

**Mid-Term Evaluation of the EFA Fast Track Initiative**

# **Country Desk Study: Vietnam**

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**Discussion Draft**



## Summary information for Vietnam

- Currency = Dong (VND)
- Exchange Rate (31 July 2009) USD 1 = VND 16,969.00
- Fiscal Year = January - December
- School year = January - December
- Structure of education system: Pre-primary, primary (5 years from age 6), lower secondary (4 years) and upper secondary (3 years).
- Population: 86 million
- Population growth rate: 1%

## Acknowledgements

The evaluation team would like to express its gratitude to the Ministry of Education in Vietnam, whose staff at all levels gave generously of their time. They would also like to thank all those persons interviewed who provided valuable input to the study.

Findings and opinions in this report are those of the evaluation team and should not be ascribed to any of the agencies that sponsored the study.

## Preface

The Fast Track Initiative (FTI) is linked both to the Education for All (EFA) goals and to the Millennium Development Goals (MDGs). The FTI was launched in 2002, and has now been running for half its expected lifetime. The FTI partnership has recognised the need to evaluate whether it is achieving the goals it has set itself. The evaluation will provide an opportunity for reform and change if necessary.

As stated in the Terms of Reference:

*The main purpose of the evaluation is to assess the effectiveness of FTI to date in accelerating progress towards achievement of EFA goals in participating countries, with particular attention to country movement towards universal primary completion (UPC). The evaluation will also assess FTI's contributions to improving aid effectiveness at both the country and global levels.*

The evaluation will draw lessons learned from the FTI's strengths and weaknesses and make a series of recommendations to further improve future partnership programming and effectiveness. Most importantly it is hoped that, as a result of this evaluation, progress towards expanding and enhancing educational opportunities will be strengthened.

The evaluation is independent but is jointly supported by a consortium of donors. The evaluation is taking place between November 2008 and December 2009. The Evaluation Oversight Committee (EOC) is made up of representatives from the donor community, partner countries and civil society. It is coordinated by Joe DeStefano (email: [jdestefano@futureofschooling.org](mailto:jdestefano@futureofschooling.org)). The evaluation team is a consortium of three companies Cambridge Education, Mokoro and Oxford Policy Management (OPM).

### Desk study methodology

The evaluation includes nine full country case studies, in Cambodia, Kenya, Burkina Faso, Ghana, Mozambique, Nicaragua, Nigeria, Pakistan, Yemen. In addition a number of much lighter desk studies are being undertaken, of which Vietnam is one. The desk studies are not researched in the same depth as full country case studies (which typically included a two-week field visit by a team of three or four evaluators). They are based on the relevant literature which can be accessed without a visit to the country (including the FTI Secretariat archives for the country in question, plus a standard set of aid data derived from the OECD DAC records). The desk study authors are individuals already familiar with the methodology of the evaluation and with the country concerned. Authors could consult one or two key informants (by phone or email) for clarification or to get the latest available documents etc. In the case of Vietnam, the author was able to draw on considerable previous experience in Vietnam. She also benefited from consulting other evaluation team members with experience of working in Vietnam and who were familiar with FTI and the education sector; it was possible to pose some relevant questions to MoET officials in the course of other work in Vietnam while the desk study was being undertaken. The author also has substantial experience of working in education in particular on the TBS E-NTP and drew from the discussions that had been undertaken with MoET and donors as part of this process.

For enquiries related to the evaluation please contact Anthea Sims Williams, the research coordinator, at [asimswilliams@mokoro.co.uk](mailto:asimswilliams@mokoro.co.uk). For regular updates about the evaluation and the most recent outputs please refer to the evaluation website at: [www.camb-ed.com/fasttrackinitiative](http://www.camb-ed.com/fasttrackinitiative)

## **Executive Summary**

### **Basic education in Vietnam**

S1 Vietnam was in one of the first group of countries invited to participate in FTI in June 2002. It did not develop an FTI proposal, but rather it submitted a pre-existing EFA plan which was endorsed towards the end of 2003. This was the National Education for All Action Plan 2003-2015.

S2 Although the EFA Action Plan is an education wide sector plan, there are key objectives outlined that relate to universal primary education. These are increasing access to quality and affordable primary education through building schools in disadvantaged areas, reducing the private costs of schooling for the disadvantaged and improving the quality of schooling through moving from half day to full day schooling.

S3 This complemented the priority that the Government of Vietnam (GoV) had already given to education, with expenditure rising from 11.1% of total public expenditure in the early 1990s to 16.9% in 2002 (Socialist Republic of Vietnam and World Bank 2005). As a result, primary enrolment has expanded rapidly with the goal of universal primary education (UPE) almost being achieved, while Vietnam is on-track to achieve FTI primary completion rate (PCR) targets.

S4 The primary education funding gap was calculated to be USD1.15 billion for the period 2003-2015 (Socialist Republic of Vietnam, 2003). This included not only the additional state funding that was required, but also the additional financing required to compensate for the loss of private contributions to the sector. It was proposed by donors that this funding would be raised through targeted budget support (TBS) to education and the Primary Education for Disadvantaged Children (PEDC) project, while general budget support also supported primary education through the inclusion of the related indicators in the Performance Assessment Framework.

### **Education financing**

S5 The Vietnam government used an already established National Targeted Programme (NTP) to support EFA and donors joined with this to establish the targeted budget support program which was projected to disburse USD 150 million over four years starting in 2006. The education NTP (E-NTP) was an earmarked fund from the government to the Ministry of Education (MoET) to ensure the implementation of education national policy, although implementation is mainly at provincial or district level. The E-NTP was then used as the main government vehicle to implement the EFA action plan and set minimum standards for primary schools. In contrast the PEDC committed USD 250 million over 7 years (2003-2009) and was designed as a project.

### **FTI inputs and effects**

S6 Awareness of FTI in the education sector in Vietnam is not very high. This is mainly due to the National EFA Plan being submitted for FTI endorsement which means that EFA has a higher profile. Although there has been the inclusion of FTI objectives within the EFA plan with a separate chapter on basic education, which has led to an increased focus in this area, this cannot be attributed to FTI. Rather it is a result of EFA and FTI is hardly cited in any documentation related to the main primary school policy and planning initiatives.

S7 There are also mixed views from informants as to the extent to which FTI has further focused donors and government around critical areas for primary education improvement. Umansky and Crouch (2006) conclude from interviews in Vietnam that FTI has supported

greater knowledge sharing around the challenges and solutions for primary education in Vietnam. All other informants had a differing view, pointing to the fact that FTI was never mentioned in dialogue in the education sector policy and planning discussions and the key issues were already under discussion as part of the preparation of the EFA plan.

S8 Increased financial support to basic education has also been leveraged by EFA in the form of the TBS E-NTP initiative which was designed to directly support EFA goals and through the PEDC which financed the construction of classrooms, undertook teacher training and supported the development of EMIS. As the PEDC was under development prior to FTI endorsement and the TBS E-NTP was established to support EFA, it is difficult to attribute an explicit FTI influence on these initiatives. Particularly as the project documents for these interventions barely mention FTI, but point to a desire to support EFA objectives as the main goal. It is possible that FTI endorsement added to the donors' wish to channel additional funds to primary education through TBS, but this was not the central motivating factor.

### High level evaluation questions

*Is what the FTI aims to accomplish consistent with current needs and priorities of Vietnam?*

S9 FTI's aims on the one hand were not consistent with the needs and priorities of Vietnam as the country had already almost achieved UPE at the time of FTI endorsement. Vietnam also had very low Pupil-Teacher Ratios (PTRs) and reasonably high levels of GoV expenditure on education, so was not an obvious candidate for FTI. On the other hand there were still important issues regarding the quality of primary education and low number of contact hours which were highlighted in discussions with the FTI Secretariat and in the EFA plan.

S10 This is probably why FTI does not have a very high profile in Vietnam as the EFA Plan already included FTI objectives and reflected national priorities, so in this sense FTI was not seen as particularly relevant as it was focusing on issues that had already been identified as important and were being addressed.

*To what extent is FTI accomplishing what it was designed to do, accelerating progress on EFA?*

S11 Vietnam had already achieved UPC by 2003, but the PCR had fallen to 92% in 2006 so progress has been reversed on EFA. Since 2002, the FTI Secretariat has not had sufficient data available to measure trends in other education indicators.

S12 The TBS E-NTP initiative which it could be argued may have been influenced marginally by FTI has not been very successful in achieving its goals of increasing capacity in the education sector and improving the quality of the education system. Therefore it cannot be said that FTI has accelerated progress on EFA.

*Has the FTI helped mobilise domestic and international resources in support of EFA and helped donor agencies to adopt more efficient development assistance strategies based on Paris Declaration ideals?*

S13 Additional international resources were mobilised in response to the preparation and endorsement of the EFA plan, which led to the establishment of the TBS for E-NTP and the PEDC, but were not a result of FTI. It is possible that FTI had some influence over the motivation of donors funding TBS, but this was not explicitly mentioned in project documents.

## **Reflections**

S14 On balance it can be argued that the main initiatives to strengthen primary education would have occurred regardless of whether Vietnam received FTI endorsement as these were established as a result of EFA. There has been little mention of FTI in key primary education policy or planning documents subsequently. Although FTI was aligned with and supported these in-country initiatives and may at the margin have encouraged donors to support the TBS E-NTP, it was EFA that provided the main impetus and was the reference point for both donors and the GoV.

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## Abbreviations and Acronyms

AsDB	Asian Development Bank
CF	Catalytic Fund
CG	Consultative Group
CIDA	Canadian International Development Agency
CPRGS	Comprehensive Poverty Reduction and Growth Strategy
CPV	Communist Party of Vietnam
DFA	District FSQL Audit
DFID	Department for International Development (UK)
EC	European Commission
EFA	Education for All
EMIS	Education Management Information System
E-NTP	Education National Targeted Program
EPDF	Education Program Development Fund
FDI	Foreign Direct Investment
FMR	Financial Management Report
FSQL	Fundamental School Quality Levels
FTI	Fast Track Initiative
GBS	General Budget Support
GDP	Gross Domestic Product
GoV	Government of Vietnam
HCS	Hanoi Core Statement
HDI	Human Development Index
IDA	International Development Association
IMF	International Monetary Fund
MDGs	Millennium Development Goals
MoET	Ministry of Education and Training
MPI	Ministry of Planning and Investment
MTEF	Medium Term Expenditure Framework
MTR	Mid Term Review
NTP	National Targeted Program
ODA	Official Development Assistance
PEDC	Primary Education for Disadvantaged Children
PCR	Primary Completion Rate
PGAE	Partnership Group on Aid Effectiveness
PRSC	Poverty Reduction Support Credit
PRSP	Poverty Reduction Strategy Paper
PTRs	Pupil-Teacher Ratios
SEDS	Socio-economic Development Strategy
SEDP	Socio-economic Development Plan
TBS	Targeted Budget Support
UNAIDS	United Nations Joint Programme on HIV/AIDS
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UPC	Universal Primary Completion
USD	United States Dollar
VDGs	Vietnam Development Goals

# 1 Vietnam Background

1.1 Vietnam has a population of 86 million and is a one-party state, with power vested in the Communist Party of Vietnam (CPV). Since the introduction of *doi moi* the economic reform programme begun in 1986, Vietnam has achieved high rates of economic growth coupled with significant reductions in poverty. Gross Domestic Product (GDP) has more than doubled in the last decade with an annual growth rate since 2000 averaging around 7.0% in real terms, while the proportion of poor households in Viet Nam has significantly decreased from 58.1% in 1993 to 16% in 2006 (World Bank, 2008).

1.2 Social indicators have been improving. The Vietnam Development Goals (VDGs) which are a localised version of the Millennium Development Goals (MDGs) and the MDGs, show a consistent improvement of social indicators, from education enrolment to infant mortality. Vietnam has achieved five of the main MDG targets set for 2015, while another four are on course to being achieved; the only target that is uncertain to be reached is reversing the loss of environmental resources (World Bank 2007).

1.3 As a result, Vietnam's Human Development Index (HDI) has been steadily improving from 0.583 in 1985 to 0.688 in 2000 and 0.718 in 2008. Vietnam currently ranks 114<sup>th</sup> out of 179 countries in the HDI 2008 (UNDP, 2008). Nonetheless, this positive scenario masks important disparities that exist between the Kinh majority and ethnic minority groups. Maternal mortality rates are higher and school enrolment rates are lower for ethnic groups than for the rest of the country.

1.4 The economic picture is beginning to change however, due to the domestic economy overheating and the international financial crisis. GDP growth has slowed and inflation reached a 17-year high of 28.3% in August 2008 before falling to 17.5% in January 2009 (IMF, 2009). Foreign Direct Investment (FDI) commitments have also fallen and exports have declined, which is likely to lead to economic growth being lower in the near future.

1.5 The reform agenda in Vietnam is guided by a series of five and ten year plans. The main plan is the Socio-economic Development Strategy (SEDS) 2001-2010, with the strategic goals of the SEDS reflected in the Socio-Economic Development Plan (SEDP) 2001-2005 and 2006-2010. The main objective of the plan is to achieve middle-income status by 2010 and maintain economic growth, promote productive employment, achieve social inclusiveness and build a modern, accountable and efficient administration.

1.6 Vietnam's Poverty Reduction Strategy Paper (PRSP) called the Comprehensive Poverty Reduction and Growth Strategy (CPRGS) was approved in 2002. This articulated the main goals of the SEDP and poverty reduction objectives. In 2006 rather than develop a separate PRSP, this document was incorporated into the new SEDP which now guides both government and donor development activities and objectives.

## 2 Aid Relationships

2.1 Vietnam is not aid dependent having received only around 3% of its GDP in the form of grants and concessional loans from donors in 2007. Despite this, there are a large number of donors present in Vietnam and ODA (Official Development Assistance) has remained at a reasonably constant level in recent years (See Annex A, Figure 1). Currently there are 51 donors, with the largest donor in 2006 in terms of aid commitments being Japan at 32% of total ODA, followed by France with 18% and IDA (International Development Association) with 16%. However, it should be noted that in Vietnam there is a large difference between commitments and disbursements, which averages out at around 40% per year.

2.2 In terms of sectoral share, the majority of ODA went to infrastructure, industry and energy. Between 1993 and 2008 total disbursements to infrastructure were 28% of total ODA, while 21% went to the industry and the energy sector, 16% to agriculture and rural development and 9% to health, education and training (MPI, 2009).

2.3 In terms of education, there has been an increase in donor commitments and disbursements. As Annex A, Table 2 indicates, disbursements to basic education have more than doubled between 2002 and 2006, while post-secondary education disbursement has risen three-fold.

2.4 The World Bank has been the main donor supporting primary and tertiary education, while the AsDB (Asian Development Bank) focuses on secondary and vocational educational training. In terms of basic education, the World Bank was the most significant donor during the period 1996-2006, followed by the UK, Japan, EC and Canada (see Annex A, Figure 2).

2.5 There has been a significant effort invested in trying to increase aid effectiveness in Vietnam. The Paris Declaration has been localised with both donors and the Government of Vietnam (GoV) developing the Hanoi Core Statement (HCS) in June 2005 which includes reciprocal commitments relating to ownership, harmonisation, alignment, mutual accountability and managing for results. Progress towards achieving these objectives is assessed through a comprehensive monitoring and review process.

2.6 There is also a framework for dialogue between donors and the GoV with the annual Consultative Group (CG) meetings providing the overarching mechanism for this dialogue. The Partnership Group on Aid Effectiveness (PGAE) established in 2003 has also played an active and positive role in promoting aid effectiveness within Vietnam and in supporting analytical work and dialogue to improve HCS implementation. Currently, there are 20 other different sectoral and thematic working groups called 'partnership groups' which focus on sectoral issues. An education partnership group was established to support the EFA Action Plan in 2003.

## 3 Basic Education in Vietnam

### Education System

3.1 There are four levels of schooling in Vietnam. These are pre-primary, primary (5 years from age 6), lower secondary (4 years) and upper secondary (3 years). The provision of education is mainly through state schools, although there are a few semi-state schools where the government provides the facilities, but parents meet the operating costs. There is also vocational technical education and training and higher education through colleges and universities.

3.2 Policy responsibility lies with the Ministry of Education and Training (MoET), while the decentralisation process has led to service provision being managed at local levels. MoET manages higher institutions, provinces manage upper-secondary schools and districts and communes manage lower secondary, primary and pre-primary schools.

3.3 Education policy in Vietnam can be divided into two periods. The first from the early eighties until the mid-1990s when the share of education in the state budget was low at 11.1%, while the share of public education funding as a percentage of GDP was 2.8%. In the second period public funding to education rose and in 1996 the Party Congress adopted a target of 15% of public expenditure for the education sector by 2000. This target was achieved by 1997 (See timeline in Annex B). It has since risen only very slowly to 16.7% in 2008 (Minford, 2009).

3.4 The objectives of government education policy are outlined in the Secondary Education Master Plan (2002), the Education for All Strategic Development Plan 2001-2010 which was developed in 2003 and the Education for All Plan (2003). In December 2008 the Government published a draft national strategy on education for 2008-2020.

3.5 The overarching objectives of the education sector as outlined in the Education for All Plan 2003 are:

- moving from quantity to quality;
- completing universal primary and lower secondary education;
- providing life-long learning opportunities;
- mobilising full community participation;
- ensuring effective management and ever better resource allocation.

3.6 The VDGs also specify a number of targets for education for 2010. These include 99% net enrolment for primary schools, the elimination of ethnic-based disparities, improving quality and achieving full-day schooling.

3.7 In the last decade the government has given priority to education which has been supported by policy measures designed to increase school enrolments and reduce inequalities. Free primary education was introduced in 2001 with 7 million students exempted from tuition or allowed to pay reduced tuition fees, while more than 4 million students were given free stationery, textbooks and scholarships. There has also been a move to recruit additional teachers and build new classrooms, as well as provide incentives to provinces to expand school enrolment.

3.8 As a result of these measures enrolment has expanded rapidly and the goal of universal primary education has almost been achieved. Net enrolment rates reached 94.6% in primary education, 90.1 % for lower secondary and 63% for upper secondary at the end of the school year in 2004 (World Bank 2007).

3.9 At the time of submission of the Education for All (EFA) Plan for Fast Track Initiative (FTI) endorsement the World Bank estimated that the Primary Completion Rate (PCR) was 95%. The FTI Secretariat in its comments on the EFA plan noted that the chief aim of FTI is to accelerate progress towards Universal Primary Completion (UPC) and that Vietnam should aim to reach 100% before 2015. The 2008 FTI Progress Report indicates that Vietnam is on-track to achieve UPC objectives, although the PCR has decreased to 92% in 2006.

3.10 Despite the fact that Vietnam had nearly achieved UPC at the time of FTI endorsement, there were still important issues that remained in the education sector and are still relevant currently. The coverage of primary schooling has increased, but quality remains an issue. Pupil teacher ratios remain within international norms, but the amount of contact time between teachers and pupils is low. Schooling is on a half day basis for primary and upper secondary school. Full day schooling has been introduced at primary level, but is funded by parents' contributions rather than by the government, so is only available to students whose parents can afford it.

3.11 Improvement of quality has also become a key issue. To tackle this a system of Fundamental School Quality Levels (FSQL) has been introduced which aims to achieve agreed service delivery levels; and is measured through the PEDC's database. This combines indicators related to areas such as to school management, training of teachers and quality of classroom materials and allows schools to be measured according to specific targets. The content of teaching is also an issue, as there are concerns that what is taught does not reflect Vietnam's transition to a market economy and learning by rote rather than developing problem solving skills is inappropriate.

3.12 One major advantage for Vietnam is that the number of primary age children has fallen by around 25% over the last decade due to a decline in the fertility rate. This has led to a fall in pupil teacher ratios which were at 34 in 1994, whereas by 2006 they were at 21 (FTI, 2008); and also to a fall in the gross enrolment ratio.

3.13 The education sector has also been included as one of four pilots for the Medium Term Expenditure Framework (MTEF) process which has been designed to improve planning and budgeting in the sector.

## 4 Overview of the FTI in Vietnam

4.1 Vietnam was one of the first groups of countries invited to participate in FTI in 2002. It did not develop an FTI proposal, but rather it submitted a pre-existing EFA action plan which was endorsed towards the end of 2003. This was the National Education for All Action Plan 2003-2015 which was finalised in June 2003.

4.2 Although the EFA Action Plan is an education wide sector plan, there are key objectives outlined that relate to universal primary education. These are increasing access to quality and affordable primary education through building schools in disadvantaged areas, reducing the private costs of schooling for the disadvantaged and improving the quality of schooling through moving from half day to full day schooling.

4.3 This has led to the focus in Vietnam being on EFA and the EFA Action Plan rather than FTI and as Umansky and Crouch (2006) note, this means that FTI is not very well known in Vietnam, although its goals have been incorporated into the planning process, but not explicitly as a result of FTI.

4.4 In September 2003 there was a joint Government/Donor Review meeting of the National EFA Action Plan. At this meeting three priority steps were defined for MoET to implement the EFA Action Plan. These were to:

- Set up an implementation structure and mechanism for EFA;
- Start capacity building at provincial level. This was intended to be through a project supported by the World Bank, CIDA (Canadian International Development Agency) and UNESCO (United Nations Educational, Scientific and Cultural Organisation) to develop a planning process and prepare provincial education plans;
- Start operationalising the EFA action plan programmes through drawing up a detailed implementation plan.

4.5 The primary education funding gap was calculated to be USD1.15 billion for the period 2003-2015 (Socialist Republic of Vietnam, 2003). This included not only the additional state funding that was required, but also the additional financing required to compensate for the loss of private contributions to the sector. This funding would be partially raised through donors providing Targeted Budget Support (TBS) to assist in bridging the financing gap for primary education. Also through the Primary Education for Disadvantaged Children (PEDC) project, with general budget support supporting primary education through the inclusion of the related indicators in the Performance Assessment Framework.

4.6 The Vietnamese government has used a National Targeted Programme (NTP) to support EFA. The education NTP (E-NTP) had already been established in 2001 and was an earmarked fund from the government to the MoET to ensure the implementation of education national policy, although implementation tends to be at provincial or district level. The E-NTP was used as the main government vehicle to implement the EFA action plan and set minimum standards for primary schools.

4.7 The TBS programme (2005-2009) was established by donors to achieve the EFA goals through supporting five of the eight components of the GoV E-NTP which focused on achieving FSQ through improving the quality of basic education and strengthening the administration of the E-NTP. The donors involved were the World Bank, DFID, New Zealand,

CIDA, Belgium, EC (European Commission) and Spain. Norway chose not to join the TBS, but support the whole of the E-NTP separately. The indicative commitments by donor are shown in Annex A, Table 6. The TBS E-NTP support represents around 0.5% of the total annual education budget and so relatively is very small (Minford, 2009).

4.8 The programme was designed to assist along with the PEDC in reaching FSQL minimum standards, with the main programme beneficiaries being children whose schools were being upgraded to FSQL and out-of school children drawn into the education system. The programme expected to result in improvements in educational outcomes, particularly reduced repetition rates, enhanced retention, completion of primary school and transition to lower secondary school.

4.9 Through the PEDC project (2002-2009) the World Bank, DFID, Norway, CIDA and AusAID contribute to the funding of school and classroom construction and, crucially an annual database monitoring the achievement of FSQL standards, with counterpart funding from the GoV. The goal of this project was to contribute to the achievement of universal completion of primary education in Vietnam, through improving access to primary schools and the quality of education for disadvantaged and high risk girls and boys in the 222 poorest districts of the 40 poorest provinces.

4.10 The PEDC project has progressed slower than expected with the mid-term review team at the end of 2006 concluding that the project was progressing marginally satisfactorily. Serious shortcomings were found and ten concrete targets were developed to be met by the end of March 2007. A follow-up review to the mid-term review in May 2007 stated that they were impressed by the progress made on the ten critical targets as most had been achieved. The project is due to finish at the end of 2009; but in fact is receiving an extension until mid 2010.

4.11 The targeted budget support by donors for the E-NTP has recently been reviewed with the conclusion that the intervention had not achieved all the goals originally established at the beginning of the funding. Positive benefits could be seen in terms of increasing funding to primary education, stronger donor harmonisation and increased dialogue with government, but support overall has not been as effective as anticipated, due to limited capacity, a mismatch between TBS design and GoV systems and a lack of donor influence on education policy.

4.12 General budget support is funded in Vietnam through the World Bank poverty reduction support credit (PRSC). The PRSC has supported the achievement of primary education targets through including prior actions in the policy matrix that relate to education. In the PRSC 1-5 cycle there were prior actions included to adopt the EFA framework, to raise the expenditure share of education and training to 17.1% of the budget and to adopt minimum quality standards for primary schools nationwide. These prior actions were all rated as satisfactorily achieved.

4.13 In the PRSC 6-10 cycle there are prior actions that related to extending performance standards for primary teachers nationwide, including evidence based assumptions and mandating full-day schooling at primary level to increase teaching hours and reduce out of pocket expenses for the poor.

4.14 It is useful to bear in mind that one of the main initiatives to support primary education was under development prior to FTI, with the PEDC project being planned during 2001-2002, which means that FTI has not had an influence on it. TBS to the E-NTP began in

2006, but the documentation related to this makes little mention of FTI, referring to EFA instead (see World Bank 2005 and Education Sector Group 2003). The extent to which any FTI influence on basic education in Vietnam can be discerned is discussed below.

## 5 Key Issues

### FTI and Education Policy and Planning

5.1 FTI has had minimal influence if any on education policy and planning as the GoV submitted a pre-existing Education for All Plan for endorsement, which was under preparation before Vietnam was invited to join FTI. This has led to a focus on the education sector as a whole rather than just on primary education in terms of planning and policy.

5.2 There are mixed views from informants as to the extent to which FTI since the endorsement process has further focused donors and government around critical areas for primary education improvement. Umansky and Crouch (2006) conclude from interviews in Vietnam that FTI has supported greater knowledge sharing around the challenges and solutions for primary education in Vietnam. They argue this has helped to contribute towards the development of primary education policy. All other informants had a different view, pointing to the fact that as FTI was never mentioned in dialogue in the education sector or in planning documents, it is unlikely that there had been any influence of FTI on policy and planning. It is also useful to note that FTI is not well known among officials in MoET.

### FTI and the Financing of Education

5.3 Vietnam did not apply for any funding from either the Catalytic Fund (CF) or the Education Program Development Fund (EPDF). This is probably because the GoV was able to leverage additional donor resources in-country to fill the financing gap. Increased financial support to basic education was received from donors in the form of the TBS E-NTP initiative and the PEDC. As a result, resources for basic education have increased from both the GoV and donors.

5.4 For the TBS E-NTP the GoV made a commitment to donors that state-budget financing for the E-NTP would increase by 10% annually over 2002-2009, a commitment which has been honoured, while donors' commitments have been additional to GoV funds to the amount of USD128 million (Minford, 2009).<sup>1</sup> The share of education funding from the state budget from 2005-2009 can be found in Annex A, Table 4.

5.5 For the PEDC project a commitment of USD200 million by donors was made, with the GoV contributing counterpart funding of USD43 million. See Annex A, Table 5 for total funding commitments.

5.6 The GoV has pledged to increase the share of the education budget to 20% of the total state budget by 2010 in response to EFA commitments. As Table 3 Annex A illustrates, in 1994 the share of education spending in the state budget was 14%, in 2003 it had risen to 17%, while in 2009 it had decreased slightly to 16.6% (Minford, 2009). Education spending will have to increase significantly to reach the 20% share of total government spending target.

5.7 As the PEDC was under development prior to FTI endorsement and was considered a successor to education projects that had previously been funded by donors, the increase

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<sup>1</sup> This is confirmed by Umansky and Crouch (2006) who note that there is a sense among donors in Vietnam that FTI provided increased leverage to mobilise resources and further coordinate donors.

in funding to basic education as a result of this project cannot be attributed to FTI. The TBS E-NTP was established to support EFA, but again it is difficult to attribute an explicit FTI influence as the project documents barely mention FTI, but point to a desire to support EFA objectives as the main goal. It is possible that FTI endorsement added to the donors wish to channel additional funds to the TBS E-NTP, but this was not discussed at country level and did not appear to be the central motivating factor. This leads to the conclusion that FTI's influence on funding to basic education is likely to have been marginal at best.

## **FTI and the Data Gaps**

5.8 In Vietnam, education data has been weak which presents a problem for policy development and planning, although the PEDC DFA (District FSQI Audit) has established a comprehensive data collection system for primary education. As the World Bank 2008 notes *'the fragmentation and duplication of data on education has been one of the main obstacles to an effective management of the system'*. As a result, it has been difficult to manage the allocation of resources and the assessment of performance has been hindered as it has been difficult to get agreement on the use of one coherent data collection system.

5.9 In the TBS E-NTP weaknesses in financial reporting consistently caused problems as financial management reports were not consistent with state treasury data and were often incomplete. This was due largely to a lack of capacity to report at provincial level. Through donor pressure, improvements are now being seen in improved Financial Management Reports (FMR) and audit reports. However, this is just for the E-NTP and there is little evidence of improved reporting being adopted in other parts of the education sector.

5.10 The PEDC has developed a District FSQI Audit of schools which provides year to year performance indicators of all schools against FSQI standards. According to the 2007 follow-up to the Mid Term Review (MTR) mission this is now being used by the GoV, but has not been integrated into the national EMIS, while other donor funded interventions need to be made compatible with national systems.

5.11 Although the PEDC has contributed to filling data gaps and strengthening monitoring systems, as noted in paragraph ¶5.7 above this project was not a result of FTI. Although the TBS E-NTP may on the margin have been influenced by FTI, it has had little success in improving data collection or reporting.

## **FTI and Capacity Development**

5.12 Capacity development has proved to be a key challenge for both donors and the MoET. This arises from the decentralised nature of the GoV system which is characterised by dispersed authority and limited enforceability. The MoET only directly manages 5% of the GoV education budget, while the rest of the budget is channelled by the Ministry of Finance to the provinces and other spending units. Provinces have full authority over how they allocate the funds they receive and may have different priorities and objectives to those established at the national level.

5.13 The capacity of government officials tends to vary at provincial level and MoET has no sanction or coordination authority over other government agencies at national or sub-national levels. As a result, capacity of personnel is often weak at provincial level and also in some parts of MoET. It seems that EFA has had little success in improving capacity in the education sector. The MTR of PEDC noted that the project was rated as marginally successful as insufficient progress had been made in areas such as building classrooms.

This was a result of a lack of capacity to manage the project (World Bank, 2007). Similarly in the TBS for E-NTP, the capacity of staff within MoET had proved a constraint in moving the initiative forward, although part of the problem was also due to the capacity building component funded by donors being delayed and starting after the first component. Implementation and reporting at provincial level still remained a problem according to the end of project review (Minford, 2009).

5.14 There has been no influence of FTI on capacity development as there have been no activities implemented through FTI directed at improving capacity.

### **FTI and Aid Effectiveness**

5.15 There was little harmonisation and alignment in education prior to EFA and FTI as the donor partnership group in education was only established in 2003 to support EFA and GoV systems were not used with most support channelled through projects.

5.16 There have been successes in strengthening aid effectiveness by supporting further donor harmonisation in education and alignment with GoV systems through the TBS to the E-NTP. One of the main positive aspects of TBS for the E-NTP has been that donors now speak with one voice and there is one donor focal point who liaises with MoET. TBS has assisted in ensuring that donors act collectively which has reduced the burden on the MoET. However, given that FTI was not a large factor in establishing the TBS process, rather EFA was, it is not possible to attribute this to FTI. The partnership group in education is also very active which again was established to support the implementation of EFA not FTI.

5.17 Alignment has been improved by the use of GoV financial systems as TBS funding is channelled through the State Bank of Vietnam to the Treasury. It is earmarked to the E-NTP and uses government financial reporting systems. This is an improvement on the previous situation where each donor operated separate projects using parallel systems to the national ones, although the PEDC still operates as a project and is off-budget. Similarly these increases in alignment cannot be attributed to FTI.

### **Cross-Cutting Issues**

5.18 Cross-cutting issues were already included in education sector plans and the EFA National Plan, which were developed prior to FTI. Issues such as equity and access for various disadvantaged groups have been prominent in educational discussions and a key part of GoV policy. The cross-cutting issue that is not included is HIV/AIDS, which as was noted by UNAIDS response to the Vietnam EFA National Plan, is not included at all.

## 6 Conclusions

6.1 The conclusions give the overall assessments for Vietnam against each of the high level questions. It then provides a summary of overall conclusions and conclusions for each workstream. Findings are spelt out systematically and in detail in the matrix which identifies the FTI inputs and assesses the relevance, effectiveness, efficiency and sustainability of FTI's contributions.

### **The High Level Evaluation Questions**

#### **Is what the FTI aims to accomplish consistent with current needs and priorities of Vietnam?**

6.2 FTI's aims on the one hand were not consistent with the needs and priorities of Vietnam as the country had already almost achieved UPE at the time of FTI endorsement. Vietnam also had very low Pupil-Teacher Ratios (PTRs) and reasonably high levels of GoV expenditure on education, so was not an obvious candidate for FTI. On the other hand there were still important issues regarding the quality of primary education and low number of contact hours which were highlighted in discussions with the FTI Secretariat and in the EFA plan.

6.3 This is probably why FTI does not have a very high profile in Vietnam as the EFA Plan already included FTI objectives and reflected national priorities, so in this sense FTI was not seen as particularly relevant as it was focusing on issues that had already been identified as important and were being addressed.

#### **To what extent is FTI accomplishing what it was designed to do, accelerating progress on EFA?**

6.4 Vietnam had already achieved UPC by 2003, but the PCR had fallen to 92% in 2006 so progress has been reversed on EFA. Since 2002, the FTI Secretariat has not had sufficient data available to measure trends in other education indicators.

6.5 The TBS E-NTP initiative which it could be argued may have been influenced marginally by FTI has not been very successful in achieving its goals of increasing capacity in the education sector and improving the quality of the education system. Therefore it cannot be said that FTI has accelerated progress on EFA.

#### **Has the FTI helped mobilise domestic and international resources in support of EFA and helped donor agencies to adopt more efficient development assistance strategies based on Paris Declaration ideals?**

6.6 Additional international resources were mobilised in response to the preparation and endorsement of the EFA plan, which led to the establishment of the TBS for E-NTP and the PEDC, but were not a result of FTI. It is possible that FTI had some influence over the motivation of donors funding TBS, but this was not explicitly mentioned in project documents.

## **Relevance, effectiveness, efficiency and sustainability**

### **Relevance**

6.7 FTI was relevant to Vietnam in the sense that it fitted with GoV aims and priorities which had already been articulated in the EFA Plan. On the other hand, it can be argued that FTI was not particularly relevant as the country had already almost achieved UPC at the time of FTI endorsement and given that this is FTI's main objective, Vietnam was not an obvious candidate for FTI. There was also sufficient funding available for primary education in-country from donors and EFA acted as a catalyst for leveraging this, rather than FTI.

### **Effectiveness**

6.8 FTI has not been effective as it has had very little influence on education policy, planning, finance or aid effectiveness. The education sector already had a well articulated education plan developed in response to EFA which included many of the elements put forward by FTI. Of the two main mechanisms for financing primary education, the PEDC was developed before FTI preparation and endorsement, while the TBS E-NTP was developed to support EFA objectives through the GoV NTP. It is possible that there may have been a marginal influence of FTI, but this is not stated in project documents.

### **Efficiency**

6.9 As there were no significant FTI inputs in Vietnam it is not possible to comment on the efficiency.

### **Analytical summary**

6.10 Box 1 provides a more detailed summary of findings and conclusions, overall and for each stream of analysis, against the principal DAC evaluation criteria.

**Box 1. Analytical Summary Matrix**

<b>SUMMARY – VIETNAM</b>		
<b>Context:</b> <i>What was the situation at level zero? What was happening in country before FTI?</i>		
<ul style="list-style-type: none"> <li>Prior to FTI there had been a series of strategic ten year and five year plans. These were reasonably credible but not costed particularly well. The Education for All (EFA) Strategic Development Plan 2001-2010 which was developed in 2003 and the Education for All Plan (2003) were strong plans which were costed which produced prior to Fast Track Initiative (FTI) and submitted to FTI for endorsement. The Government of Vietnam (GoV) had already been increasing state budget financing for education which had been around 11.1% in the mid-1990s and a target had been set of 15% by 2000, which was achieved by 1997. The aid modalities used in Vietnam prior to FTI were projects. There was little harmonisation and alignment in education as the donor partnership group in education was only established in 2003 to support EFA and GoV systems were not used as the project modality prevailed. The key capacity issues were that although plans were good, implementation was weak. The capacity of MoET was weak, as was that of provinces. The ability to report on financial and implementation issues was not good, nor was monitoring and evaluation. Little data was available and monitoring was more focused on inputs rather than outcomes. The key cross-cutting issues were equity as disadvantaged children had less access to education which included ethnic minorities, disabled and children from poor families. Efforts were made to address these issues as equity has always been a major focus of the GoV. HIV/AIDS was not addressed, but it was probably not a major issue at this time.</li> </ul>		
<b>Inputs:</b> <i>What did FTI do? What problems did it identify and how did it address them? What non-FTI inputs and processes took place over the same period?</i>		
<ul style="list-style-type: none"> <li>The Education National Targeted Programme (E-NTP) was already in existence and the GoV used this existing structure to finance the EFA action plan and implement key activities. No policy changes took place as the GoV prior to FTI had already prioritised education and had objectives to implement free primary education and bring in full-day schooling (which has not yet happened). Additional financing was leveraged from donors as a result of EFA, not FTI although there may have been a marginal influence. There was a strengthening of Monitoring and Evaluation (M&amp;E) through the Primary Education for Disadvantaged Children (PEDC) District FSQ Audit (DFA), but this is unrelated to FTI. The E-NTP has a component which is focusing on M&amp;E but little progress has been made to date and reporting from sub-central levels is still very weak. Aid effectiveness strengthened due to the group of Targeted Budget Support (TBS) E-NTP donors which worked together as a group, rather than implementing additional projects. In the TBS support GoV financial and reporting systems were used, which was not the case in PEDC.</li> </ul>		
<b>Relevance</b> - <i>Were the objectives of FTI support relevant? Was the design appropriate?</i>	<b>Immediate effects and intermediate outcomes:</b> <i>What were the effects and intermediate outcomes on the sector in terms of effectiveness, and efficiency? (Immediate effects refer to processes, intermediate outcomes refer to changes in sector policy expenditure and service delivery)</i>	
	<b>Effectiveness</b> – <i>To what extent did FTI contribute to improving education sector policies, planning, data, budgeting, level of finance, delivery, monitoring and evaluation and aid effectiveness?</i>	<b>Efficiency</b> - <i>How economically was FTI support translated into results?</i>
FTI's aims on the one hand were not consistent with the needs and priorities of Vietnam as the country had already almost achieved UPE at the time of FTI endorsement. Vietnam also had very low PTRs and reasonably high levels of GoV expenditure on education, so was not an obvious candidate for FTI. On the other hand there were still important issues regarding the quality of primary education and low number of contact hours which were highlighted in discussions with the FTI Secretariat and in the EFA plan.	<ul style="list-style-type: none"> <li>There has been little change in education policy as a result of FTI as it built on already existing GoV policies. For example the goal of increasing GoV funds to education was a policy prior to FTI. FTI/EFA reinforced these policies and gave a structure through which donors could align their support to FTI.</li> <li>Financing was leveraged through the PEDC and TBS E-NTP but again this was a response to the EFA plan not explicitly of FTI.</li> <li>The situation is the same for other areas (capacity building, harmonisation and alignment).</li> </ul>	<ul style="list-style-type: none"> <li>Although the E-NTP was already in existence and should have in theory been an efficient mechanism for support, the burden of additional donor demands put significant pressure on the Ministry of Education and Training (MoET) and the transaction costs were considerable.</li> <li>MoET also had little control over the provinces and districts so could do little to influence implementation and M&amp;E.</li> </ul>

**SUMMARY – VIETNAM**

**Outcomes:** What has been the effect on quantity, quality, access and sustainability of primary education?

- Vietnam had already nearly reached the Universal Primary Completion (UPC) target prior to FTI.
- Access and equity were already key GoV targets prior to FTI, EFA allowed coverage of primary education to increase assisting in meeting these targets. Some have not yet been met such as the introduction of full day schooling for all, although the introduction of this would have significant fiscal implications.
- There is little evidence of EFA/FTI influence on learning outcomes as quality of education is still a concern.
- Sustainability of primary education is not an issue per se, although there will probably be a reduction in education funding due to the completion of the TBS E-NTP but this represented only a small amount, around 2% of total education expenditure. PEDC will also end in 2010.

<b>STREAM 1: Policy and Planning</b>		
<b>Context:</b> <i>What was the situation at level zero with respect to policy and planning? What was happening in country before FTI?</i>		
<ul style="list-style-type: none"> <li>• A comprehensive education sector plan existed, although this was not costed in detail. It provided a strong guide for priority setting and was integrated into the GoV national planning process.</li> <li>• The main strategies in place for ensuring EFA and achieving UPC were an increase in state budget funding of education which had increased since the end of the 1990s, the introduction of reduced tuition fees for primary schooling for disadvantaged children and free textbooks.</li> <li>• Gender, equity and exclusion were being addressed in the sector plan, in particular at primary level but not HIV/AIDS.</li> <li>• Educational planning processes were very integrated and inclusive, with the decentralisation process leading to considerable autonomy at provincial and district levels.</li> </ul>		
<b>Inputs:</b> <i>What did FTI do? What problems did it identify and how did it address them? What non-FTI inputs and processes took place over the same period?</i>		
<p>Non FTI inputs into country-level education policy and planning in the period since FTI came in:</p> <ul style="list-style-type: none"> <li>• A pilot Medium-Term Expenditure Framework (MTEF) was established in education</li> <li>• Other support in education comprised the EC establishing an EMIS project to strengthen management information systems</li> <li>• Adoption by the GoV of FSQI into national planning systems, based on PEDC DFA implemented in second year of PEDC</li> </ul> <p>FTI specific inputs:</p> <ul style="list-style-type: none"> <li>• EFA provided support to policy through dialogue in the TBS E-NTP which supported 5 of the 8 NTP components directed at EFA. Also through the General Budget Support (GBS) and Poverty Reduction Support Credit (PRSC) were key FTI objectives were included as prior action, while it also provided a forum for policy dialogue on primary education issues. There are mixed views on the extent to which FTI provides issues that donors could focus on to strengthen primary education, but generally the perception is that FTI did not have an influence.</li> </ul>		
<b>Relevance</b> - <i>Were the objectives of FTI support to policy and planning relevant? Was the design appropriate?</i>	<b>Immediate effects and intermediate outcomes:</b> <i>What were the effects and intermediate outcomes on the sector in terms of effectiveness, and efficiency? (Immediate effects refer to processes, intermediate outcomes refer to changes in sector policy, expenditure and service delivery)</i>	
	<b>Effectiveness</b> – <i>To what extent did FTI contribute to developing quality education plans encompassing UPC targets? To what extent did FTI contribute to implementation of sector policies?</i>	<b>Efficiency</b> - <i>How economically was FTI support to country level policy and planning translated into results?</i>
FTI support was relevant in assisting in supporting GoV policy already established.	<ul style="list-style-type: none"> <li>• FTI supported GoV plans and policies. Activities strongly reflect sector policy priorities such as UPC and increasing quality. The extent to which FTI influenced this is disputed however and not likely to be strong.</li> <li>• The education partnership group is strong but MoET retains ownership over policy and planning with donors disappointed in some instances that they do not have much influence. This is not necessarily a bad thing.</li> <li>• Gender and equity are adequately included but HIV/AIDS is not. These were already GoV policy priorities</li> </ul>	<ul style="list-style-type: none"> <li>• There has been little influence of FTI on policy and planning, apart from funding to implement policy.</li> </ul>
<b>Sustainability:</b> <i>Are the changes that took place in policy and planning interventions likely to survive? How resilient are the benefits to risks?</i>		
<ul style="list-style-type: none"> <li>• There has been little if any change due to FTI in planning and policy as it was already integrated into strong national planning processes. Those that have been imposed from outside such as the MTEF have not been particularly successful.</li> </ul>		

STREAM 2: Finance		
<b>Context:</b> <i>What was the situation at level zero with respect to education finance? What was happening in country before FTI?</i>		
<ul style="list-style-type: none"> <li>It is not known if external and domestic finance was adequate to meet the financing gap, but additional donor resources were leveraged and GoV budget funds did increase in real terms. This was not an explicit impact of FTI, but EFA.</li> <li>Financial and budgeting systems are opaque, particularly in the education sector and decentralisation means that most education sector state budget funds go straight to the provinces from the Ministry of Finance and bypass MoET. The GoV budgeting system is not very transparent with little information published in the state budget. There is very little information published at provincial level and financial reporting is weak. As a result the key elements of the budget process are not well integrated. NTP financial management processes are particularly opaque, although it should be acknowledged that there have been improvements in all these areas over the years.</li> <li>There is no overall MTEF process and insufficient information published on the state budget to work out whether budget allocations are similar to actual expenditure</li> <li>Quality of Public Financial Management (PFM) systems were not good, but significant donor efforts have been directed at improving them since the beginning of 2000s.</li> </ul>		
<b>Inputs:</b> <i>What did FTI do? What problems did it identify and how did it address them? What non-FTI inputs and processes took place over the same period?</i>		
<p>Non FTI inputs into country-level financial planning and resource mobilization in the education sector in the period since FTI came in:</p> <ul style="list-style-type: none"> <li>Pilot MTEFs were established in four ministries, education included. A medium-term budgeting process is due to be implemented at central level and rolled out nationally in 2010.</li> <li>Activities to strengthen PFM occurred a central level such as treasury accounting, budgeting and management information system (TABMIS). This will be piloted from 2010.</li> <li>Annual JARs occur.</li> </ul> <p>FTI specific inputs:</p> <ul style="list-style-type: none"> <li>No additional FTI funds were sought through CF or EDBP but additional donor funds were sought to support EFA through the TBS E-NTP, although at best FTI would have had a marginal influence on these.</li> </ul>		
<b>Relevance</b> - <i>Were the objectives of FTI support to education finance relevant? Was the design appropriate?</i>	<b>Immediate effects and intermediate outcomes:</b> <i>What were the effects and intermediate outcomes on the sector in terms of effectiveness, and efficiency? (Immediate effects refer to processes, intermediate outcomes refer to changes in sector policy, expenditure and service delivery)</i>	
	<b>Effectiveness</b> – <i>To what extent did FTI contribute to a stronger education budget process? To what extent did FTI contribute to the increase in total funds for primary education?</i>	<b>Efficiency</b> - <i>How economically was FTI support to country level finance for education translated into results?</i>
<p>FTI did not support education financing in any significant way.</p> <p>The objectives of TBS E-NTP support to education finance were relevant as strengthening of PFM systems was important in education as these were weak.</p> <p>However, the specific support was not relevant as MoET did not own PFM systems, rather the Ministry of Finance did. This meant that there was limited scope for the MoET to change their own financial systems.</p>	<ul style="list-style-type: none"> <li>The education budget process is not more comprehensive, transparent and efficient.</li> <li>There is no recent information on trends in funds to primary education.</li> <li>The funding gap for achieving UPC/EFA is closing.</li> </ul>	<ul style="list-style-type: none"> <li>TBS E-NTP support expended significant time and effort in improving education sector PFM systems with little results. Systems are still opaque for the E-NTP, financial reporting is not strong and the MTEF process is not yet embedded in education and remains unconnected to national budgeting systems as no national MTEF exists.</li> <li>Additional resources were mobilised from donors for primary schools, but the E-NTP was not the most efficient mechanism to deliver this funding as it was too narrow in scope.</li> </ul>
<b>Sustainability:</b> <i>Are the changes that took place in the education budget process and the level of finance for primary education likely to survive? How resilient are the benefits to risks?</i>		
<ul style="list-style-type: none"> <li>There have been few changes in the education budget process.</li> <li>Given the negative macroeconomic outlook it is unlikely that domestic finance for primary education will increase further.</li> </ul>		

STREAM 3: Data and Monitoring & Evaluation		
<b>Context:</b> <i>What was the situation at level zero with respect to data and M&amp;E? What was happening in country before FTI? Was quality and use of data relevant to the context and to the monitoring needs of the education strategies?</i>		
<ul style="list-style-type: none"> <li>Comprehensive data on the education sector is available for schools, districts and provinces, but is often not used extensively for planning.</li> <li>The UPC indicator, class repetition, drop out and pupil teacher ratio was being monitored prior to FTI.</li> </ul>		
<b>Inputs:</b> <i>What did FTI do? What problems did it identify and how did it address them? What non-FTI inputs and processes took place over the same period?</i>		
<p>Non FTI inputs into country-level education data and monitoring and evaluation in period since FTI came in:</p> <ul style="list-style-type: none"> <li>A project to develop EMIS was introduced by the EC, which has made slow progress.</li> <li>The PEDC DFA is an education information system which is being undertaken through MoET's EMIS.</li> <li>FSQL standards were used in donor projects as a guide to performance in schools. These have been adopted now by the GoV as a result of the PEDC project.</li> </ul> <p>FTI specific inputs: There were not specific FTI inputs, but through TBS E-NTP there were:</p> <ul style="list-style-type: none"> <li>TBS E-NTP included in component 2 TA and capacity building to assist in evaluation of the NTP.</li> <li>There is an annual JAR of education.</li> <li>Final review of the 'Effectiveness of Donor Support in Supporting TBS-EFA which focused on impact on planning processes, donor harmonisation and alignment, M&amp;E and GoV systems. A separate NTP final evaluation will be undertaken by the GoV.</li> </ul>		
<b>Relevance</b> - <i>Were the objectives of FTI support relevant to data and M&amp;E needs? Was the design appropriate?</i>	<b>Immediate effects and intermediate outcomes:</b> <i>What were the effects and intermediate outcomes on the sector in terms of effectiveness, and efficiency? (Immediate effects refer to processes, intermediate outcomes refer to changes in sector policy, expenditure and service delivery)</i>	
	<b>Effectiveness</b> – <i>To what extent did FTI contribute to improved collection of data and better information services? To what extent is there better use of data to inform policy and funding?</i>	<b>Efficiency</b> - <i>How economically was support to country data and M&amp;E translated into results?</i>
The TBS E-NTP was focused on M&E of the NTP so was not sector wide, although it was hoped techniques would be disseminated into other areas.	<ul style="list-style-type: none"> <li>The FTI 2008 Progress Report states that there is not sufficient data for Vietnam available to allow a statement on IF progress.</li> <li>TBS E- NTP M &amp; E component was delayed in implementation and major difficulties have been experienced due to lack of a baseline and other data.</li> </ul>	<ul style="list-style-type: none"> <li>There has not been a standardisation of data systems in education.</li> </ul>
<b>Sustainability:</b> <i>Are the changes that took place data and M&amp;E management likely to survive? How resilient are the benefits to risks?</i>		
<ul style="list-style-type: none"> <li>TBS E-EFA systems are unlikely to be sustainable given the problems related to data collection and the lack of a baseline</li> </ul>		

STREAM 4: Capacity		
<b>Context:</b> <i>What was the situation at level zero with respect to capacity? To what extent was the capacity adequate for EFA and UPC targets?</i>		
<ul style="list-style-type: none"> <li>Capacity in basic education was an issue which arises from the centralised nature of the GoV system which is characterised by dispersed authority and limited enforceability. The MoET only directly manages 5% of the GoV education budget, while the rest of the budget is channelled by the Ministry of Finance to the provinces and other spending units. Provinces have full authority over how they allocate the funds they receive and may have different priorities and objectives to those established at the national level. Capacity to manage and implement activities is weak at provincial, district level and school level while MoET also has capacity issues. The capacity of teachers was also limited as according to the 2005 Public Expenditure Review many teachers were unqualified or had only basic qualifications.</li> <li>TBS has a capacity building strategy but it is not being implemented. The PEDC has a capacity building strategy which is being implemented across 226 districts.</li> </ul>		
<b>Inputs:</b> <i>What did FTI do? What problems did it identify and how did it address them? What non-FTI inputs and processes took place over the same period?</i>		
Non-FTI specific inputs to capacity assessment and capacity building in the period since FTI came in: <ul style="list-style-type: none"> <li>EC training in EMIS.</li> <li>There is also a World Bank and donor co-funded Primary teacher Development Project.</li> <li>The CIDA funded Building Capacity in Educational Planning project 2006-2009.</li> </ul> FTI specific inputs: <ul style="list-style-type: none"> <li>None.</li> </ul>		
<b>Relevance</b> - <i>Were the objectives of FTI support to capacity development relevant? Was the design appropriate?</i>	<b>Immediate effects and intermediate outcomes:</b> <i>What were the effects and intermediate outcomes on the sector in terms of effectiveness, and efficiency? (Immediate effects refer to processes, intermediate outcomes refer to changes in sector policy, expenditure and service delivery)</i>	
	<b>Effectiveness</b> – <i>To what extent did FTI contribute to implementation of measures to strengthen capacity? To what extent was quality capacity created to implement policy and services?</i>	<b>Efficiency</b> - <i>How economically was FTI support to country level capacity building translated into results?</i>
<b>Sustainability:</b> <i>Are the changes that took place in capacity likely to survive? How resilient are the benefits to risks?</i>		
n/a		

STREAM 5: Aid Effectiveness		
<b>Context:</b> <i>What was the situation at level zero with respect to aid effectiveness? What was happening in the sector before FTI? To what extent was aid for education efficiently &amp; effectively provided?</i>		
<ul style="list-style-type: none"> <li>Aid was fragmented to the sector prior to EFA and was project focused. The partnership group for education was only established in 2003.</li> </ul>		
<b>Inputs:</b> <i>What did FTI do? What problems did it identify and how did it address them? What non-FTI inputs and processes took place over the same period?</i>		
<p>Non-FTI specific inputs to improving of aid effectiveness during the period since FTI came in:</p> <ul style="list-style-type: none"> <li>Other activities were undertaken through projects or support through GBS.</li> </ul> <p>FTI specific inputs to improving aid effectiveness:</p> <ul style="list-style-type: none"> <li>TBS-E-NTP group of donors, with support aligned to the E-NTP and GoV systems which involved GoV planning, finance, disbursement and reporting systems, but it is unlikely that FTI had an impact on this process as views are mixed.</li> </ul>		
<b>Relevance</b> - <i>Was FTI support to aid effectiveness relevant? Was the design appropriate?</i>	<b>Immediate effects and intermediate outcomes:</b> <i>What were the effects and intermediate outcomes on the sector in terms of effectiveness, and efficiency? (Immediate effects refer to processes, intermediate outcomes refer to changes in sector policy, expenditure and service delivery)</i>	
	<b>Effectiveness</b> – <i>To what extent did FTI contribute to more international aid, and to aid that is better, coordinated and more coherent with domestic efforts in the sector?</i>	<b>Efficiency</b> - <i>How efficiently was aid delivered?</i>
<ul style="list-style-type: none"> <li>There was harmonisation among TBS donors, alignment with country priorities, GoV systems. There was a focus on results, but less attention on mutual accountability. On balance FTI's influence on this was marginal if it existed at all.</li> </ul>	<ul style="list-style-type: none"> <li>One of the main positive aspects of TBS for the E-NTP has been that donors now speak with one voice and there is one donor focal point who liaises with MoET.</li> <li>Alignment has also been improved by the use of GoV financial systems as TBS funding is channelled through the State Bank of Vietnam to the Treasury, is earmarked to the E-NTP and education sector reporting systems are also used. This is an improvement on the previous situation where each donor operated separate projects using parallel systems to the national ones.</li> </ul>	<ul style="list-style-type: none"> <li>TBS has assisted in ensuring that donors act collectively which has reduced the burden on the MoET.</li> </ul>
<b>Sustainability:</b> <i>Are the changes that took place with respect to aid effectiveness likely to survive? How resilient are the benefits to risks?</i>		
Unlikely to be sustainable given that TBS E-NTP will not necessarily continue and some donors such as the EC and DFID have already stated that they will not continue		

**STREAM 6: Cross-Cutting Issues (HIV/AIDS, gender, equity and exclusion)**

**Context:** *What was the situation at level zero with respect to cross-cutting issues? What was happening in country before FTI?*

- Cross-cutting issues were already included in education sector plans and the EFA National Plan, which were developed prior to FTI. Issues such as equity and access for various disadvantaged groups have been prominent in educational discussions and a key part of GoV policy. The cross-cutting issue that is not included is HIV/AIDS. Clear strategies and policies also existed for dealing with these issues. Equity and access for disadvantaged groups was particularly important given that Vietnam already had nearly full primary school attendance, with those that were not in school proving hard to reach as they tended to be from ethnic minorities and low income families.
- GoV was implementing these policies through increasing the state budget share of education and policies such as a reduction in tuition fees for poor families, while donors such as the World Bank had supported a Primary Education Project from 1993.

**Inputs:** *What did FTI do? What problems did it identify and how did it address them? What non-FTI inputs and processes took place over the same period?*

Non FTI inputs aimed at ensuring that relevant cross-cutting issues are understood and mainstreamed into policy, implementation and monitoring:

- PEDC is intrinsically a pro-poor programme; the recent full day school programme has already targeted poorer districts.

FTI specific inputs:

- None.

<p><b>Relevance</b> - <i>Were the objectives of FTI support to cross cutting issues relevant? Was the design appropriate?</i></p>	<p><b>Immediate effects and intermediate outcomes:</b> <i>What were the effects and intermediate outcomes on the sector in terms of effectiveness, and efficiency? (Immediate effects refer to processes, intermediate outcomes refer to changes in sector planning and implementation with respect to cross-cutting issues)</i></p>	
	<p><b>Effectiveness</b> – <i>To what extent did FTI contribute to improved strategies to address cross cutting issues? To what extent did FTI contribute to implementation of these strategies?</i></p>	<p><b>Efficiency</b> - <i>How economically was FTI support to cross cutting issues translated into results?</i></p>
<p>No, as there was not an incorporation of the cross-cutting issues highlighted by FTI.</p>	<ul style="list-style-type: none"> <li>• The cross-cutting issue of poverty and equity is mainstreamed, but this was the case before FTI.</li> <li>• There is no specific monitoring of this issue.</li> </ul>	

**Sustainability:** *Are the changes that took place in the manner in which cross-cutting issues are addressed likely to survive? How resilient are the benefits to risks?*

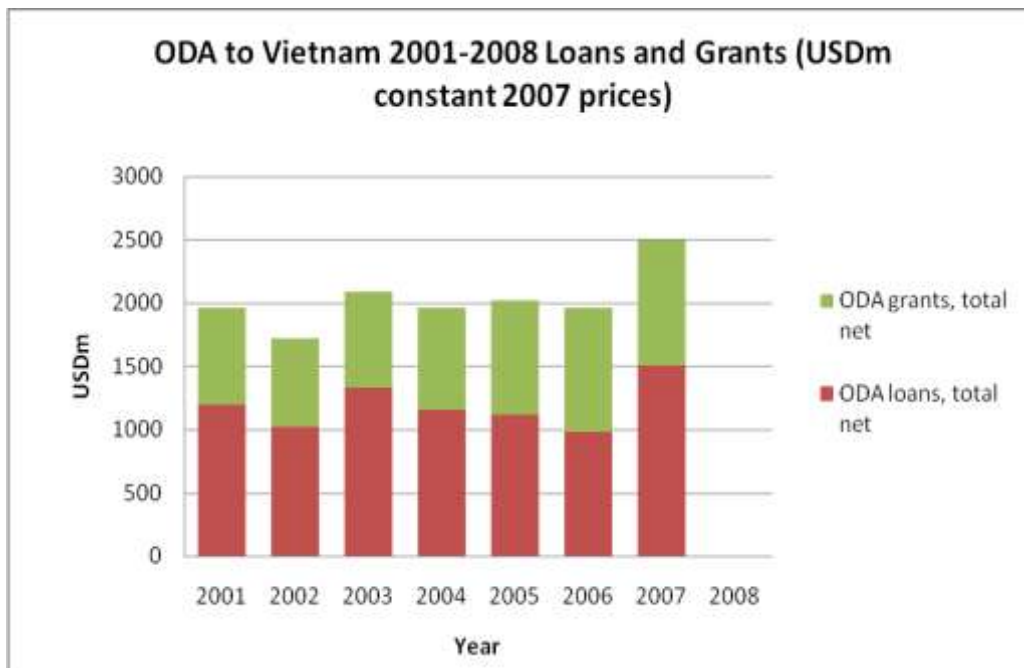
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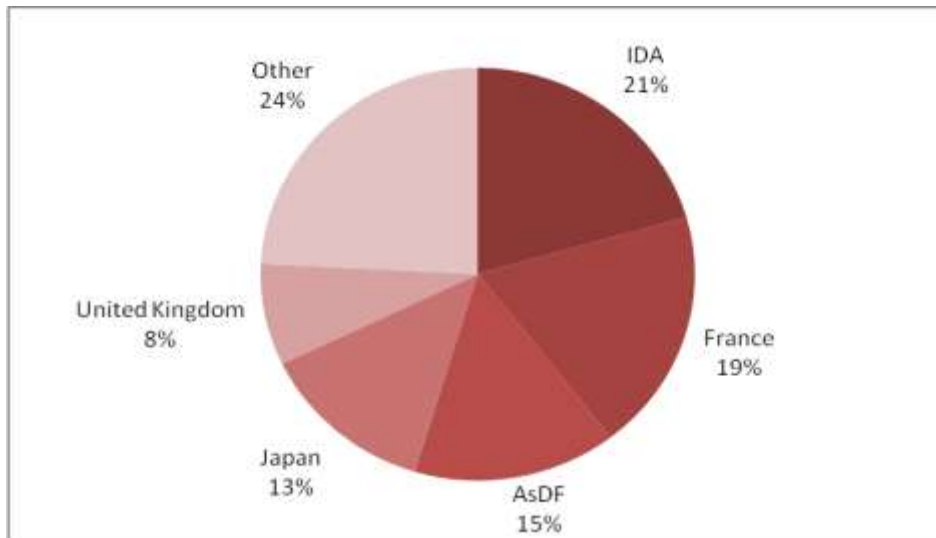
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- Working Paper 3b: Impact Evaluation Scoping Study
- Working Paper 4: Capacity Development
- Working Paper 5b: Governance
- Working Paper 6: Fragile States

## Annex A - Key Data

Figure 1: ODA to Vietnam 2001-2008 Loans and Grants 2001-2007 (USDm constant 2007 prices)



**Figure 2: Share of total commitments to education by donor 1999-2006**



Source: Annex O Vietnam External Aid Data

**Table 1: ODA commitments to the Education sector by donor, 2001-2007 (USDm 2007 constant prices)**

	2001	2002	2003	2004	2005	2006	2007
Australia	..	5.6613406	2.244482	0.7922708	..	15.891491	14.294808
Austria	..	..	0.5658942	0.762345	0.7098202	0.7575652	1.0682114
Belgium	..	8.9681085	3.7790021	5.7015342	5.2748037	8.9075293	6.2069599
Canada	..	8.8722496	7.6114692	5.9040976	3.7699635	5.8141948	5.4305129
Denmark	..	..	0.6952224	0.5279794	0.3762335	1.3143923	1.0344321
Finland	..	0.3290713	0.1043345	..	..	..	..
France	..	16.564269	23.085258	25.478137	32.463307	49.616416	46.057363
Germany	..	3.037126	20.737347	18.52364	23.939709	25.619863	27.371816
Greece	..	..	..	0.01175	0.0113783	0.0055205	0.0153183
Ireland	..	0.0866044	0.037208	0.0546376	0.2484764	0.3959421	0.279572
Italy	..	0.0755702	0.4473988	0.0231124	..	0.0585402	1.8595804
Japan	..	6.3841525	26.003027	31.228416	25.516809	15.887735	23.478892
Luxembourg	..	..	..	0.968491	0.7969542	0.9109435	0.5365899
Netherlands	..	0.451593	0.218791	6.3534101	6.0728832	7.8565633	..
New Zealand	..	2.5944446	0.6778838	0.764941	0.0721955	1.7177174	2.9081926
Norway	..	1.4592079	4.1467264	4.719661	2.549001	7.3304511	6.230303
Portugal	..	..	..	0.0025631	0.0072458	0.0060245	0.0030801
Spain	..	0.1345737	0.2023501	0.2044824	0.3252649	3.0892166	1.0015657
Sweden	..	0.1212022	0.0775304	0.0823581	4.3748125	0.0794126	0.0591171
Switzerland	..	1.086057	1.9873253	1.2082567	0.4728138	0.5750907	0.3533922
UK	..	1.1408919	1.6959018	10.544379	4.5805744	15.654332	30.546151
US	..	..	..	..	..	..	..
EC	..	..	..	..	1.680081	2.0846405	20.938057
UNDP	..	..	..	0.2045062	0.0210859	..	..
Unicef	..	0.8560161	0.9280013	0.8922568	0.6321387	0.2844531	1.0859736

Source: OECD DAC

**Table 2: External Financing to Education in Vietnam 2001-2006**

Education ODA Commitments and Disbursements by Sub-sector	Commitments		Disbursements				
	Aver. 2001-01	Aver 2005-06	2002	2003	2004	2005	2006
Basic education	36.7	67.2	22.7	29.4	36.2	30.2	48.5
Secondary education	17.4	46.4	6.3	18.1	17.3	13.0	12.4
Post-secondary education	68.6	112.1	43.2	68.0	79.7	93.3	124.7
Education (total)	153.4	260.6	78.8	123.5	143.9	161.0	215.6
Education ODA per capita	1.9	3.0	1.0	1.5	1.7	1.9	2.5

Source: FTI (2008)

**Table 3: Proportion of Education Sector Expenditure in GDP and Total Public Expenditure**

Total	Price Base	Trillion VND				
		1994	1998	2000	2002	2004*
GDP	Current	170.3	361.5	441.6	536.1	694.9
	1994	170.3	244.7	274.3	312.9	361.9
Public Expenditure	Current	42.8	73.4	103.2	133.4	187.0
	1994	42.8	49.7	64.1	78.0	97.8
Education Sector	Current	6.0	12.8	15.6	22.6	32.1
	1994	6.0	8.6	9.7	13.3	16.7
Education share of GDP %		3.5	3.5	3.5	4.2	4.6
Education share of PE %		14.0	17.4	15.1	16.9	17.1

\* 2004 Estimate

Source: World Bank, (2005)

**Table 4: State Budget Education Expenditure 2006-2009, VND billion**

Year	2006	2007	2008	2009
Education Expenditure	46,072	58,810	66,560	81,379
Total State Budget Expenditure	294,400	357,400	398,960	491,300
Education share of total expenditure	15.6%	16.5%	16.7%	16.6%

Source: Minford (2009)

**Table 5: Financing Commitments for the PEDC (2003-2010)**

Financier	Principal USD
IDA	138,755,201
MDTF	61,545,323
GoV	43,371,569
<b>Total</b>	<b>243,672,093</b>

Source: Socialist Republic of Vietnam (2007)

**Table 6: Indicative Disbursement Schedule for TBS**

Component 1	IDA	Belgium	Canada	EC	New Zealand	United Kingdom	Totals
2005	2.5	0	0	0	0	0	2.5
2006 (by March 2006)	0	0	1.7	0	1.0	7.2	9.9
2006 (by September 2006)	15.0	2.1	1.4	7.0	1.0	7.3	33.8
2007 (by September 2007)	17.5	2.1	3.2	7.0	1.0	10.5	41.3
2008 (by September 2008)	15.0	1.8	3.4	6.0	1.0	10.5	37.7
<b>Totals comp. 1</b>	<b>50.0</b>	<b>6.0</b>	<b>9.7</b>	<b>20.0</b>	<b>4.0</b>	<b>35.5</b>	<b>125.2</b>

Component 2	IDA	Belgium	Canada	EC	New Zealand	United Kingdom	Totals
On effectiveness	0	0	0.2	0	0	0.2	0.4
2006	0	0	0.5	0	0	0.5	1.0
2007	0	0	0.5	0	0	0.5	1.0
2008	0	0	0.5	0	0	0.5	1.0
2009	0	0	0.5	0	0	0.5	1.0
2010	0	0	0.3	0	0	0.3	0.6
<b>Totals comp. 2</b>	<b>0</b>	<b>0</b>	<b>2.5</b>	<b>0</b>	<b>0</b>	<b>2.5</b>	<b>5.0</b>
<b>Grand Total (component 1 + 2)</b>	<b>50.0</b>	<b>6.0</b>	<b>12.2</b>	<b>20.0</b>	<b>4.0</b>	<b>38.0</b>	<b>130.2</b>

## Annex B – Timeline of FTI Events

Date	International Context	Vietnam Context <sup>i</sup>	Education Policy in Vietnam	FTI in Vietnam	Comments/questions
1990 1999	<p><b>March 1990</b> World Conference on Education for All, in Jomtien, Thailand adopted the World Declaration on Education for All, which stated that all have a right to education. The conference recognised the setbacks experienced in the 1980s by many South nations and made a commitment to meeting basic learning needs of every citizen.</p>	<p>The real economy doubled in size during the decade, while the rate of poverty was halved from 70 % to around 35%. Savings rates rose six-fold to around 25% of GDP, exports rose by an average of 25% per year, and Vietnam moved from a food deficit nation to become the second largest exporter of rice. Social indicators improved markedly and across a broad front there were widespread and visible improvements in the lives of Vietnamese citizens. The driving forces of the gain in the 1990s: increases in agricultural productivity and the growth of the small services sector. The East Asian crisis threatened this progress towards the end of the decade, and exposed a number of serious structural weaknesses in the economy<sup>ii</sup>.</p> <p>Process of institutional and legal reforms, and the transformation of the structure of the economy, rapidly opening up and integrating with the global economy and with regional economies.</p> <p>The growth of agricultural production was relatively high and broad based at 5.6% per annum during the 1991-2000 period. Per capita food production increased from 303 kg in 1990 to 444 kg in 2000.</p>	<p>The evolution of public expenditure for education in Vietnam can be described as a succession of two periods. The first one, from the early eighties to the middle of the nineties, is a period of decline. By 1994, the share of the public budget dedicated to education was as low as 11.1%, while the share of public education funding within the GDP was only 2.8%, close to half the world average. The second period has started in 1996, when the Party Congress adopted new targets for the sector, namely 15% of total public expenditure dedicated to education by the year 2000. This goal was achieved in 1997</p>		

Date	International Context	Vietnam Context <sup>1</sup>	Education Policy in Vietnam	FTI in Vietnam	Comments/questions
1999	<p>Education For All (EFA) Assessment <b>1999-2000</b>, involving six regional conferences revealed that the EFA agenda had been neglected.</p>	<p>Vietnam Key Economic Indicators 1997 – 1999 and 1990-1995-2000 See Annex A</p> <p>In 1999, although Vietnam’s per capita GDP country ranking was only 167, its HDI country ranking was much higher at 101, which places Vietnam, with an HDI index of 0.682, in the average category (in 1990 Vietnam’s HDI ranking was 121 with an HDI index of 0.456). According to the UNDP Human Development Report, Vietnam ranks 89 out of 162 countries in the Gender Development Index (GDI). Women account for 26% of the National Assembly, placing Vietnam in the group of 15 countries that have the highest female participation in Government bodies of power.</p> <p>In 1999, the food poverty incidence in urban and rural areas was 4.6% and 15.9% respectively. Over 80% of the poor are farmers with low professional and business skills, and too little access to productive resources (capital, knowhow, technology...).</p> <p>The rate of increase in income among the poor is low compared to that of the middle-income group, and much lower compared to the high-income group. The widening gap between the richest and poorest quintiles (from 7.3 times in 1996 to 8.9 times in 1999) shows the extent to which the poor are lagging behind the rich.</p>			

FTI Mid-Term Evaluation – Vietnam Desk Study

Date	International Context	Vietnam Context <sup>1</sup>	Education Policy in Vietnam	FTI in Vietnam	Comments/questions
2000	<p>United Nations Millennium Summit in <b>2000</b>, 189 world leaders signed up to try and end poverty by 2015 when they agreed to meet the Millennium Development Goals.</p>	<p>The ratio of domestic savings to GDP in the year 2000 was 2.5 times larger than that in 1990, and per capita GDP was 1.8 times larger. Per capita GDP is estimated at about USD400. The nation's capital stock also grew swiftly as gross fixed capital formation rose to 29% of GDP by the year 2000 from 14.4% in 1990.</p> <p>Using international poverty standards, the overall poverty incidence declined from over 70% in 1990 to approximately 32% in the year 2000 (or the percentage of poor households declined by more than half compared to that in 1990). *</p> <p>From 1991 to 2000, the value of financial services increased 3.2 times, education and training services increased 2.2 times, and health and related social services increased 1.7 times; exports of goods and services increased by 3.6 times, while imports of goods and services rose by 3.2 times.</p> <p>During the last ten years, average life expectancy rose to 68 years in 2000 from 64 years in 1990. The percentage of the rural population with access to safe water has doubled. The percentage of communes where basic infrastructure is unavailable or inadequate decreased greatly (in 2000, 88% of communes had access to electricity, 95% of communes were accessible by car).</p>	<p>The primary net enrolment rate increased from 86% in 1990 to 94% in 2000, the dropout rate declined from 12% to less than 3%, the repetition rate fell from 9% to less than 5% and the completion rate increased from 47% to more than 75%. In addition, Vietnam has also significantly developed junior secondary (JS) education opportunities. The transition rate from primary to JS has increased from 78% to 88% and a majority of young Vietnamese have gained access to nine years of basic education.</p> <p>Increased funding for education from 8% in 1990 to 15% in 2000</p>		<p>*By these measures, Vietnam has achieved the development objective of the Millennium set by the international community, which is to reduce the poverty incidence by half during the 1995-2015 period. Remarkable improvements have been seen in the country's human development, community health and the living standards of the Vietnamese people. Vietnam's Human Development Index rose to 0.696 in 2000 (ranking 101st out of 162 countries) from 0.456 in 1990 (ranking 120th).</p>

Discussion draft

Date	International Context	Vietnam Context <sup>1</sup>	Education Policy in Vietnam	FTI in Vietnam	Comments/questions
2001	<p>G8 Meeting - Genoa, Italy.  <b>July 2001:</b> G8 countries establish an EFA Task Force, to be led by Canada</p>	<p>The Ninth Party Congress, held in <b>March 2001</b>, endorsed a ten-year Socio-Economic Development Strategy for 2001-2010. This lays out a path of transition towards a "market economy with socialist orientation". The Government's Comprehensive Poverty Reduction and Growth Strategy (CPRGS, as the PRSP in Vietnam is called), translates the vision laid out in Vietnam's Ten-Year Strategy into concrete public actions. The preparation of the CPRGS began in <b>June 2001</b>. An important feature of the CPRGS has been the use of localized MDGs to develop a system of indicators to monitor and evaluate progress in implementation of the Strategy</p> <p>Adoption and implementation of a phased programme of specific reform measures in early 2001 comprising trade liberalization, private sector development, banking and enterprise reform, and public expenditure management, together with the Government's announcement of a master-plan on Public Administration Reform for 2001-2005 and a comprehensive Legal Needs Assessment.</p> <p>Exports grew by only 4% in 2001. While agricultural export volumes rose by 18% in 2001, agricultural export prices fell by 23%.</p> <p>Vietnam at a glance 2001  <i>See Annex C</i></p>	<p>In school year 2000-2001 there are about 18 million school pupils, 820 thousand vocational students (among them 130 thousand long-term vocational students), the number of higher education students per 10 thousand of population in 2000 was 118. The vocational training enrolment has increased by 1,8 times from 1997 to 2000.</p>		

FTI Mid-Term Evaluation – Vietnam Desk Study

Date	International Context	Vietnam Context <sup>1</sup>	Education Policy in Vietnam	FTI in Vietnam	Comments/questions
2002	<p>G8 Washington, DC USA. <b>April 2002:</b> The Development Committee endorses the proposed EFA Action Plan and approves the Fast Track Initiative (FTI).</p> <p>Education for All (EFA) Amsterdam, Netherlands. <b>April 2002:</b> Developing countries and their external partners agree at a Dutch-World Bank sponsored conference on broad principles for scaling up EFA efforts; the Netherlands commits 135 million Euro to set the process in motion.</p> <p>G8 Kananaskis, Canada. <b>June 2002:</b> agreement to significantly increase bilateral assistance for the achievement of EFA and to work with bilateral and multilateral agencies to ensure implementation of FTI.</p> <p>EFA Global Monitoring Report was established to monitor progress towards the six EFA goals.</p>	<p>GDP growth accelerated to 7.1% Almost thirty million people (around a third of the population) still live in poverty, and Vietnam's per capita income (estimated at D410 in 2001) remains very low. Around 25 million people, accounting for 60% of the labour force, are underemployed in rural areas. *</p> <p>Since the new Enterprise Law came into effect in January 2000, the number of domestic enterprises has more than doubled - from less than 30,000 to more than 60,000. Employment in formal-sector SMEs also appears to have doubled, domestic private investment has risen by 3% of GDP, and the share of formal credit going to the non-state sector has risen to an all-time high of over 60%.</p> <p>UNAIDS (2002) reports an estimated adult sero-positive rate of 0.3% amounting to a total of some 130,000 adults infected.</p>	<p>Vietnam is allocating in 2002 about 3.5% of its GDP to education. The share of the public budget dedicated to education in 2002 was equal to 16.4%.</p>	<p><b>Vietnam CAS:</b> first reference to EFA-FTI initiative<sup>iii</sup> <i>See Annex B for details on CAS</i></p> <p><b>June 20 2002</b> World Bank Letter to Vietnam: Invitation to participate in the Education for All – FTI Initiative</p> <p><b>August 16 2002</b> Letter: Vietnam response to invitation Vietnamese Government supports and accepts the invitation and confirms its participation in the EFA-FTI Initiative.</p> <p><b>November 12 2002</b> World Bank Letter to Vietnam: information about recent developments in the initiative</p>	<p>* Many of the gains of the last decade remain fragile, with millions still vulnerable to falling back into poverty. Sickness, death of a family member, and natural calamities (flooding, loss of crop or livestock) remain ever present threats. Ethnic minorities, women and unregistered migrants to urban areas remain especially disadvantaged. Poverty continued to be largely a rural phenomenon.</p>

Discussion draft

Date	International Context	Vietnam Context <sup>1</sup>	Education Policy in Vietnam	FTI in Vietnam	Comments/questions
2003	<p>Rome Declaration on the harmonisation of aid, Rome, <b>Feb 2003</b>.</p> <p>FTI Donors Meeting - Paris, <b>March 2003</b>: Donors agree on modus operandi for FTI that is country driven, secure funding for the seven countries and agree on an operating framework for FTI.</p> <p>The FTI Catalytic Fund (CF) was established. It aims to provide transitional grants over a maximum of 2-3 years to enable countries lacking resources at country level but with FTI endorsed education sector plans to scale up the implementation of their plans.</p> <p>FTI Partnership Meeting Oslo Meeting, <b>November 2003</b>: Ministers and senior officials from the first FTI countries, Civil Society and donors meeting together for the first time. Discussion of the definition, modalities, instruments, and governance of the FTI partnership. Agreement that FTI should be opened to all low-income countries.</p>	<p>GDP growth accelerated 7.3%</p> <p>Poverty is a widespread phenomenon in rural areas; 77% of the population and 90% of the poor currently live in rural areas. 70% of the income of rural inhabitants comes from agricultural activities. The number of poor households is 11%.</p> <p>The number of beneficiaries from medical consultations and treatments has increased. In 2003, this number was 13.5 million people, accounting for 16.8% of the whole country's population.</p> <p>The quality of development is still low; economic efficiency is not high, and many sectors and products are not competitive<sup>iv</sup>.</p> <p>Agriculture – the foundation for Vietnam's socio-economic stability – maintained a relatively high growth rate and had a decisive impact on poverty reduction by ensuring food security, generating employment and income for the rural population. Industry continues to grow at a rapid rate</p> <p>Poverty has marked regional characteristics. The poverty rate is relatively high in the upland, remote and isolated areas and ethnic minority areas.<sup>v</sup></p>	<p>Statistics on the educational level of the poor show that about 90% have reached at most lower secondary level or below. The results of the Living Standards Measurement Survey show that among the poor, the rate of those who have never attended school is 12%; the rate of those completing primary education and lower secondary education are 39% and 37% respectively.</p> <p>From 2001 to 2003, more than 7 million pupils were exempted from tuition or allowed to pay lower tuition (2.33 million pupils per year on the average). More than 4 million pupils were given notebooks, textbooks and scholarships (1.33 million pupils per year on the average).</p> <p>The share of education on total public expenditure in 2003 is 17% and is expected to increase to 20% by 2015.*</p> <p><b>November 2003</b> Vietnam CPRGS</p> <p><i>See Annex D for details on the Education Section of CPRGS</i></p>	<p><b>February 5 2003</b> World Bank Letter to Vietnam: information about recent developments in the initiative</p> <p><b>March 2003</b> Education Development Strategic Plan for 2001-2010<sup>vi</sup></p> <p><b>April 3 2003</b> Project Appraisal Document: Primary Education for Disadvantaged Children UNRELATED TO FTI (The total project amount is USD243.67 million) <i>See Annex E for details</i></p> <p><b>June 2003</b> National Education for All Action Plan 2003-2015 (<b>July 2 2003</b> Prime Minister's Approval) <b>**See Annex F.</b></p> <p><b>September 13 2003</b> EFA Letter to Vietnam: Secretariat assessment of Vietnam National EFA Plan (plus comments from the Government of France<sup>vii</sup>, UNESCO<sup>viii</sup>, and the UNAIDS interagency task team). Information on FTI process. <i>See Annex H for details</i></p> <p><b>September 16-18 2003</b> Joint Government/Donor Review Meeting of National EFA Action Plan 2003-2015 (followed by MoET Reply - given 17 September issues raised)<sup>ix</sup> <i>See Annex G.</i></p> <p><b>October 1 2003</b> Final Report on the Joint Government -Donor Review Meeting of the National EFA Action Plan</p> <p><b>October 13 2003</b> Communication to FTI Secretariat: PE funding gap in EFA Action Plan</p>	<p>* Vietnam is entering a period of declining school age population, which is quite fortunate for committing the educational system to quality improvements and financing reforms .</p> <p>** the whole EFA scenario is based on the assumption that the rate of growth of the GDP will be constant at 7.5% annually. This forecast is based on the best presently available macroeconomic information, but it is only forecast, and the real growth rate may be different for some years.</p> <p>*** Unit costs in Vietnam are extremely low by international standards.<sup>x</sup></p>

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2004	<p>Education Programme Development Fund (EPDF) was established in <b>November 2004</b> as a funding window under the FTI to support low income countries improve the quality and sustainability of their education sector planning and programme development.</p> <p>FTI Partnership Meeting, <b>Nov 2004</b>, Brasilia, Brazil, third meeting of the FTI partnership. There was agreement on the FTI Framework document and the need for more formal Assessment Guidelines.</p>	<p>The population is estimated to be 82.07 million people. The number of poor households has been decreased to 8.3%. *</p> <p>GDP growth accelerated to 7.7% despite several exogenous shocks, including the outbreak of avian influenza, severe weather conditions, and a sharp rise in the price of key imported commodities.</p> <p>Vietnam Government implemented a comprehensive administrative reform programme throughout the country (institutional reform, administrative apparatus reform, staff quality improvement and renovation, public finance reform, etc.). Social Policies: Progress in extending the coverage of the Healthcare Funds for the Poor to a national level and in establishing a structure for implementing the HIV/AIDS strategy.</p> <p>More investment were made to construct infrastructure</p> <p>The economic structure is continuing its positive shifting, step by step linking more closely to the domestic and export markets. <sup>xi</sup></p> <p>Export activities have had a lot of progress (average export value is more than 2 billion USD/month)</p> <p>Policies on job creation: 1.55 million of jobs have been created, reducing the unemployment rate to 5.6% and 1.1% in the urban and rural areas, respectively.</p>	<p>The policy of making universality to everyone general primary education has been being pursued. The policy of tuition exemption or reduction was applied. By the end of the school-year 2004, 19 provinces and cities have reached the target of universal primary education at the right age and 19 provinces and cities have been recognized for applying universal secondary education<sup>xii</sup>.** The number of pupils who have to repeat class or drop out has been reduced<sup>xiii</sup>.</p> <p>97.5% of children have been effectively encouraged to acquire primary education at the right age. The number of elementary secondary level pupils has increased by 1.8%; that of tertiary level pupils increased by 6.6%. The number of new students enrolling in vocational training courses has been increased by about 10%, in professional secondary schools - by 8%, in universities, colleges and high schools - by 7%, compared with those of the previous school year.</p> <p>The training efficiency has been increased to 74.42% in primary schools, 70% in elementary secondary schools and 83.16% in tertiary schools.</p> <p>The network of boarding schools for ethnic minority students has been strengthened and developed.</p>		<p>*Apart from the achieved results, there are still: high unemployment rate in the urban areas; high number of unemployed workers in the rural and agricultural areas; low quality of education; deficient health care services for people; high number of people contracting HIV/AIDS, increasing trend of imbalances between poor and rich people, and between different regions in accessing to and utilization of health care services; insufficiently effective social welfare system to support disadvantaged people; increasing social evils; slow socialization process of social fields; living standards of the people are still difficult.</p> <p>**Textbooks are not yet appropriate, the teaching method is not regularly reformed, teaching staff is insufficient and sometimes is limited by low qualifications and inadequate organizational structure. The programme of concretised classes and schools is implemented slowly.</p>

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2005	<p><b>March 2005</b>, Paris Declaration, was endorsed by over one hundred Ministers, Heads of Agencies and other Senior Officials. Who committed their countries and organisations to continue to increase efforts in the harmonisation, alignment and management aid for results with a set of monitorable actions and indicators.</p> <p>UN World Summit New York, <b>September 2005</b>: delegates were accused of producing a 'watered-down' outcome document which merely reiterates existing pledges.</p> <p><i>Meeting of the Catalytic Fund Strategy Committee Beijing (China)</i> on <b>December 2, 2005</b></p>	<p>Despite slowing nonoil export growth, GDP growth was robust at about 7½% in the first half of 2005, and the current account has continued to be more than financed with ODA and FDI. However, inflation has remained high at about 7½% as of July, and the import cover of reserves remains low. Bank credit continued to grow at an annual rate of 40% as of April 2005, as the monetary effects of increases in the State Bank of Vietnam's (SBV) policy rates have been mitigated by liquidity-injecting open market operations, and SOCB lending has continued to be aimed at helping to meet the government's ambitious growth target of 8½% for 2005. The balance of payments has remained in comfortable surplus.<sup>xiv</sup></p> <p>The government has signalled its intention to speed up the pace of structural reform.</p>	<p>In 2005, the total State budget funding for the education sector is to VND 41,360 billion, being 18% of the State budget. This is expected to increase to VND 52,880 billion in 2006; 60,870 billion in 2007; and 68,500 billion in 2008. The share of State budget expenditure for the education sector in 2006, 2007, 2008 is 19.0%, 20%, and 20% respectively.</p> <p>The non- State budget funds include funds from education bonds, fees and charges, non-public school revenues, and overseas development aid. The total non-state budget revenues in 2005, 2006, 2007, 2008 are estimated to be VND 18,040 billion; 20,260 billion; 22,250 billion; and 24,630 billion respectively (which account for 24-25% of total annual public expenditure for education) In 2008 it represents 26.4% of total expenditure on education and training and 35.9% of the state budget for education and training<sup>xv</sup>.</p>	<p><b>May 18 2005</b></p> <p>World Bank PROJECT APPRAISAL DOCUMENT for a targeted budget support for national EFA Plan implementation (proposed credit USD50 million). According to the EFA Plan the financial gap is at least 2 to 2.5 billion dollars for the period 2003-2015. This situation is compounded by the fact that, in order to relieve the burden of education cost-sharing to poor families, additional financing must be found to compensate for private contributions to the sector. The proposed targeted budget support intervention would help to partially bridge the estimated financing gap at the primary level for the period 2005-2008.</p>	

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2006	<p>Committee on the Rights of the Child (41st session), Geneva, Switzerland.</p> <p>Educational Roundtable, World Bank/IMF Annual Meetings, <b>September 2006</b>, Singapore. The meeting focused on the progress that Finance Ministers from developing countries have made in preparing long term plans to achieve the education MDGs</p> <p><i>FTI Catalytic Fund Strategy Committee meeting</i> took place in <i>Cairo</i> on the <b>12<sup>th</sup> of November 2006</b>. In this meeting the eligibility criteria regarding accessing the Fund were changed, allowing countries with large number of in-country donors to apply.</p>	<p><b>January 2006</b></p> <p>Vietnam Country Report by IMF No. 06/22</p>		<p>In <b>December 2006</b>, the Mid Term review Team found the PEDC Marginally Satisfactory, heading for Unsatisfactory. In light of this, and the serious short-comings found, ten clear and concrete targets were developed in discussions with the project management, PCU staff, the Ministry of Education and Training and donors. The targets were to be met by March 31, 2007.</p>	

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2007	<p>Committee on the Rights of the Child (45th Session).</p> <p>Keeping our Promises on Education, <b>May 2007</b>, Brussels, organised by the EC, the UK and the World Bank. The objective was to seek concrete proposals and commitments for action to deliver on the promise to give all the world's children a full primary education by 2015.</p> <p><i>Catalytic Fund's Strategy Committee meeting, Bonn, Germany, on <b>May 23, 2007</b></i></p> <p>In <b>Oct 2007</b>, the German Federal Ministry for Economic Cooperation and Development organised an international forum on "Capacity Development for Education for All: Putting Policy into Practice." Participants recommended more strategic use of the EPDF to support capacity development activities</p> <p><i>Catalytic Fund's Strategy Committee meeting, Dakar, <b>December 10 2007</b></i></p>			<p><b>24 April-9 May 2007</b></p> <p>The World Bank (WB) and the donors to the Primary Education for Disadvantaged Children (PEDC) Project conducted a joint implementation mission as a follow-up to the Mid Term Review (MTR) of December 4-20, 2006.<sup>xvi</sup> Members of the MTR team were impressed by the achievements on the ten critical targets set in December 2006</p> <p><b>June 4-8 2007</b></p> <p>School Education Quality Assurance Program (Mission). According to the Preparation Mission Document: The main objectives of the mission were to: (a) further define the main areas of intervention of SEQAP, including preparing the ground for the identification of an affordable and sustainable strategy for full-day schooling; (b) discuss options for the choice of the operational instrument; and (c) determine the inputs and timeline needed for the preparation of the programme.</p>	

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2008	<p><b>September 2008</b>, Accra summit on aid effectiveness, donor countries have agreed to end the fragmentation of aid.</p> <p>Donors agreed to donate half of aid directly to governments of low-income countries, rather than to individual projects..</p> <p>Donors have also agreed to coordinate aid better.</p> <p><i>Catalytic Fund's Strategy Committee meeting, Tokyo, April 22, 2008</i></p>				

**Notes to Timeline**

<sup>i</sup> Main Sources: Vietnam CPRGS 2003 and CPRGS 2005; Education Development Strategic Plan for 2001-2010.

<sup>ii</sup> Vietnam was highly vulnerable to the crisis in East Asia, since more than two-thirds of foreign investment inflows and export earnings come from the region. Foreign direct investment fell from its (unsustainably) high levels of over USD2 billion each year (equivalent to 10% of GDP) in 1995-1997 to USD800 million each year in 1998-2000. Export growth fell from 25% per year in 1990-1997 to 2% in 1998, (before rebounding to 23% and 25% in 1999 and 2000 respectively). Government reacted to this challenge by adopting a highly cautious macroeconomic policy to avoid the possibility of a crisis. As this risk diminished, a more expansionary stance in 1999 and 2000 helped restore demand, especially in rural areas

<sup>iii</sup> The Bank has so far supported primary education and tertiary education, while AsDB has provided assistance for secondary education and vocational training and this division of labour is expected to continue. The Primary Education for Disadvantaged Children Project (FY03) will reduce the number of educationally disadvantaged children by providing assistance to disabled children, ethnic minority children, poor and street children, and other vulnerable children such as drop-outs and non-attendees. Vietnam is committed to putting every child in school and is one of 18 countries that are eligible for financial support from the Education for All (EFA) Fast Track Initiative, which stems from the Dakar Conference on EFA. Under the High case, Vietnam would be eligible for support through an Education for All Project (FY06), which would provide broad programmatic lending in support of the Government's EFA goals, with specific focus on disadvantaged children. This support could be used to fund several different programmes, including a move to full day schooling and other measures to improve the quality of education; pre-school readiness, especially for ethnic minority children; and scholarships and other targeted measures to reduce the burden of primary education on the poor. In education, IFC has recently approved an investment in RMIT International University Vietnam in Ho Chi Minh City, with AsDB as a co-financier. IFC will continue to explore opportunities to promote the development of private education in Vietnam.

<sup>iv</sup> In agriculture, advanced cultivation methods have been introduced in rural areas at too slow a pace and their introduction has not been widespread; there are too many job seekers while the ratio of unskilled labor remains high; aggregate labor productivity is low and the manufacturing sector's record of creating new jobs has been disappointing; product distribution has been difficult; the environment has been degraded, natural resources have been overexploited and risk becoming exhausted. In industry, production has been unstable with low efficiency. A number of industrial branches have encountered difficulties in production and product distribution; the low level of technology, obsolete machinery and equipment, and the slow rate of upgrading have led to high production costs. The pace of reorganization of production and reform and equitization of enterprises has been slow. The development of services industries also has been slow. Moreover, trading networks and markets in rural, mountainous, remote and isolated areas are underdeveloped.

v As many as 64% of the poor live in the Northern mountainous region, North Central region, Central Highlands, and Central coastal region. These areas are characterized by difficult living conditions, geographical isolation, very limited access to productive resources and services, underdeveloped infrastructure, harsh natural conditions and high frequency of natural disasters.

vi The education strategic plan for 2001-2010 identifies the goals, measures, steps in the direction of diversification, standardization, modernization, social participation to build up the practical and effective education, to create the radical change in qualitative aspect, to make our education catching up with developed countries in the region, to enhance mass knowledge, to train manpower, to nurture the talents, to take active part in the implementing the goals of socio-economic strategic development plan for 2001-2010.

vii According to France Assessment: 1. The government has an understanding that FTI will only support the primary education component of the plan; 2. here is a lack of information about the exact distribution of public expenditure according to sub-sectors; 3. Some complementary analytical work is probably needed to adjust the parameters value calculated, translate the model used into the FTI model and fine-tune the gap for the primary cycle.

viii The Plan, which was put together by a National EFA team and provided with technical assistance by UNESCO, World Bank and CIDA, contains no explicit reference to HIV/AIDS in either its situational analysis or its action-planning framework. As a result, it is impossible to assess from the text itself the extent to which the plan addresses the EFA FTI assessment criteria for HIV/AIDS.

ix Priority steps defined: MoET will carry out in the coming months the following EFA Plan implementation actions:

- Set up implementation structure and mechanism
- Start capacity building at provincial level; through a project (supported by the WB, CIDA, UNESCO) aimed at developing a planning process (involving both MoET and provincial authorities) and at preparing provincial education plan
- Start operationalising the EFA action programmes through drawing up detailed implementation plan

x The most frequent comparison, through the computation of unit costs as a % of the GDP per capita, leads to a low 5% for primary education, four times less than the world average and twice less than the least developed countries average. The only level where Vietnam is significantly above world standards is for technical and vocational education, where unit costs are close to two times the GDP per capita (Source: Orivel 2003 EFA Review)

xi The share of agricultural, forestry and fisheries sectors in GDP has decreased from 21.8% in 2003 to 20.4% in 2004, whereas the share of industrial and construction sectors has been continually increased to 41 .1% of GDP, as estimated, compared with the value of 40% in 2003. Particularly, it appears that the service sector is now recovering its share from continuous decreases in the last 3 successive years. The estimated share of the sector in 2004 is 38.5%, compared with the value of 38.2% in 2003.

xii There are 48 provincial secondary boarding schools, 266 district elementary boarding schools, 519 semi-boarding schools in communes and groups of communes, with the total number of pupils of above 60,000.

xiii in the school year 2002 - 2003, the number of pupils repeating class in primary schools has been reduced by 0.5% from 1.75% to 1.24%; in elementary secondary schools - by 0.1% from 1.05% to 0.94%. The number of pupils drop out in tertiary schools reduced by 1%, from 8.18% to 7.19%.

xiv Source: Vietnam Country Report by IMF No. 06/22

xv Source: Government of Socialist Republic of Vietnam (2006-2008 Education and Training Sector MTEF Submission from the Ministry of Education and Training 29 December 2005)

xvi During a useful and cooperative mission the PCU and Mission team together: designed a monitoring plan; reviewed and modified the project outcome and output indicators; identified the major implementation issues to be faced and some suggestions for approaching these; and set 10 new critical targets for November 2007.