

No.

The Socialist Republic of Viet Nam
Ministry of Education and Training

Japan International
Cooperation Agency

Viet Nam Support Program For Primary Education Development Phase 2

Final Report Volume 1 (Main Report)



March 2004



Support Program For
Primary Education Development
Phase 2

Final Report
Volume 1

March 2004

PADECO Co., Ltd.

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THE SOCIALIST REPUBLIC OF
VIET NAM
MINISTRY OF EDUCATION AND TRAINING

JAPAN INTERNATIONAL COOPERATION
AGENCY

**VIET NAM
SUPPORT PROGRAM FOR
PRIMARY EDUCATION DEVELOPMENT
Phase 2**

**Final Report
Volume 1
(Main Report)**

March 2004

*for the currency conversion,
exchange rate in March 2004 is applied:
US\$ 1.00 = VND 15,600*

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 dispatched a program team headed by Dr. Norio Kato of PADECO Co., Ltd. to Viet Nam, three times from August 2001 to March 2002 and five times from October 2002 to March 2004. In addition, JICA set up an advisory committee headed by Prof. Morikazu Ushioji of Obirin 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 2004

Sadako Ogata
President
Japan International Cooperation Agency

March 2004

Ms. Sadako Ogata
President
Japan International Cooperation Agency
Tokyo, Japan

Letter of Transmittal

Dear Madam,

We are pleased to submit herewith the final report of “the Study on Viet Nam Support Program for Primary Education Development (Phase 2)”.

This report presents the results of the study, which was undertaken in the Socialist Republic of Viet Nam, from October 2002 to March 2004 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 Viet Nam .

Very truly yours,



Norio Kato
Team Leader

The Program Team for Viet Nam Support Program
for Primary Education Development

**VIET NAM
THE STUDY ON SUPPORT PROGRAM FOR
PRIMARY EDUCATION DEVELOPMENT PHASE 2
FINAL REPORT**

**VOLUME 1
MAIN REPORT**

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- Annex 2: Minutes of Meeting with Donors (Volume 2)
- Annex 3: Summary of Provincial PEDP (Volume 2)
- Annex 4: Materials Used in EPCB and PEDP Workshop (Volume 2)
- Annex 5: Operational Guidelines (Volume 2)

Abbreviation

| | |
|------------------|---|
| 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 |
| BNMM | BAPI Needs Match Matrix |
| BPM | BAPI Project Match Matrix |
| BOET | Bureau of Education and Training |
| BTC | Belgian Technical Cooperation |
| CBR | Community Based Rehabilitation |
| COMPAS | Community Monitoring Progress Assessment System |
| 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 |
| EC | European Commission |
| ECE | Early Childhood Education |
| EDSP | Education Development Strategic Plan |
| EDSP 2010 | Education Development Strategic Plan for 2001-2010 |
| EduC | Education Council |
| EFA | Education for All |
| EMIC | Educational Management Information Center |
| EMIS | Educational Management Information System |
| EPCB | Education Planning Capacity Building |
| EU | European Union |
| FAQ | Frequently Asked Questions |
| F&P | Finance & Planning |
| FSQL | Fundamental School Quality Levels |
| FTI | Fast Track Initiative |
| FY | Fiscal Year |
| GDP | Gross Domestic Product |
| GER | Gross Enrolment Rate |
| GOJ | Government of Japan |
| GOV | Government of Viet Nam |
| GSO | General Statistical Office |

| | |
|--------------|---|
| HCM | Ho Chi Minh City |
| HDI | Human Development Index |
| HRD | Human Resource Development |
| ICT | Information Communication Technology |
| IDA | International Development Association |
| 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 |
| JSE | Junior Secondary Education |
| LAN | Local Area Network |
| LTFP | Long Term Financial Plan |
| M/M | Man Month |
| 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 |
| NIED | National Institute for Educational Development |
| NIES | National Institute for Education and Science |
| NIM | National Issue Matrix |
| NOK | Norwegian Krone |
| NORAD | Norwegian Aid Development |
| NT | National Target |
| 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 |
| PMIS | Personnel Management Information System |
| PMU | Program 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 |
| SC-UK | Save the Children, United Kingdom |
| 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 | Training of Trainer |
| TPR | Teacher-Pupil Ratio |
| TTC | Teacher Training College |
| TTI | Teacher Training Institute |
| UK | United Kingdom |
| 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 |
| UXO | Unexploded Ordnance |
| VLSS | Vietnamese Living Standard Survey |
| VND | Vietnamese Dong |
| VSO | Voluntary Service Overseas |
| WES | Water Environment Sanitation |
| WSD | Whole School Development |
| WB | World Bank |

EXECUTIVE SUMMARY

1. Introduction

In Viet Nam, 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 Viet Nam (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 yet to be established in the education sector in Viet Nam, although various governmental (including Japanese Official Development Assistance (ODA)) and international non-governmental 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-around education quality; (c) quantitatively and qualitatively improving teachers; and (d) improving equipment and facilities, etc.

The GOV requested the Government of Japan (GOJ) in October 2000 for assistance to develop the Primary Education Development Program (PEDP) and to put “The Education Development Strategic Plan for 2001-2010” into operation. The Japan International Cooperation Agency (JICA) responded by sending a Program Team to assist the GOV to develop the PEDP in August 2001

In Phase 1, the National PEDP was developed using several processes: (a) PEDP Introductory Meeting to introduce objectives and concepts of PEDP and to conduct a country needs assessment; (b) Donor Coordination for the introduction of PEDP and in the establishment of a mechanism of coordination and collection of project information. The National PEDP was approved by the Vice Minister (Ministry of Education and Training) in May 2002. The Program Team has been assisting GOV in (a) donor coordination in planning and implementing the PEDP, (b) capacity building and strengthening of the program management unit (PMU) to monitor PEDP progress, and (c) provision of assistance for the development of the PEDP.

Drawing on the outcomes of Phase 1, the objectives of Phase 2 are as follows:

- 1) Facilitating project formulation and donor coordination - to assist with the formulation of GOJ-supported project and donor project information collection and analysis.
- 2) Updating Provincial PEDP – to assist with updating of the remaining 55 provincial PEDP documents and to provide capacity building to provincial officers.
- 3) Updating National PEDP and PEDP operation – to assist with the updating of the National

PEDP based on an analysis of both updated provincial PEDP documents and donor analysis. The updating tasks were based on the draft Operational Guidelines. The Guidelines were then finalized on the basis of this trial process.

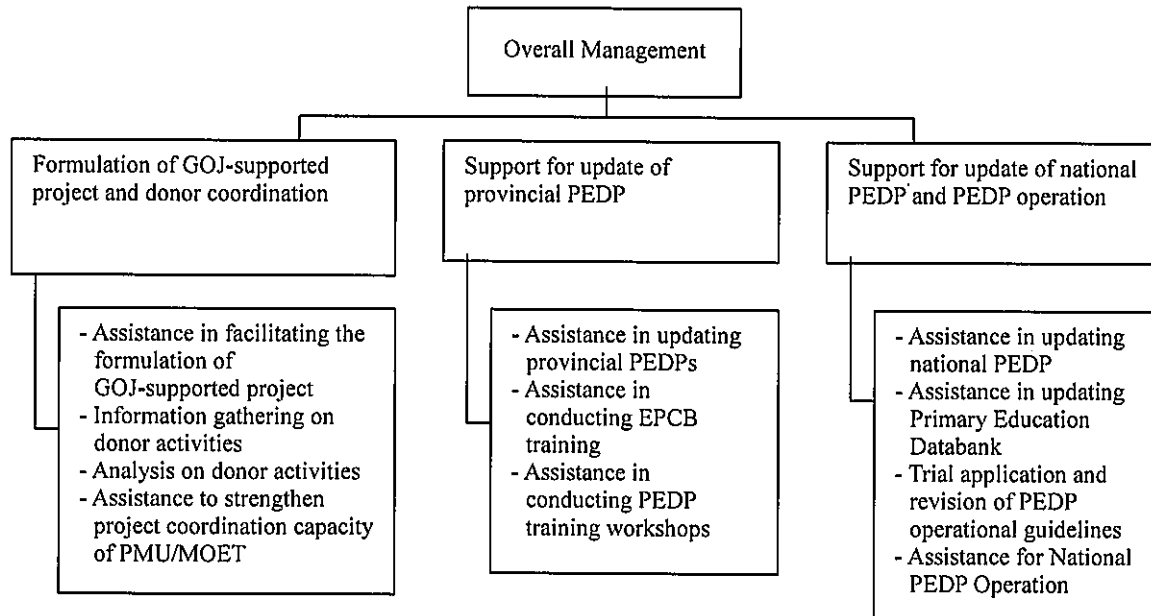


Figure 1: PEDP Support Program Implementation Organization

2. Educational Situational Changes from 2002 to 2004

i) Organizational Reform in the Ministry

The Government of Viet Nam reorganized the structure of the Ministry of Education and Training (MOET) to include 16 departments and four research institutions so as to reduce duplication and to improve the efficiency and effectiveness of its education administration.

ii) Decentralization

The Governmental Organization Law and Decree No. 71 were issued in December 2001 and in June 2003. The law and decree establish the general functions of governmental organization and its personnel. It does not, however, provide details on the demarcation of tasks and responsibilities between the central and regional (i.e., province, district commune) governments. According to the PMU, provincial and district governments are expected to prepare detailed job descriptions subsequent to decentralization of educational management.

iii) Implementation of New Curriculum

The new curriculum is being systematically introduced into all schools, on a year-by-year basis, beginning with a pilot program for Grade 1, consisting of curricula and textbooks (12 pilot provinces) and training of teachers in 2001. This was followed by the introduction of a new curricula into all Grade 1 classes in 2002.

iv) Progress of National Target Program

There are six National Target Programs in the Education Development Strategic Plan for 2001-2010 (EDSP 2010). Four of these are an extension/continuation of a targeted program from the 1990s. Special budgets have been allocated to implement the program, since the issuance of the EDSP 2010. The program is implemented nationwide, with provincial and district governments (DOET, BOET, and relevant agencies) serving as the primary executing organizations.

Table 1: National Targeted Program and Responsible MOET Department

| National Targeted Program | Department Responsible for the Management Unit |
|--|---|
| NT1 Consolidation of UPE and illiteracy elimination | Primary Education Department Secondary Education Department |
| NT2 Renovation of the curriculum and teaching methods* | National Institute of Educational Strategy and Curriculum Secondary Education Department |
| NT3 Training of IT officers and introduction of IT into school education* | Science and Technology Department |
| NT4 Provision of pre-/in-service training courses for teachers Strengthening facilities at TTCs | Administration Bureau Planning and Financing Department |
| NT5 Support for ethnic minority and disadvantaged regions | Ethnic Education Center (under the National Institute of Educational Strategy and Curriculum) |
| NT6 Strengthening of school facilities Construction of some key universities and professional secondary schools | Planning and Financing Department |

*Program newly added in the EDSP 2010

v) Education Finance

a) Introduction of Revenue Raising Unit (RRU)

A primary school can be considered as an RRU according to Decree 21/2003. An RRU in the Education & Training (E&T) Sector is allowed to have wider financial and administrative autonomy, which includes the preparation of revenue and expenditure plans, the mobilization of capital from both domestic and international organizations, the recruitment of teachers, and the determination of school staff salary.

b) Education Bond

The National Budget plan for FY 2003 included the issuance of education bonds. The total value of the bonds issued, amounted to VND 2.4 trillion for 2003. A similar amount is planned for issuance in FY2004. The capital raised has been allocated to provinces with an aim towards improving school facilities, with a specific focus on eradicating makeshift classrooms in disadvantaged areas. In FY 2004, the Government will continue to issue education bonds to raise an additional VND 2.5 trillion for the upgrading and building of schools, with a focus on schools in remote and mountainous regions.

3. Process of the Phase 2 Program

The Phase 2 Program implemented three major activities

(i) Formulation of GOJ-supported project and donor coordination: A final proposal was made and submitted to JICA and MOET

For donor coordination, daily contacts and distribution of donor fact sheets to individual donors was organized. Based on collected information, project analysis methods were presented by the BAPI Project Match Matrix.

A collective meeting with donors was organized in January 2003 to present Phase 2 PEDP Activities and identified lack of information sharing among MOET including overlapping Belgian and JICA proposed project. Countering this problem, a PEDP Working Meeting was held in September 2003. The coordination of EFA and PEDP was implemented throughout Phase 2.

(ii) Support for update of provincial PEDP: EPCB training workshop was held three times in Ha Noi, Da Nang, and Ho Chi Minh. The workshop had a total of 295 participants attended and locally hired researchers worked as facilitators. It covered basic educational and project planning (project identification, formulation, and monitoring and evaluation) using participatory approaches. By the end of July 2003, 55 provinces finished Provincial PEDP Planning workshops in each province. In total, 1647 participants attended the workshops. DOET officers worked as facilitator, BOET officers and principals joined the workshop

(iii) Support for update of National PEDP and PEDP operation: 3rd version of Operational Guidelines was made and attached PEDP Pack Based on the provincial needs from updated provincial PEDP documents and donor project information: (a) provincial needs were put into the BAPI Needs Match Matrix; and (b) donor project information was summarized into the BAPI Projects Match Matrix

By investigating existing information management at MOET/DOET, the JICA Program Team developed PEDP Databank in HTML formula and distributed it in CD-ROMs.

As a result of support for updating National PEDP and PEDP operation, the National PEDP 2004 was written and approved. The next section discusses the contents of the National PEDP

4. Summary of National PEDP Update

Substantial modifications have been made to the PEDP 2004 document including; the situational review (Section 1), the needs assessment (Section 2), and the BAPI (Section 3). Section 4 "MOET/Donor Cooperation Through PEDP" has been added to the PEDP 2004 and replaces the previous Sections 4, 5 and 6. The revisions were made on the basis of an analysis of provincial needs assessment documents (61 provinces) and the PEDP workshop held during 2002 – 2003, as well as subsequent fine-tuning of BAPI descriptions.

As part of the review process, the following new matrices have been included:

- i) BAPI Needs Match Matrix (BNMM); and
- ii) BAPI Project Match Matrix (BPMM) with updated project/program information collected through the Fact Sheet. The information from MOET and donors concerning projects is summarized in the BAPI Projects Match Matrices (BPMM, see Table 4.2.1.4) and are appended to PEDP 2004. These matrices have been developed through meetings with donors and the distribution of Donor Fact Sheets.

The results of the Donor Fact Sheets were downloaded into three major tables: (a) ongoing/recently completed donor intervention; (b) BAPI Project Match Matrix; and (c) Analysis of Donor Coordination Mechanism.

The analysis indicates the following:

- i) While fewer projects on primary education in the Red River Delta region than in other parts of the country the North-east region of Viet Nam has the most projects.
- ii) Almost all BAPIs are filled with project in Viet Nam with some exceptions indicated in the BAPI-Project Match Matrix, which must be compared with MOET policies to design future interventions.
- iii) The BAPI-Project Match Matrix indicates that there are projects for nearly all BAPIs in Viet Nam. Future intervention must be designed on the basis of comparing MOET policies with the BAPI-Project Match Matrix.
- iv) The inclusion of NGOs in the BAPI-Project Match Matrix increases the fields and regions covered in geographical and thematic terms.

5. Monitoring and Evaluation of Phase 2 Program

For the provincial PEDP document development process, the number of cards to describe the issues and causes, and depth of causes increased in most of provinces. More specific causes that are unique in each province were identified. However data collection and submission need to be improved.

The evaluation of PMU Capacity revealed an adequate capacity to organize EPCB and provincial PEDP planning workshops, to improve technical skills in undertaking data analysis and to identify provincial needs. Also it showed that the PMU can carry on the task of updating PEDP by themselves. However the logistical capacity of the PMU needs to be improved (such as setting up the PMU meetings, compiling PEDP documents, and making donor appointments)

The experiences and results of PEDP activities were shared with DOET and donors at the Review Workshop and the PEDP Dissemination Seminar.

6. Recommendation and Lessons Learned from Phase 2 Program

The Program Team has formulated several recommendations and issues for PMU/MOET to improve and sustain PEDP management and operations, as noted below. These issues were discussed in various occasions, such as during; (i) the presentation of the Draft Final Report to the PMU and Ms. Mai, Vice-Minister of MOET, on December 24, 2003; (ii) the PEDP Review Workshop for all provincial representatives, on January 6, 2004; (iii) the meetings with responsible persons at EFA such as Mr. Chu, a UNESCO Representative, and Mr. Chi, the Team Leader of an EFA Technical Group; and (iv) individuals with Dr. Thai, the Head of the PMU.

Recommendations and lessons learned from the Program Team concern: (i) PEDP Management and Operation; (ii) Data Collection and Analysis Improvement; (iii) Primary Education Databank Management; (iv) PEDP Monitoring and Evaluation; (v) Donor Coordination: Management of PMU;

and (vi) Donor Coordination: EFA and Other Plans. The Program Team has received the following replies and comments from concerned parties.

i) PEDP Management, Operation and Coordination with EFA and Other Plans

- ✓ PEDP activities will be continued according to the PEDP Operational Guidelines. The Primary Education Department will be responsible for implementing PEDP. Provincial PEDP will be updated in the provincial EFA framework.
- ✓ Ms. Mai and EFA agreed upon a proposal that PEDP activities should be integrated into EFA implementation and monitoring mechanisms.
- ✓ MOET expressed their concerns about financial arrangements to continue PEDP activities and technical support for three, newly-established provinces that did not receive any training programs from the JICA Support Program. Currently, MOET is seeking donors to support the training.
- ✓ Dr. Thai noted at the Review Workshop that PEDP would be the orientation document for support from the Government of Vietnam and other donors. PEDP will be integrated into annual, five-year, and long-term plans for MOET.

ii) Recommendations and Lessons Learned from Provinces

- ✓ Provincial representatives commented that the Provincial PEDP needed to involve the Department of Investment and Planning, the Department of Finance, and the People's Committee in organizing the workshop so that the results of PEDP will be included in the Socio-economic Development Strategy of the province.
- ✓ Most provinces expressed some degree of difficulty in data collection. In addition, the JICA Program Team found identified significant disparities in some data categories (especially between the collected data in Provincial PEDP documents and official statistical figures)..
- ✓ Most provinces noted that participatory approaches used in PEDP were quite useful and applicable to other planning activities and contributed to capacity building of DOET and BOET management. In addition, Provincial PEDP will become the foundation for annual, mid-term, and long-term education plans.
- ✓ The majority of provinces specified with the enhanced management skills of DOET and BOET, they were able to identify real needs and prioritize issues thanks to the participatory approaches.

iii) Recommendations and Lessons Learned from Donors

- ✓ It is recommended that the Primary Education Databank be integrated into the MOET Website that is currently being developed with EU support. MOET replied that the MOET Website and the PEDP Databank will be one of the sources for information from the Primary Education Department and will be linked with the startup page of the MOET website.
- ✓ There are three projects related to primary education planning at the provincial level (Provincial PEDP, Primary Education Disadvantaged Children, and Provincial EFA). It is necessary to coordinate closely, in terms of approach and methodology in order to avoid confusion at the provincial level.

1 INTRODUCTION

1.1 Background of the Program

In Viet Nam, 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 Viet Nam (GOV). Improvement of primary, secondary and higher education is crucially important to meet the human resource needs for the modernization and industrialization of the country. The GOV therefore prioritizes, among other issues, the development and strengthening of human resources. In “The Education Development Strategic Plan for 2001-2010”, which was approved on December 28, 2001, the GOV presents its strategies to: (a) achieve a 99% net enrolment rate (NER) for primary education by 2010; (b) improve all-round education quality; (c) improve teachers both quantitatively and qualitatively; and (d) to improve equipment and facilities, etc.

The GOV requested the Government of Japan (GOJ) in October 2000 for assistance to develop the Primary Education Development Program (PEDP) and to put “The Education Development Strategic Plan for 2001-2010” into operation. The Japan International Cooperation Agency (JICA) responded by sending a Program Team to assist the GOV to develop the PEDP in August 2001

In Phase 1, the National PEDP was developed using several processes: (a) PEDP Introductory Meeting to introduce objectives and concepts of PEDP and to conduct a country needs assessment; (b) Donor Coordination for the introduction of PEDP and to establish a mechanism of coordination and collection of project information. The National PEDP was approved by the Vice Minister (Ministry of Education and Training) in May 2002. The Program Team has been assisting GOV in (a) donor coordination in planning and implementation of the PEDP and (b) capacity building and strengthening of the program management unit (PMU) to monitor PEDP progress, and (c) to provide assistance for the development of the PEDP.

1.2 Objectives of the Program

Drawing on the outcomes of Phase 1, the objectives of Phase 2 are as follows:

- 1) To provide capacity-building management assistance to MOET personnel – national management, donor coordination and monitoring;
- 2) To provide assistance in formulating project(s) to be supported by GOJ under the PEDP framework, and to provide assistance to monitor the progress of the formulated project(s);
- 3) To provide continuing assistance to MOET to ensure that the updating of the remaining 55 Provincial PEDP documents, which were not covered in Phase 1, is completed. This will ensure that all 61 provinces are covered. To assist MOET/PMU in updating the National PEDP to incorporate newly updated Provincial PEDP documents.

After the mid-evaluation of 2nd year activity in March 2003, Objective 2) above was changed as the project formulation had been completed. Therefore the objective 2) was modified to 2') as follows:

- 2') Assist in implementing and monitoring the formulated project(s) supported by GOJ under the PEDP framework.

1.3 Implementation Mechanism

The figure 1.3.1.1 below shows the implementation organization of the program. The program team is functionally divided into three groups under the overall management of the team leader:

- 4) Project formulation and donor coordination group - to assist with the formulation of GOJ-supported project and donor project information collection and analysis.
- 5) Updating provincial PEDP group – to assist with the updating of the remaining 55 provincial PEDP documents and to provide capacity building to provincial officers.
- 6) Updating National PEDP and PEDP operation group – to assist with the updating of the National PEDP based on an analysis of both updated provincial PEDP documents and donor analysis. The updating tasks were based on the draft Operational Guidelines. The Guidelines were then finalized on the basis of this trial process.

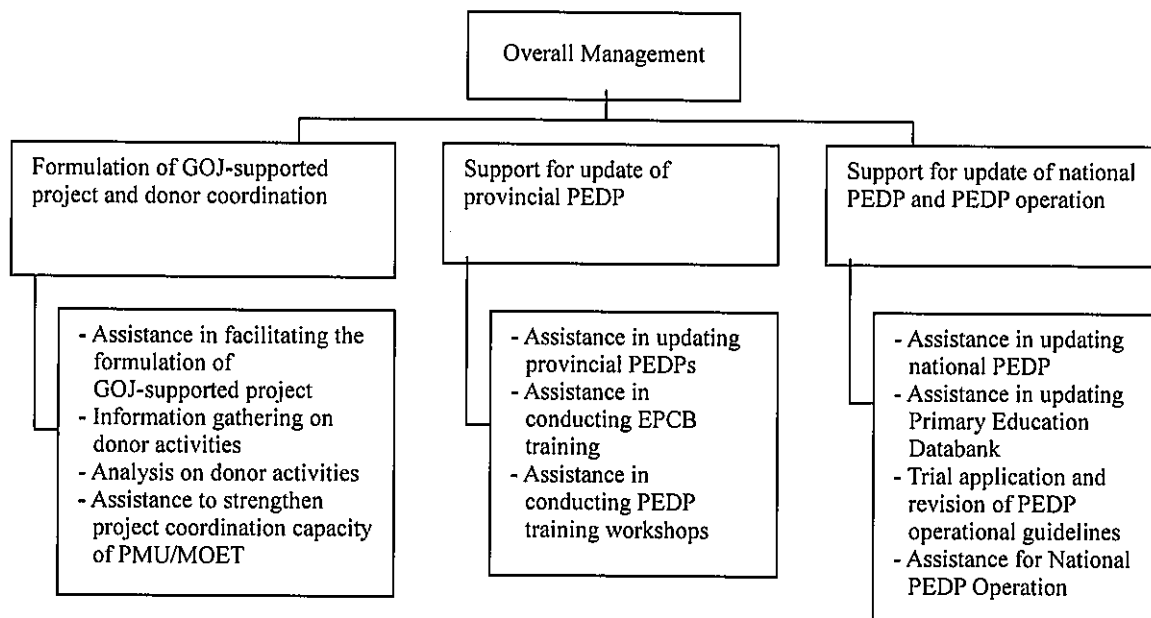


Figure 1.3.1.1: PEDP Support Program Implementation Organization

1.4 The Program Area

The program covers all provinces in Viet Nam as shown in Figure 1.4.1.1. In the first phase of the program, the nation-wide needs assessment was based on workshops conducted in six regions to develop the National PEDP. Apart from the National PEDP, six of the 61 provinces (Phu Tho, Nam Dinh, Gia Lai, Binh Thuan, Ho Chi Minh and Dong Thap) had updated their provincial PEDP documents in Phase 1. The remaining 55 provinces updated their provincial PEDP documents in Phase 2.

Capacity-building to key officers from each province was conducted during the updating process.

1.5 About this Final Report

This report consists of a Main Text and five annexes. The main text contains: 1) Process of activities; 2) Changes in the education situation since 2002 and modification made in PEDP 2004; 3) Evaluation and assessment; and 4) Lessons learned and recommendations.

All documents, materials and handbooks, such as updated National PEDP and provincial PEDP, materials used in EPCB training and provincial PEDP planning workshop are including:

- ✓ Annex 1: National PEDP 2004
- ✓ Annex 2: Minutes of Meeting with Donors
- ✓ Annex 3: Summary of Provincial PEDP
- ✓ Annex 4: Materials Used in EPCB and PEDP Workshop
- ✓ Annex 5: Operational Guidelines

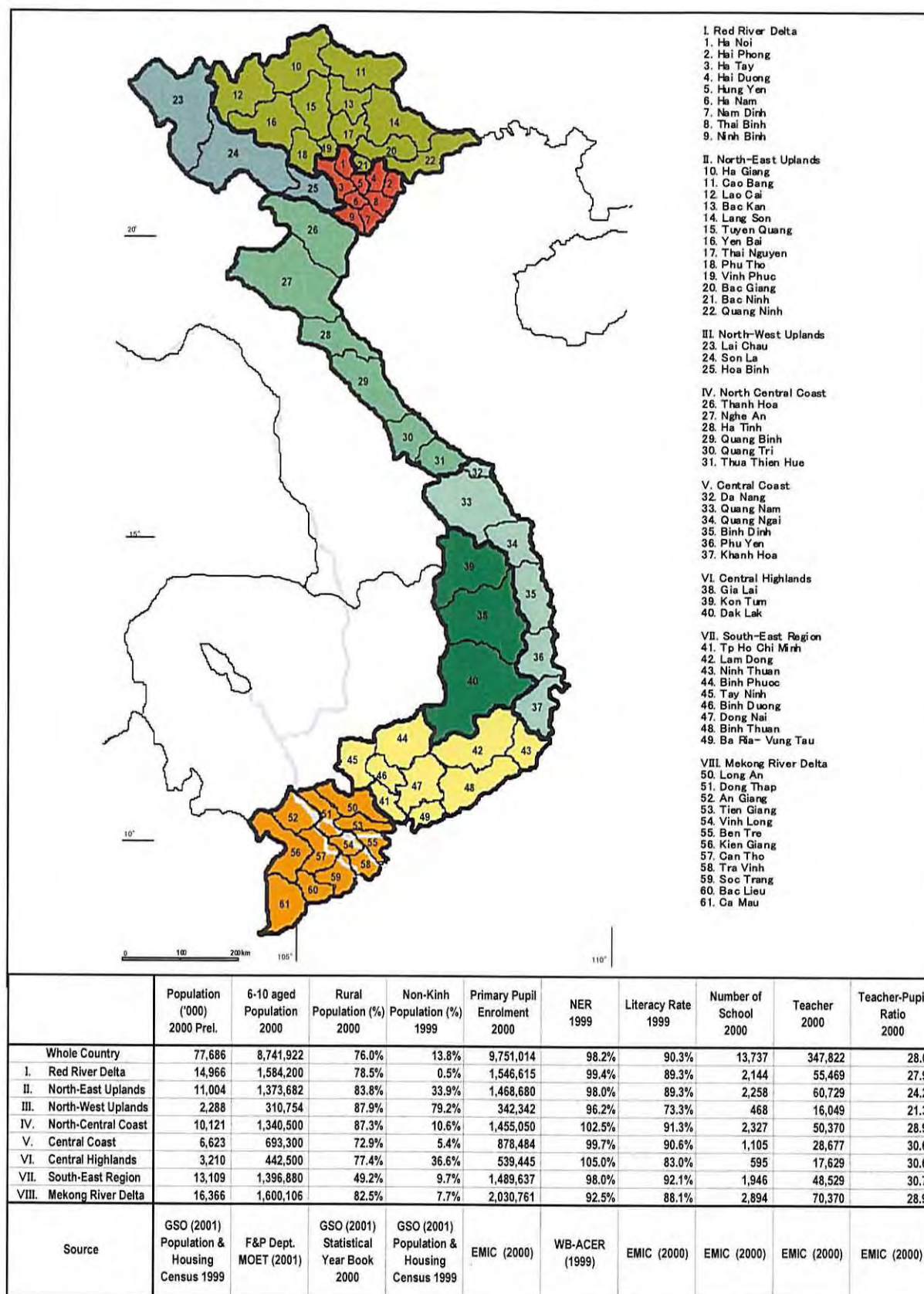


Figure 1.4.1.1: Regions and Provinces of Viet Nam

2 EDUCATIONAL SITUATION CHANGES FROM 2002 TO 2004

2.1 Organization Reform in the Ministry

The Government of Viet Nam reorganized the structure of the Ministry of Education and Training (MOET) to include 16 departments and four research institutions so as to reduce duplication and to improve the efficiency and effectiveness of its education administration. Government decree No. 85/2003/ND-CP rationalizes the functions and tasks within MOET through the creation of new departments (Legislation; Educational quality, Accreditation and verification; Informatics), the merging of existing departments (Graduate & Postgraduate Departments into Higher Education; NIED and NIES into the National Institute of Educational Strategy & Curriculum), and the dissolution of former departments (Teacher Department and Physical Education)¹. A follow-up Decision (No.4778 dated 8 September 2003) sets out the functions and tasks of the Primary Education Department. These are:

- ✓ To submit statutory documents, programs, projects and other document related to primary education to the Minister for promulgation and/or for the Minister to transfer matters to the Government/Prime Minister for promulgation.
- ✓ To assist the Minister to guide and monitor the People's Committees (provincial/central cities) to carry out their state administrative functions within a decentralized primary education administration
- ✓ To manage the curricula and its contents, to plan school/class types in the primary education sector; and to observe, summarize and evaluate primary education situation throughout school semesters/years. To prepare proposals on policies and methods to accelerate the development of primary education in order to achieve universal primary education
- ✓ To develop school/class standards and national standard for the primary school cycle. To co-operate with concerned organizations to develop and distribute primary textbooks.
- ✓ To develop teacher standard criteria and the content of in-service training, as well as required standards for administrators in primary education sector. To guide local administrations to organize regular in-service training for administrators and teachers.
- ✓ To co-operate with the Bureau for Education on examination standards and to verify legal documents and guidelines for education examination/verification. To co-operate with MOET's inspectors to assess the management, issuance and withdrawal of diplomas/certificates in the primary education sector.
- ✓ To cooperate with and observe the operation of primary education related schemes, projects, and programs.

¹ An assessment review of the re-organization has not been scheduled yet. According to several MOET officials interviewed, it will most likely not be assessed until the appointment of a new MOET Minister.

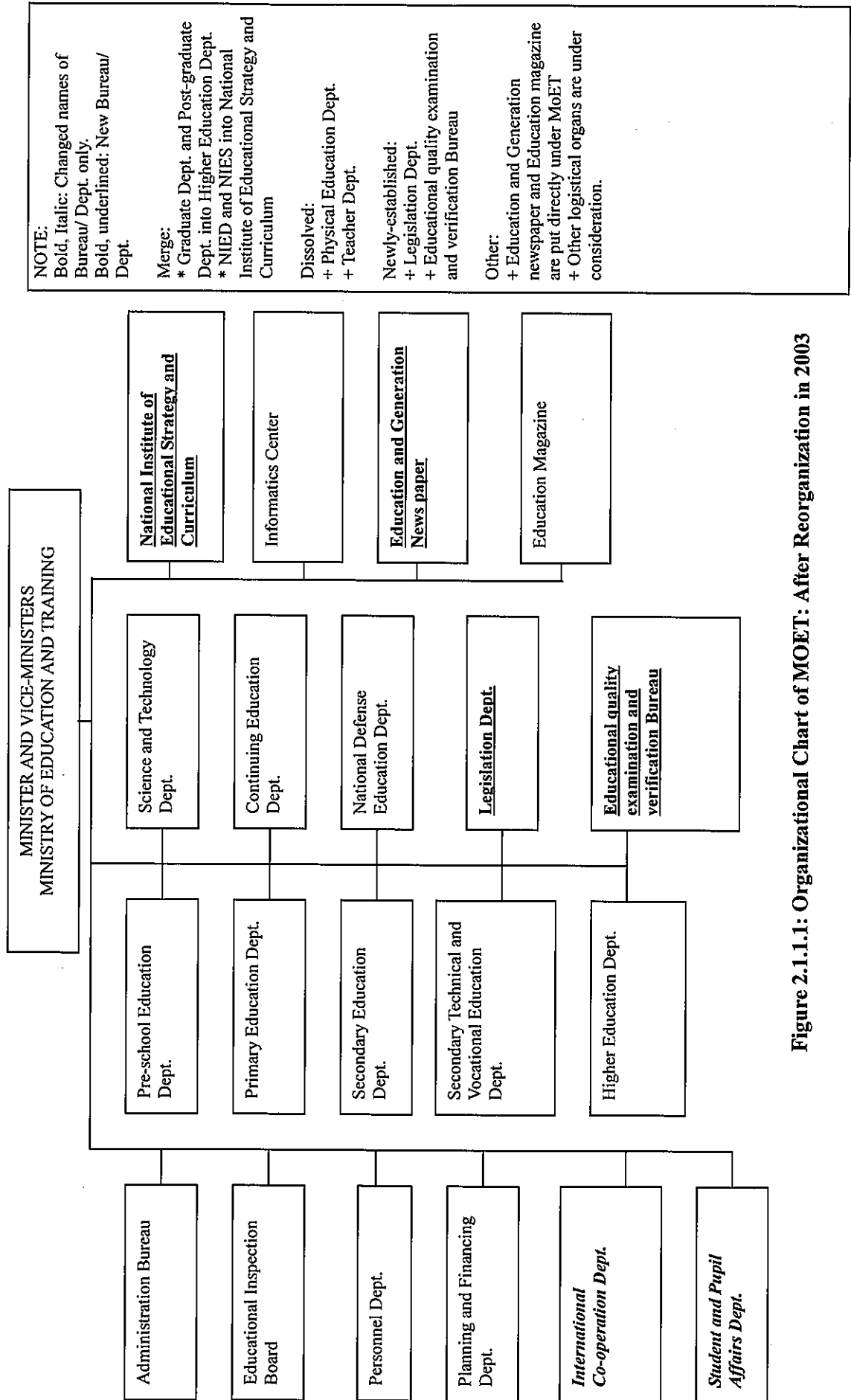


Figure 2.1.1.1: Organizational Chart of MOET: After Reorganization in 2003

2.2 Decentralization

The Governmental Organization Law and Decree No. 71 were issued in 2001 December and in June 2003.

The law and decree establishes the general functions of government organization and its personnel, but it does not provide details on the demarcation of tasks and responsibilities between central and regional (i.e., province, district commune, etc.) governments. According to the PMU, provincial and district governments are expected to prepare detail job descriptions subsequent to the decentralization of the education management.

According to the PMU, there is concern that MOET personnel do not have adequate management capacity to run a decentralized education system. A change in working attitudes among MOET/DOET/BOET personnel is necessary², and management and planning capacity building is an issue of concern. There is growing agreement that government officials should be sufficiently competent and given scope to take the initiative in multiple functional roles instead of simply following 'instructions' within their letters of appointment.

2.3 Implementation of New Curriculum

The new curriculum is being systematically introduced into all schools year-by-year beginning with the piloting of the Grade 1 curriculum and textbooks (12 pilot provinces) and training of teachers in 2001, followed by the introduction of the new curriculum into all Grade 1 classes in 2002. The complete cycle is shown in Table 2.3.1.1 below. Each grade cycle includes the 'training-of-trainers' and 'training-of-teachers', an assessment of the training outcomes, implementation in pilot schools, evaluation of the pilot, implementation in all schools and evaluation of the implementation.

In the development and implementation of the new curriculum, MOET has given consideration to:

- ✓ Development of materials for disadvantaged children
- ✓ Instructions for the implementation of the curriculum for children with special needs
- ✓ Development of shared textbook scheme
- ✓ Development of teaching materials
- ✓ Student assessment methodologies
- ✓ Changes in the length of the school year

Curriculum standards were approved in early 2001, and cycles of textbook development and textbook appraisal were undertaken from 2001 to 2003.

² DOET stands for Department of Education and Training while BOET represents Bureau of Education and Training

Table 2.3.1.1: Cycle of Implementation of the New Primary Education Curriculum

| Schedule | Pilot Phase (12 Provinces) | All schools |
|--------------------|----------------------------------|-------------------------------------|
| Spring 2001 | Training of core trainers | |
| Summer 2001 | Grade 1 - pilot teacher training | |
| Sept 2001-May 2002 | Grade 1 - piloting in schools | |
| June 2002 | Pilot evaluation | |
| Summer 2002 | Grade 2 – pilot teacher training | Grade 1 – national teacher training |
| Sept 2002-May 2003 | Grade 2 - piloting in schools | Grade 1 – introduced in all schools |
| June 2003 | | Implementation Assessment |
| Summer 2003 | Grade 3 – pilot teacher training | Grade 2 – national teacher training |
| Sept 2003-May 2004 | Grade 3 - piloting in schools | Grade 2 – introduced in all schools |
| June 2004 | | Implementation Assessment |
| Summer 2004 | Grade 4 – pilot teacher training | Grade 3 – national teacher training |
| Sept 2004-May 2005 | Grade 4 - piloting in schools | Grade 3 – introduced in all schools |
| June 2005 | | Implementation Assessment |
| Summer 2005 | Grade 5 – pilot teacher training | Grade 4 – national teacher training |
| Sept 2005-May 2006 | Grade 5 - piloting in schools | Grade 4 – introduced in all schools |
| June 2006 | | Implementation Assessment |
| Summer 2006 | | Grade 5 – national teacher training |
| Sept 2006-May 2007 | | Grade 5 – introduced in all schools |
| June 2007 | | Implementation Assessment |

The new curriculum for grades 1, 2 and 3 consists of six compulsory subjects: Vietnamese, Mathematic, Moral Education, Nature and Society, Art and Physical Education. The new curriculum for grades 4 and 5 consists of nine compulsory subjects: Vietnamese, Mathematics, Moral Education, Science, History & Geography, Basic Crafts, Music, Fine-Art, and Gymnastics. This curriculum is designed for half-day schooling. The schools, which have successfully prepared conditions for teachers, facilities and equipment, can introduce full-day schooling upon approval from pupils' parents. Aside from the general curriculum, full-day schools and classes can introduce optional subjects such as foreign languages, information technologies and extra-curricular educational activity to increase learning capacity.

In the school year 2003-2004, the new education curriculum has been introduced at primary level as detailed below:

- ✓ The new curriculum and textbooks for grades 1 and 2 have been widely introduced into all primary schools throughout the country.
- ✓ 165-week curriculum including nine compulsory subjects has been introduced in most classes in grades 3, 4 and 5 throughout the country.
- ✓ Educational technology curriculum has been introduced for grade 3, 4 and 5 in some schools.
- ✓ The new pilot curriculum and textbooks for grades 3, 4 and 5 have been introduced in a few schools and classes
- ✓ 120-week curriculum and 100-week curriculum (compacted curriculum based on 165-week curriculum) for grades 3, 4 and 5 for ethnic pupils and pupils in disadvantaged areas.

The Government requires a single half-day teaching shift based on five working days per week. In full-day based schools, pupils' parents cover the salaries of teachers in the additional teaching shift in accordance to Provincial People Committee's regulations.

A regional assessment of the implementation of the new curriculum and textbooks in Grade 1 at the end of the school year (mid-2003) conducted by MOET indicates that there are some very positive outcomes. The problems, which are still to be overcome, are also clearly identified in the assessments. Some of the key points are summarized below:

Table 2.3.1.1: Advantages and Disadvantages of the New Curriculum

| Advantages/Successes in implementation: | Disadvantages/Problems to be addressed: |
|---|---|
| <ul style="list-style-type: none">- Good <u>implementation coordination and evaluation procedures</u> at all levels- Unanimous enthusiasm for the new curriculum- New curriculum conforms with <u>international standards</u>- Training includes 50% time on <u>practical application and discussion</u>- All <u>primary principals trained</u> for 2-3 days and <u>all grade teachers trained</u> for 6-12 days- Significant improvements in the areas of <u>ethnic minority & disabled children, access and achievements</u> | <ul style="list-style-type: none">- There are <u>variations</u> in results <u>between provinces</u>- Some weaknesses in <u>teacher skills</u> still remain- <u>Longer training with fewer participants</u> is recommended for active participation- Full day schooling achievement varies - <u>policy, regulation and facilities needed</u>- Specific <u>criteria for assessment and ranking</u> of disabled is not available- New <u>assessment methodologies</u> are difficult for teachers to grasp |

Recommendations from the 1st year evaluation conducted by MOET include:

- ✓ Assistance to all education management levels for the implementation of curriculum renovations
- ✓ Renovation of pre-service and in-service training including one month training for all in-service teachers and school support to solve problems and identify lessons learned.
- ✓ Dissemination to society and education sector to overcome difficulties
- ✓ Utilization of resources to ensure classrooms, playgrounds and teaching/learning equipment and facilities to shift gradually to full day schooling.

2.4 Progress of National Target Program

There are six National Target Programs in the Education Development Strategic Plan for 2001-2010 (EDSP 2010), and four of them are a continuation from the targeted program from the 1990s. Special budgets have been allocated to implement the program since the issuance of the EDSP 2010. The program is implemented nationwide, and provincial and district government (DOET, BOET and relevant agencies) are the main executing organizations.

Central government, (MOET, in cooperation with MPI (Ministry of Planning and Investment) and MOF (Ministry of Finance)) determines the indicative budget amount allocated and programs to be targeted in respective provinces. The MOET National Steering Committee together with the MPI and MOF monitors and supervises overall program progress. Furthermore, MOET departments have been assigned to respective program(s) to monitor the implementation process by providing official papers/guideline.

Table 2.4.1.1: National Targeted Program and MOET Department in Charge

| National Targeted Program | Department in charge of the Management Unit |
|--|--|
| NT1 Consolidation of UPE and illiteracy elimination | Primary Education Dept. Secondary Education Dept. |
| NT2 Renovation of the curriculum and teaching methods* | National Institute of Educational Strategy and Curriculum Secondary Education Dept |
| NT3 Training of IT officers and introduction of IT into school education* | Science and Technology Dept. |
| NT4 Provision of pre-/in-service training courses for teachers. Strengthening facilities at TTCs | Administration Bureau Planning and Financing Dept. |
| NT5 Support for ethnic minority and disadvantaged regions | Ethnic education center (Under the National Institute of Educational Strategy and Curriculum) ³ |
| NT6 Strengthening of school facilities Construction of some key universities and professional secondary schools | Planning and Financing Dept. |

*Program newly added in the EDSP 2010

The Targeted Program components are:

NT1 Consolidation of UPE and illiteracy elimination: The annual budget allocation is roughly VND 40 - 50 billion since 2001, which is much smaller than the budget allocated for similar activities during the 1990s. This is mainly due to progress in achieving UPE and the elimination of illiteracy, and MOET's intention to allocate increased financial resources to "NT2 Renovation of the curriculum, and teaching method". In general, MOET believes that the program targets will be achieved as intended (e.g., 100% enrolment at right-age in primary in 2005). The number of provinces that have achieved UPE in JSE has increased to 17 in 2003 from just 1 city (Ha Noi) in 2001. MOET considers that there are continuing demands for resources in this program because the remaining disadvantaged area / population are more difficult to target.

NT2 Renovation of the curriculum and teaching methods: A new curriculum has been introduced since 2002, and the annual budget allocation has been increased to support its introduction: VND 227, and 380 billion in year 2002 and 2003 respectively with a further, VND 520 billion planned for FY 2004. There are three major components under this program: In-service Training; Facility and teaching material improvement in schools; and Teaching guide and references provision. The bulk of expenditure is allocated to provision of materials and of facilities to cope with the introduction of the new curriculum.

NT3 Training of IT officers and introduction of IT into school education: Central government provides IT courses at universities and colleges with an annual budget of VND 40 – 60 billion. The program consists of supplying equipment and PCs, in-service trainings for teacher, and curriculum development of IT subjects⁴. During 2001-2005, MOET plans to provide IT courses for a total of 50,000 students/trainees, of which 20,000 will be trained in software development skills. MOET also aims to provide all existing senior secondary schools with Internet connection by the end of 2004. The program also procures PC and other facilities, which will be mainly financed by provincial government.

³ The center currently belongs to the National Institute of Educational Strategy and Curriculum. MOET intends to attach the center directly under MOET.

⁴ It currently focuses on senior secondary teacher and plans to cover junior secondary and primary in future.

NT4 Provision of pre-/in-service training courses for teachers⁵: The government has been implementing this targeted program since 1994 and is included in the EDSP 2010. The program aims to upgrade existing TTCs, to increase the number of TTCs by investing in similar but non-TTC institutions, and to convert them to TTC so that every province will have at least one TTC. The annual program budget is about VND 110-130 billion since 2001.

NT5 Support for ethnic minorities and disadvantaged regions: This program originally began in the late 1980s as part of the Doi Moi movement. Under EDSP 2010, the program receives a budget of approximately VND 130 – 180 billion annually. There are three major components under the program: School facility/building improvement; TA for improvement of provincial recurrent expenditure; and Provincial policy support which targets the disadvantaged population. Boarding schools have been promoted to provide basic education especially for ethnic minority population. MOET promoted “provincial” boarding schools (a boarding school covers one province), and “district boarding” school throughout the 1990s. In EDSP 2010, MOET seeks to develop at least one boarding school per one commune cluster.

NT6 Strengthening of school facilities construction of key universities and professional secondary schools: This is a continuation of a similar program from the 1990s. It covers facility improvements at all levels of school with a budget of some VND 120 – 200 billion annually, which is mainly allocated to the maintenance of existing school facilities. MOET finances the construction of new school buildings by issuing education bonds and seeks to eliminate all 3-shift classrooms and temporary classroom building by the end of 2005. The number of schools covered under the program was not made available during the period of the Study.

2.5 Education Finance

2.5.1 RRU (Revenue Raising Unit)

A primary school can be considered as an RRU according to Decree No.10/2002/ND-CP. An RRU in the Education & Training (E&T) sector is allowed to have wider financial and administrative autonomy, which includes the preparation of revenue and expenditure plans, the mobilization of capital from both domestic and international organizations, the recruitment of teachers, and the setting of school staff salary etc. There are two types of RRUs: Partial RRU and Full RRU. Partial RRU partially covers its expense from its own revenue, while Full RRU covers all expenses.

- ✓ E&T RRUs are allowed to set up their own annual revenue plans
- ✓ E&T RRUs are allowed to mobilize capital from both domestic and foreign organizations
- ✓ Remaining revenues can be retained within the RRUs and can be spent on financing other school operations
- ✓ Personnel arrangement – Director of the RRU can employ and lay-off staff

⁵ Published version of EDSP 2010 (English version, Education Publishing House, April 2002) states this program as “Strengthening vocational training capability”. It is confirmed, however, that in fact, the program focuses on TTC improvement, rather than collage and university in general

- ✓ E&T RRUs can determine the salary of staff, but within 2.0 – 2.5 times of general minimum salary grade as National civil servant.

Revenues sources allowed to the RRUs are similar to non-RRU schools. These include tuition fees (from students/parents), sales of services/products, school construction fee, etc. five primary schools have been covered within an EU-supported Medium Term expenditure Framework (MTEF) E&T pilot program.

2.5.2 Education Bond⁶

The National Budget plan for FY 2003 included the issuance of education bonds. The total value of the bonds issued amounted to VND 2.4 trillion. for 2003 and a similar planned amount will be issued for FY 2004. The raised capital has been allocated to provinces with the aim of improving school facilities and with specific focus on eradicating makeshift classrooms in disadvantaged areas.

In FY 2004, the Government will continue to issue education bonds to raise a further VND 2.5 trillion for the upgrading and building of schools with a focus on schools in remote and mountainous regions.

2.6 Current Facility Improvement

2.6.1 Facility Guidelines for Disadvantaged Area

More than 70% of satellite schools in disadvantaged areas are temporary facilities built in the 1990s to achieve universal primary education. Since 2000, new building guidelines for disadvantaged areas have been developed and these set out minimum requirements for permanent structures. The EFA 'action plan 2003-2015' uses the new guidelines. These guidelines were established through the World Bank's project which introduced the concept of FSQL (Fundamental School Quality Level).

2.6.2 Facilities as National Standard Level

MOET has instructed provincial authorities to promote the investment of schools/facilities to ensure that increased numbers of schools meet the national standards. At present, there are 2,266 primary schools that conform to the national standards – approximately 15% of all primary schools. The EFA 'action plan' 2003-2015 also targets school/facility improvements to ensure the provision of libraries, laboratories and other support facilities such as Teacher Training resource centers, IT centers and sports centers.

2.6.3 Facility Improvement for Full Day Schooling

Approximately 7,000 classrooms in primary schools were constructed in 2002-2003. This has resulted in a slight reduction of class/ classroom ratio, though full-day schooling throughout Viet Nam is still far from being achieved. However, the education administration at local levels have been making a concerted efforts to achieve the goal of full-day schooling in conformity with the EFA 2003-2015 'action plan', though central government financial support will still be required.

⁶ This is derived from the Saigon Times Daily (May 6, 2003), Da Tu (January 24 2003), and VNA (May 22, 2003)