructure is found at the satellite sites. It is estimated that 62% of satellite campuses are temporary (e.g. woven walls, and thatch roof) classrooms (PEDC report, December 2001)."

Evidence indicates the need for improved school mapping, siting of schools and setting of national standards for physical infrastructures as the level of details provided by authorities is often inadequate for planning purposes.

(4) Quality of Management

Management systems are in the process of change as a result of the move towards decentralization. The MOET's role is mainly to formulate national policies and standards, to monitor the attainment of national objectives, and to ensure accountability from the regions. The functions and responsibilities of DOET and BOET as executing agencies within this decentralized system are yet to be clarified. Support to administrative officers to meet their new tasks given their changing roles and responsibilities is required. "There is a gap among centrally formulated targets and norms, bottom up plans based on unrealistic resource assumptions and the reality of budget constraints. As a result of this, the planning process is increasingly failing to guide what happens on the ground and to resolve

issues of priority” (GOV and Donor Working Group on Public Expenditure, 2000).

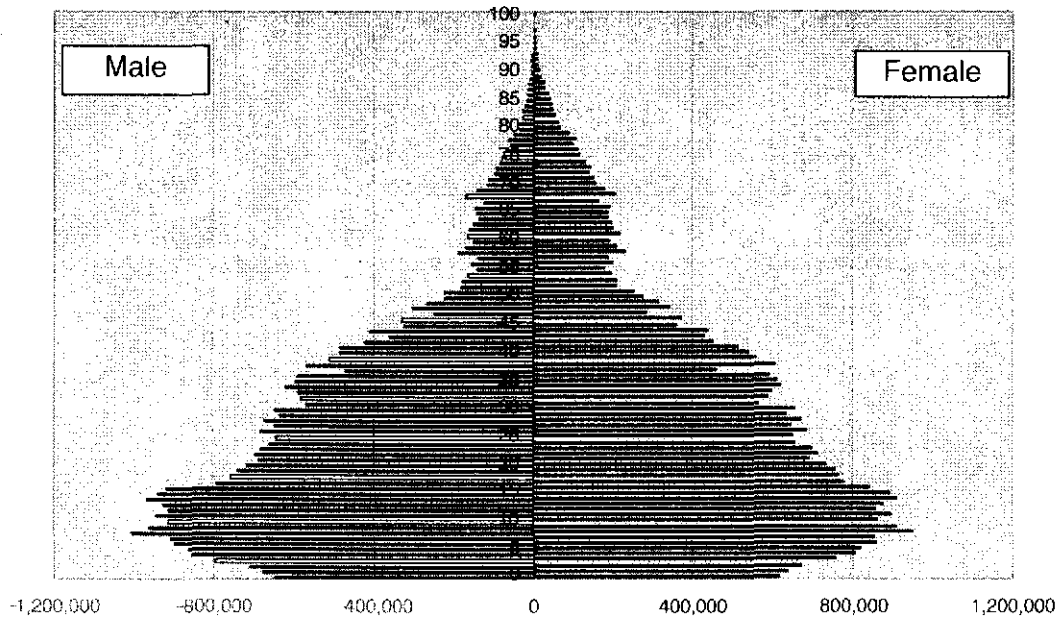
Educational planning requires accurate and timely data collection and analysis. The present EMIS system has the following shortcomings:

- There is a need for accurate, disaggregated data suitable for planning purposes at all levels. The data received at central level from BOET and DOET is insufficiently disaggregated.
- The channels and resources for data collection, processing and analysis for all levels of education require to be harmonized.
- Data on a number of areas of importance is not being included in the data collection process. (e.g. data on satellite campuses, physical infrastructures and materials supply)
- Qualitative data collected from different sources (e.g. school inspection reports) do not seem to be centralized within a defined system to provide a holistic picture and by linking quantitative and qualitative data.
- There are multiple sources of education-related data (e.g. Finance & Planning, Government Survey etc), which makes a definitive analysis of the education system difficult.
- The Educational Management Information System (EMIS) needs to be standardized with agreed data collection and processing operations. Capacity and institutional building requires to be put in place.

2.5 Projections for Provision of Primary Education

2.5.1 Demographic, Pupil Numbers and Teacher Requirements

The total population of Vietnam in 2000 was 77,685,500 (Table 4, Appendix 1, Annex 2). The population growth rate has declined from 1.92% in 1990 to 1.42% in 2000 (Table 4, Appendix 1, Annex 2, GSO, Statistical Yearbook 2000).



Source: GSO (2000)

Figure 2.5.1: Population Pyramid, 1999 Vietnam

Figure 2.5.1 shows a population by-age cohort, which indicates that the number of children age 0-1 in 1999 (1,263,599) is lower than those of 8-year olds (1,874,768). A declining school-age population will therefore be a prominent demographic feature for the planning of the education system (Table 4, Appendix 1, Annex 2. source GSO, Population & Housing Census).

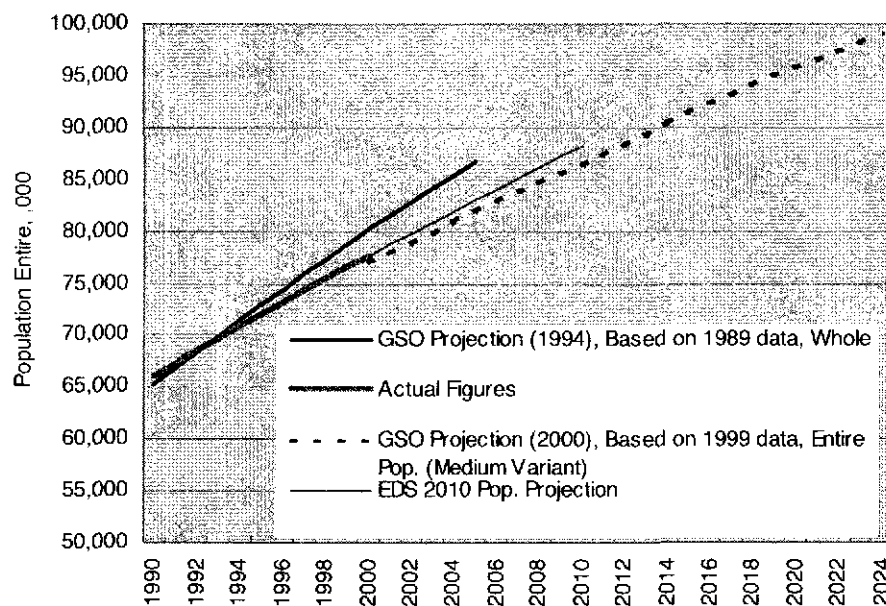


Figure 2.5.2: Comparison of Actual and Projected Population

Such a decline was not anticipated a decade ago. Figure 2.5.2 provides a comparative estimation of the changing projected population between 1994 (based on 1989 data) and 2000. Important to note is that EDSP 2010 employs a population projection curve based on data collected between 1989 and 1999. The General Statistical Office (GSO) projections (medium variant) derived from the 1999 data are lower than those of EDSP 2010.

Three sets of data ('6-10 school-age population') were made available to the PEDP: (1) MOET Finance and Planning (F&P) Department for internal use; (2) General Statistical Office; and (3) the EDSP 2010.

There is an agreement between all sources on a declining 'school age group 6-10' population between the years 2000 and 2010. This will occur on a nation-wide scale, with the exception of Central Highlands and North-West Uplands, and the decline will be continuous. The following graph (Figure 2.5.3) compares the projections from the various sources with the targeted primary enrolment as given in EDSP 2010. School enrolment is decreasing (EDSP 2010: 8.85M in 2005, 8.35M in 2010. 10% and 14% respectively lower than the 2000 actual enrolment – 9,751,014. Source EMIC 2000).

The graph further reveals that the EDSP 2010 projection overestimates the number of pupils for the next decade to 2010 and that there is an approximate 20% per annum difference between the projected figures given by GSO and those of EDSP 2010. EDSP 2010 has therefore overestimated the required educational input, though this is a reasonable plan for long-term planning.

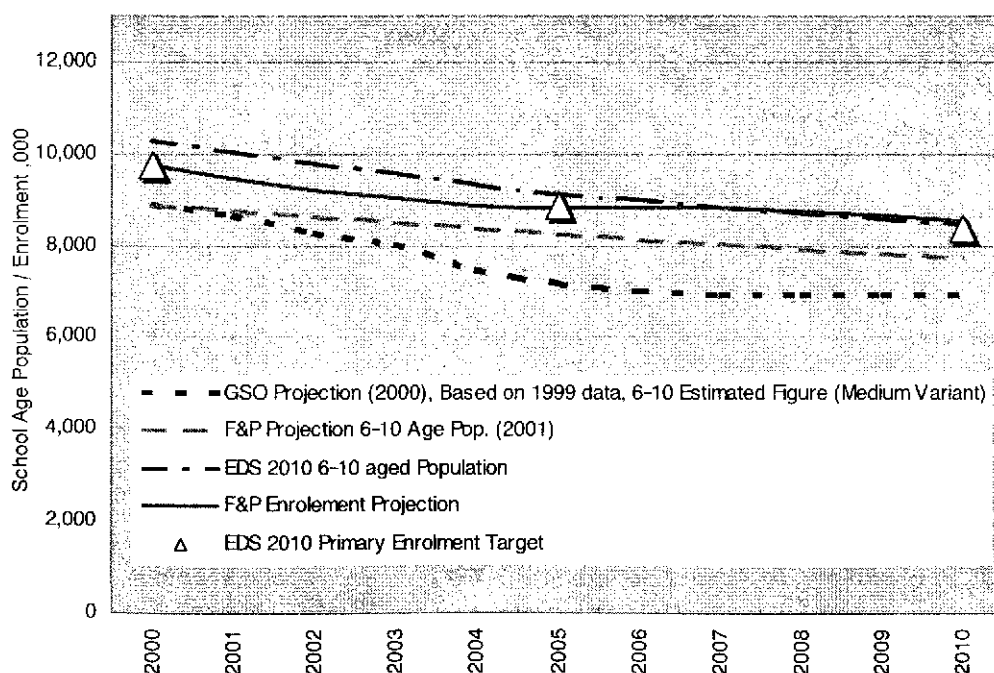


Figure 2.5.3: Comparison of two projections and EDSP 2010 enrolment target

On the basis of present number of required teachers (347,822) (Table 7a, Appendix 1, Annex 2 Comparison of 2 Projection Scenario. Source EMIC 2000/EDSP 2010), the anticipated number of teachers required nationally is estimated to be 339,090 for 2005 and 320,505 for 2010. This uses a projected Student /Class ratio of 30.0 and Teacher/Class ratio of 1.15 (Table 7b, Appendix 1, Annex 2) as given in EDSP 2010. This represents a cumulative teacher over-supply of 27,317 by 2010.

The Teacher/Class ratio of 1.15 given in EDSP 2010 is considered to be low by some sections of MOET given the teacher needs for the full implementation of the new curriculum, the move towards full-day schooling and equitable provision of specialist teachers. The required Teacher/Class ratio to meet these new demands is estimated to be 1.50 and a proposal to that effect is to be submitted to GOV with the new curriculum for schools. On the basis of this ratio and using the same '6-10 school age population' data from EDSP2010, the required number of teachers for 2005 is estimated to be 377,030 and 417,686 for 2010 (Table 7c, Appendix 1, Annex 2). This represents an increase of 10.6 % for 2005 and 23.2% for 2010 above those given in EDSP2010 and a cumulative teacher deficit of 69,864 by the year 2010.

There is a likely oversupply of teachers by the year 2010 using a 1.15 Teacher/Class ratio (Table 7b, Appendix 1, Annex 2) as specified within EDSP2010, but this must be justified with the following observations:

- Firstly, there are still likely to be teacher shortages in terms of representation from ethnic groups.
- Secondly, there are subject area shortages (e.g. physical education and music), which need to be met. These shortages are confirmed at all levels as sources indicate that the main subjects generally taught are Vietnamese, mathematics and civics while the remaining subjects are ignored in some schools. The number of training colleges which provide adequate specialist training is limited. Training for specialist courses is a focus of renovation at the pre-service level.
- Finally, the World Bank and PEDP surveys point to problems of effective teacher utilization and teacher distribution among regions.

The above scenario using EDSP2010 projections will require pre-service institutions to re-orient their teacher development programs towards in-service support, i.e. upgrading of qualifications and supporting curricular changes. This would promote the concept of lifelong professional development and serve to break the barriers between pre-service and in-service training.

However, a scenario based on a 1.50 Teacher/Class projection requires teacher training colleges to maintain and increase the throughput of students on pre-service courses. This could hamper the necessary support needed for in-service training.

A recommended trainer-of-trainer program is required for both scenarios as the ability of institutions to implement the requirements of EDSP 2010 in terms of quality provision of education is limited.

2.5.2 Financial Implication

EDSP 2010 foresees increased government expenditure on education. The increase of the E&T budget will remain proportionate to the anticipated rise in GDP. MOET (F&P Dept) estimates that 5,478 Billion VND (2005) and 7,527 Billion VND (2010) will need to be budgeted for primary education to meet EDSP 2010 indicators, and that these figures are achievable if assumed GDP growth and government revenues are realized.

MOET anticipates meeting its targeted financial expenditure through increased revenues from “off-budget” sources such as community/parents contributions, ODA and other sources. It also intends to meet its targets of increased revenues from these sources. If these assumptions hold, off-budget income will rise from a current estimated 28.7% of the total expenditure for primary education in 2000 to 39.4% in 2010. The implication is that there will be a fivefold increased cost per child for primary education to a household by 2010.

2.6 Problem Areas Derived from PEDP Needs Analysis and Survey

EDSP 2010 seeks to build on past achievements and to further strengthen the equitable provision of primary education to all, regardless of socio-economic backgrounds (i.e. income level, ethnicity, gender, and homelessness). Identified below are some of the selected key findings from the Needs Analysis workshops conducted countrywide and the review of the primary education sector by the PEDP team. These key findings ‘feed in’ to the BAPIs.

2.6.1 Planning and Management

Identified problem areas are as follows:

1. Decentralization – (a) The decentralization process and the skills required to implement the process has been poorly conceptualized. There is a need to sensitize officials to the issues associated with decentralization and to foster an understanding of processes of change and innovation in education. This is especially true with regard to the conceptual aspects and methodological features of decentralization. (b) There is a further need for a review of the planning and budgeting processes within a decentralized system. (c) In addition, there is a need for training of educational administrators with regard to PPBS (Planning – Programming – Budgeting System).
2. EMIS – (a) The collection of EMIS data is insufficiently harmonized among multiple data sources. There is thus a need for the rationalization and harmonization of the existing EMIS system. (b) There is also a need for capacity building (data collection, verification and analysis) at provincial and district levels.

2.6.2 Curriculum and the Teaching and Learning Environment

Identified problem areas are as follows:

1. Underdeveloped and under-resourced school support systems – “There is no school development without teacher development and no teacher development without school development (Hopkins, 1995).” To facilitate school and teacher development and the introduction of the new school curriculum and extended school day, there is a need for: (a) The development of inspection and advisory services so that they can better support the change processes arising from decentralization and the introduction of the new curriculum and new school day. In this regard, there is perhaps a need to de-link inspection from advisory services to make both more developmental and timely. (b) Systems whereby schools support schools need to be operationalized. The satellite school system (school cluster system) as it now operates is weak with regard to developmental functions. Inspection and advisory services are a key to this process. (c) School-based development is weak and needs to become a more deliberate and conscious process. A cadre for change needs to be established at each school. There is a need for headship and senior staff training particularly in school development planning and participatory approaches so that schools can lead changes by themselves. (d) Community participation in the school development process needs to take place and a program for empowering communities to hold schools accountable for quality and equity needs to be developed.
2. Curriculum processes – The needs analysis and anecdotal evidence indicate that there is very little contact between the curriculum developers and their clients. There is a need for: (a) better management and co-ordination of the curriculum development and implementation process among NIES, MOET, TTCs, DOET, BOET, and schools; (b) strengthened co-ordination with pre-school and lower secondary curricula; and (c) particular support for development in the new subject areas such as ICT, foreign languages, specialist subject areas (art, music, and physical education), multi-grade teaching, bi-lingual education and the localization element within the curriculum. Though the curriculum has gone some ways to meet the goals of EDSP 2010, further adaptation is necessary in order to stimulate more effective use of new teaching methods and to increase relevance by providing links to pupils’ real life experiences.
3. Supply and distribution of textbooks, teachers’ guides and instructional materials – Textbooks are central to schooling at all levels, and research consistently points out the positive effects of the availability of textbooks and instructional materials on student achievement. Multiple sources report uneven supply and distribution. There is a need for: (a) a national audit to ascertain gaps in supply; and (b) re-organization of distribution management systems to ensure all children have access to essential learning materials.
4. Language acquisition programs for non-Kinh speakers. Lack of Vietnamese language proficiency is seen as the major limitation to student attainment in minority areas. Developing such programs would greatly enhance the realization of the development goals espoused in EDSP2010. There is a need to (a) institutionalize second language programs in both teacher training colleges and schools in targeted areas; and (b) expand and strengthen pre-school and school readiness programs for non-Kinh children.

5. Reform of the examination process to suit new curricular demands and the further development of initiatives to introduce a standardized national assessment – Data gathered would provide GOV with indicators as to whether changing provision of education services are having impacts on learning outcomes. There is a need to: (a) further develop systems initiated for Vietnamese language and mathematics to establish new national standardized pupil assessment procedures; and (b) improve assessment by teachers in the classroom through in-service teacher training and pre-service curriculum revision.

2.6.3 Teacher Development and Deployment

Identified problem areas are as follows:

1. Teaching deployment and service – (a) The utilization of the teaching force across and within regions is not maximized because of uneven distribution. Teacher deployment needs to be on a national/regional basis to ensure an even and effective placement of teachers. (b) There are poorly developed career structures. Greater incentives for progression through the system are required. (c) The salary is not based on merit nor performance, but on length of service. Some kind of compromise between the two systems needs to be considered.
2. Quality issues in schools and training institutions – (a) The needs analysis and discussions at various levels of MOET indicate a poorly conceptualized understanding of the multi-faceted aspects to achieve quality education. (b) The national standards provide insufficient guidance on teaching standards and linkage to ‘quality’ issues. There is a need for: (a) some form of national quality audit to provide a framework on issues of quality and to identify and disseminate good practice as the national standards provides inadequate guidance on issues of ‘teacher quality’; and (b) consideration given to devising some form of national competency-based standards for teachers (as opposed to length of training). Both such initiatives will be instrumental in guiding the assessment and self-development processes.
3. School-based teacher support – (a) Teachers in schools require increased management, pedagogical, psychological and materials support for self-development if the implementation of the new curriculum is to be achieved at the practical level. Consideration should be given to some kind of whole-school based (or similar) approach to self-development to provide the necessary in-school structure to facilitate curriculum renewal during this process of change. (b) School-based development requires the psychological support and pedagogical guidance from external advisory institutions – e.g. the inspection services and teacher training colleges.
4. Disadvantaged areas – (a) Access to schooling and the curriculum is limited and hampered by language difficulties. There is a need for more teachers in remote areas and secondly, a need for teachers with high levels of competency and professionalism who are capable of coping with the adverse educational conditions and poor-resource environment. This

requires teachers to upgrade their teaching skills with regard to: (1) dealing with multi-grade classes, (2) teaching of literacy and innumeracy; and (3) teaching Vietnamese as a second language. (b) In addition, the level of education of non-Kinh students entering teacher training institutions is sometimes lower than the general level of acceptance. This requires training colleges to provide and to institutionalize extra courses to upgrade the general education level of entrants (this is already done in some areas), as well as to provide them with the specific skills of teaching in disadvantaged, poor resource areas.

5. Teacher education system – (a) Planning for teacher education is considered weak with no clear targets for teacher supply. (b) There is no apparent development plan to manage the future roles of teacher training institutions given the likely concentration on in-service provision. (c) There is a shortage of special subject teachers, one of the reasons being the limited number of teacher training colleges able to offer special subject training. There is a need for MOET/DOET to rationalize the number of colleges and their roles and functions in the provision of pre-service and in-service training, and to review the policy on training for specialist subject teachers.
6. Staffing of teacher education institutions – Teacher trainers in colleges have not usually been serving as teachers for any length of time and many have little experience of real classroom situations. Trainers in general are thus ill-prepared to lead methodological reform. There is a consequent need for a program to develop a cadre of teacher trainers with emphasis on practical pedagogical issues to realize the new curriculum in terms of its approach to teaching and methodologies.
7. Teacher education curriculum – There is inadequate classroom contact time during teaching practice in terms of student teachers to have adequate ‘real’ pupil contact in the classroom. This appears to be partly due to weaknesses in the organization and implementation of teaching practice. There is a need for a review of the organizational aspects of teaching practice to enable student teachers to have sufficient time to experiment with new ideas, materials and methodologies and to develop confidence in ‘peer training’ situations and, very importantly, in classroom practice in schools. The emphasis must be on theory-into-practice.
8. Linkages in teacher education – There is a need for greater linkage between training institutions, schools and inspection services to ensure harmony of approaches to school-based practice and to provide psychological and pedagogical support to teachers which is especially important during any process of change.
9. Resources for teacher education – Consumables and materials in training institutions/schools were deemed to be insufficient by participants in the Needs Analysis workshops, though there are reports of some of these facilities not being fully utilized. Libraries and laboratories and insufficient ancillary staff have been highlighted as areas needing upgrading.

2.6.4 Facility Improvement

Identified problem areas are as follows:

1. School siting/school mapping & micro planning – The siting of schools in some cases does not match the needs of the communities they serve (e.g. scattered populations, increased migration, and urban growth). This is reflected in weak school mapping and planning, and is a consequence of a general lack of skilled staff in micro planning at the DOET level. There is therefore a need for capacity building with regard to (a) school mapping; (b) enrolment projection techniques and analysis; and (c) planning the demand for additional facilities/infrastructures given the shift toward full-day schooling and implementation.
2. Classroom Shortage toward full-day schooling – The current average class/classroom ratio is approximately 1.5, which restricts the shift to full-day schooling. In addition, there is a need to rehabilitate existing facilities, which are generally in a poor condition. There is a need for: (a) new classrooms to be constructed with regard to accurate enrolment projections; and (b) local contractors to be involved, given the large number of classrooms to be built. It is important that any new construction programs should include a component for capacity building in the project designs to ensure conformity to the national standards.
3. Facility design criteria (building and equipment)/facility maintenance – Schools often lack facilities for both students and teachers (e.g. library, resource rooms, staff room, and office) and are not suited to the demands of the new curriculum. There is a need to: (a) provide different sets of design criteria, which take into account regional cultural/environmental contexts; and (b) provide guidelines (plot type, designs, and coatings) for school construction.
4. Durable infrastructures/construction in typhoon- and flood-prone areas – Damaged school buildings are often evident in areas experiencing annual typhoons (coastal areas) and flooding (e.g. Mekong Delta), leaving many schools unusable or unsafe. In such situations, primary schools either double up with lower secondary schools or use make-shift shelters. The problem is aggravated by lack of funds for repair and improvement. In such areas, there is a need for (a) the design of buildings to conform to standards appropriate to the prevailing climatic conditions; and (b) a pilot project designed to provide capacity building to transfer technical know-how to local contractors.
5. Lack of building maintenance – (a) The majority of existing facilities (63%) is old, of a temporary nature and built to poor standards (level 4). (b) These problems are compounded by a general lack of school asset maintenance, which is exacerbated by insufficient funds for repairs. There is a need to: (1) develop a register of locally available resources (human and materials resources) for each area and to strengthen support linkages between schools and communes; (2) develop a culture of maintenance and to provide maintenance manuals and toolboxes; and (3) to reduce the financial burden on local people.

6. Issues of hygiene (toilets and water supply) – The majority of schools in rural areas have inadequate hygiene facilities with consequent negative effects on pupils in general and especially on girls’ access to schooling. Appropriate hygiene facilities need to be integrated into all construction designs. This is a possible area where NGO support could be requested.
7. Many schools in rural areas lack adequate furniture, library books and teaching aids, with the satellite schools in minority ethnic areas worst off.
8. Disadvantaged communities – Schools in minority ethnic and remote areas are frequently characterized as inadequate and poorly constructed. Some of the buildings are temporary (woven walls and thatch roofs). There is a need: to (a) develop a long-term strategy with sufficient funding targeted at disadvantaged areas and to ensure that satellite school, teacher accommodation in remote areas, boarding schools, etc. become a focus of upgrading; and (b) mobilize community resources (labor and materials) to build and renovate schools. This is a possible area where NGO support could be requested.

2.6.5 Finance and “Socialization”

Identified problem areas are as follows:

1. Access – Approximately 5% of the 6-10 school-age population remains ‘out-of-school’. Access remains difficult for remote population groups, low income households and in some rural areas. These difficulties may be compounded by a ‘Socialization of Education’ policy which adversely affects poorer families. To address the problems of access to school, their needs to be an awareness campaign targeted at parents of out-of-school children to convince them of the benefits of primary education. Access can also be widened through: (a) Subsidization (scholarships, free provision of textbooks, uniform, etc) for disadvantaged groups; (b) Subsidized transportation in areas where feasible for poorer families; and (c) Increasing the number of language preparatory courses at kindergarten level for ethnic minority groups to secure their enrolment and continuation through the primary cycle.
2. Finance – The existing system of education budgeting is limited with regard to the achievement of efficient, optimal, and accountable allocation of educational financial resources. Current levels of non-salary expenditure for the primary education sector do not meet the finance required to consolidate the necessary improvements in primary education. Two areas of needs are identified: (a) An improved budgeting system at all levels (budget request, norms, allocation, monitoring, auditing, accountability, and training); and (b) Increased funding to meet non-salary education expenditure in order to achieve equitable and quality provision of education.
3. Decentralization – The GOV policy is to increasingly decentralize educational responsibilities and functions to lower levels of the administration and to communities. This will require capacity building of administrators at all levels given their changing roles

as well as some kind of decision-making capacity to communities if they are to be empowered. Prioritization needs to be given to financial administration for local education administrators and to school-based finance (Book-keeping, etc.) for senior school staff so as to ensure proper accountability.

4. Institutionalization of socialization – Socialization may adversely affect disadvantaged groups and limit their access to schooling, thus financial/material subsidization and other types of incentives are required. In addition, there is a need to encourage and collaborate with grass-roots self-help initiatives. There is also a lack of clarity concerning how ‘socialization’ works in practice. Capacity-building and pragmatic guidance is required for education administrators and some form of networking systems to be in place to facilitate the sharing of information on innovative practice.