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## **RESEARCH**

**Situation of ethnic minority human resource and  
recommended solutions for human resource development  
in ethnic minority and mountainous areas, towards 2020**

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**HANOI, 12-2010**

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## Abbreviation

ADB	Asian Development Bank
CEM	Committee for Ethnic Minority
CIEM	Central Institute for Economic Management
CPRGS	Comprehensive Poverty Reduction and Growth Strategy
DARD	Department of Agriculture and Rural Development
DOET	Department of Education and Training
DOF	Department of Finance
DOLISA	Department of Labor, Invalids and Social Affairs
DPI	Department of Planning and Investment
EMPCD	“Strengthening Capacity in Ethnic Minority Policy Formulation, Implementation, and Monitoring” project
EM	Ethnic Miniority
GSO	General Statistics Office
JICA	Japanese International Cooperation Agency
MARD	Ministry of Agriculture and Rural Development
MDGs	Millenium Development Goanls
MOET	Ministry of Education and Training
MOF	Ministry of Finance
MOLISA	Ministry of Labor, Invalids and Social Affairs
MPI	Ministry of Planning and Investment
NGO	Non- government organizations
NTP-PR	National Targeting Program on Poverty reduction
NTP-RWSS	National Targeting Program on Rural Water Supply and Sanitation
P 135-II	Socio-economic programme for extremely difficult communes in Ethnic Minority and Mountainous Areas (P135-II) (Decision No. 07/2006/QĐ-TTg on 10/1/2006)
P 134	Support for access to land, housing and access to water (P134) (Decision No134/2004/QĐ-TTG, dated on 20/7/2004)
P 30a	Rapid and Sustainable Poverty Reduction Programme for the 62 Poorest Districts (62 Districts) (Resolution 30a/2008/NQ-CP on 27/12/2008)
SEDP	Socio- Economic development plan
SIDA	Swedish International Development Agency
UNDP	United Nations Development Porgram
UNFPA	United Nations Family Planning Agency
UNICEF	United Nations Children’s Fund
VHLSS	Vietnam Household Living Standards Survey
WB	World Bank
WTO	World Trade Organization

## **I. Introduction**

*The research “Situation of ethnic minority human resources and recommended solutions for human resource development in ethnic minority and mountainous areas toward 2020” had been commissioned by the EMPCD - a CEMA/UNDP project to Strengthen Capacity in Ethnic Minority Policy Formulation, Implementation and Monitoring. This research provides evidence-based data on status-quo of EM human resource, as an attempt to support the State Committee for Ethnic Minority Affairs (CEMA) in reviewing and proposing policies on Human Resource Development for Ethnic Minority and Mountainous Areas, period 2011-2015 and toward 2020 for submission to the Government.*

*The team is highly appreciated and would like to express its great thankfulness to UNDP, CEMA, Ethnic Minority Council of National Assembly, the provincial, district and commune PCs of six provinces: Ha Giang, Lai Chau, Nghe An, Quang Nam, An Giang and Dak Lac for the support and active contribution to the research.*

*The views expressed in this publication are those of the author(s) and do not necessarily represent those of the United Nations, including UNDP, or the UN Member States.*

## **II. The need to do research on human resource development in ethnic minority and mountainous areas**

For the last decade Viet Nam have gained significant achievements both in economic growth and poverty reduction. The GDP growth for 2000- 2010 period has been 7.2%<sup>1</sup>, despite the high reduction of the GDP growth in 2008 and 2009 because of the global crisis impacts. Income per capita has been raised from USD 402.00 by 2000 to USD 1,064.00 by 2009. Vietnam has been moving to a middle income country.<sup>2</sup>

The poverty reduction achievements have been very remarkable with the poverty incidence rate reduced from 58.1% in 1993 to 28.9 percent in 2002, and to 14.5% by 2008<sup>3</sup>. For the same period the food poverty rate has been declined from 24% to 6.9%. The poverty gap has also declined substantially, from an estimated 18.4% in 1993 to 3.5% in 2008.<sup>4</sup> The percentage of the population with less than USD 1 dollar-a-day in purchasing power parity (PPP) has been reduced from 39.9 percent in 1993 to less 5% in 2006 and 4.1% in 2008. Using the approach applied by MOLISA in identifying the poor households, the poverty incidence has been declined from 20.2% in 2005 to 9.5% by 2010<sup>5</sup>. However, the poverty reduction progress of the minority groups has been much lower than the progress of the Kinh and Chinese group (from 86.4% in 1993 to 50.3% in 2008 compared with 53.9% in 1993 to 8.9% in 2008). Despite great efforts made by the Government of Viet Nam to reduce the poverty in minority areas and support minority groups through implementing various NTPs, such as NTP- PR, NTP- 135II, the support to 62 poorest districts following the instructions given by the Party in the Government Resolution 30a..., the poverty incidence of many minority groups high (53.9% by 2008) and the poverty gap between the majority and minority groups have been still high (about six times).

The poverty gaps between urban and rural areas and between the poor (like Northwest) and better- off (like Southeast) regions are high (6 and 15 times) and have been expanded time by time, from more than 2 and about 2 times in 1993 to 6 and 15 times in 2008. While most of ethnic minorities live in rural and high mountainous areas with the highest percentage of ethnic minority living in the Northwest region, it shows that the livelihood improvements and poverty reduction in rural and the most disadvantaged areas will help reducing poverty and improving livelihood to ethnic minorities.

However, according to some experts, “poverty can’t be explained by only the reasons of geographic location”<sup>6</sup>, but also by human factors. It has been evidenced by the gaps of poverty incidence between the different minority groups living in the same disadvantaged regions, like the Northwest and Central Highland. For example, in Ha

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<sup>1</sup> MDG report, 2010

<sup>2</sup> The 2006- 2010 SEDP implementation review, MPI, 2010

<sup>3</sup> GSO, 2010, VHLSS 2008

<sup>4</sup> MDGs report 2010, MPI

<sup>5</sup> The 2006- 2010 labor, invalid and social affairs plan implementation review and orientation for the 2011- 2015 period, MOLISA, 7/2010

<sup>6</sup> “Ethnic and Development in Vietnam”, Báo cáo Phân tích quốc gia của NHTG, 2009

Giang the poverty rate of H'Mong is 42%, while among Tay, it is only 19%. Or in the Central Highland, the poverty incidence of Ede, Gia Rai and Banar is higher than the one among other minority groups (Bault, Pham, and Reilly, 2008b).

Taking the language capacity separately, it is visible on the role of human resources to livelihood improvements of the minorities. According to Bob Bault and co-author (Bob Bault and others, 2009) the rural minority households without Vietnamese language (needing interpretation in communication) suffered the danger to be poor higher 1.9 times to the rural minority households speaking Vietnamese and 7.9 times to the Kinh and Chinese living in their rural areas<sup>7</sup>

Ethnic minority human resource development will be the wise policy direction for improving livelihood to minorities. As the advising agency to the Government on ethnic minority policies formulation, implementation and monitoring, CEM has been supported by UNDP in implementing the “Strengthening Capacity in Ethnic Minority Policy Formulation, Implementation, and Monitoring” (EMPCD) project.

Within this project framework, the study on “Status-quo of human resource in ethnic minority areas and recommending solutions for human resource development in ethnic minority areas” is to be carried out to help the CEM in preparing “The human resource development policies for ethnic minority areas” proposal to submitted to the Prime Minister.

### **III. The objectives and the scope of this study**

The objectives of this study are to:

- Identify the current human resource in ethnic minority areas
- Identify the needs for human resource development of ethnic minority areas to 2015 and 2020
- Recommend solutions for human resource development in ethnic minority areas.

The study will cover the whole ethnic minority areas, including 51 of 63 cities and provinces where the ethnic minorities live, while the socio- economic development policies to be analysed may concern the whole country

The targets of the research are human resources or human beings of the ethnic and mountainous areas, focusing on ethnic minorities.

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<sup>7</sup> Bob Baulch and others (2009), Ethnic poverty in Viet Nam

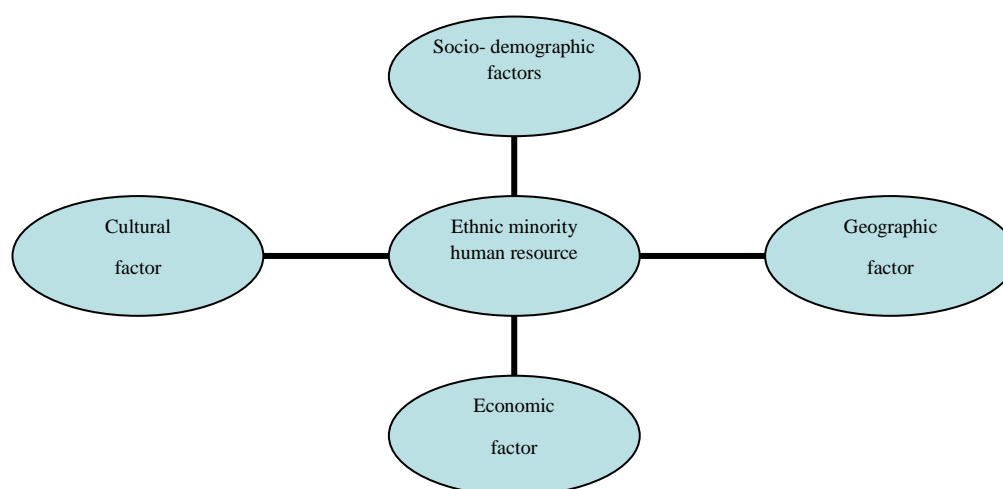


## IV. Research approach and methodology

### 4.1. Analytical framework

Human beings are always in a certain social environment. Therefore, ethnic minority human resource should also be studied and assessed in the interactions with relevant global, national and local factors. These cover cultural, economic, geographic and socio- demographic factors (see Figure 1).

**Figure 1: Concept framework on ethnic minority human resource**



Using this framework the human resource development has been analyzed as the chain of processes creating a physically and spiritually healthy and highly qualified, skilful labor force with living style and attitudes relevant to the socio- economic development requirement in the coming period. Therefore, in this report, ethnic minority human resource has been analyzed in terms of:

- ⊙ *Ethnic minority human resource quantity*: includes the study of population size, structure, allocation, migration (spontaneous and organized), preference of the people in minority areas to living habitat and the relevant policies, like the population policies, mountainous and minority area development policies...
- ⊙ *Physical human resource and the policies for physical human resource development*: Including the assessment of life expectancy, malnutrition rate, diseases and the factors influencing the physical human resource, like poverty rate, access to health care, clean drinking water, sanitation, communication and rural development policies in general.
- ⊙ *Intellectual human resource and living styles* : Including the assessment of the understanding social relations, understanding laws, Grassroots Democracy community participation, understanding of the role, responsibilities and rights of civil society, understanding of industrialized living styles (for example the attitude to the works in assembly lines, creativity in working, labor movement...).

- ⊙ *Qualification and skills*: Including the assessment of qualification, skills, ability of working in industrialized environment, and the policies to improve the human resource quality, like national and local policies on education, training, communication, labor, employment...

To get the facts on the status of the human resource in ethnic minority areas and the impacts of the issued policies on ethnic human resource development as well as the comments from the representatives of the people and government staff in these areas, the research team did the field visits to 6 provinces from 4 regions (the Northern Mountainous, Central Coastal, Central Highland and Mekong Delta, at both provincial, district and commune levels); each province will select two communes from the minority areas, including Lai Chau, Ha Giang, Nghe An, Quang Nam, Dak Lak and An Giang.

## **4.2 Research Methodology**

To achieve the objectives set for the study, the team will be advised in more details of a specific methodology for conducting the study. At this moment, a number of methodological approaches are offered for consideration that includes:

- ◆ *Literature review*: The library research has been conducted, which includes scanning through existing literature and records available, including:
  - The capacity assessment studies, progress reports, developed during the “Strengthening Capacity in Ethnic Minority Policy Formulation, Implementation, and Monitoring” (EMPCD) project implementation.
  - Other related research and evaluation reports;
  - The 2008 VHLSS’s and the 2009 Census’s reports
  - Midterm reviews of the big poverty reduction related national targeting programs;
  - Relevant legal documents issued by different government agencies relating to the development strategies, SEDPs for minority areas (e.g. decrees, decisions, resolutions, programs, plans, reports. etc.)
- ◆ *Survey and fieldwork investigation* were carried out in six provinces: Lai Chau, Ha Giang, Nghe An, Quang Nam, Dak Lak and An Giang;
- ◆ *Workshop and/or focus group meetings with the local PCs and people councils* were organized during the research project implementation in six provinces;
- ◆ *Guided interviews* with a wide range of key informants including government partners at central and provincial levels, donor agencies, non-government organisations, entrepreneurs, research institutes and individual project advisers were done and various important feedbacks were received.

## **V. Human resource status in ethnic minority areas**

### **5.1. Definition**

#### *5.1.1. Definition on human resource*

Human resource is the set of internal and external factors of an individual as the source for creativity and success to achieve the objective set by an organization (Milkovich T. George and Boudreau John, 1996). Human resource can be defined as the set of qualifications accumulated by a human being, which can bring income in the future (Beng, Fischer & Dornhusch, 1995). It is necessary to distinguish the concept of human resources and labor force. Labor force is defined as the people working or not working, but with the demand for employment (unemployed). Human resource include the people who have engaged, being engaged or will be engaged in labor force.

Talking about human resources means talking about human being. The factors reflecting the status of human resource cover quantitative, qualitative aspects and the structure of human resource, where the quantitative aspect of human resource are reflected in population, qualitative aspects are reflected in health, physical strength, spritual status, intellect, qualification, knowledge, morality, skills, aesthetics... and health, intellect and mentality are three the most important factors.

#### *5.1.2. Definition on human resource development*

From the general concept on human resource we can understand the human resource in ethnic minority areas is the human resource of minority people and majority people in ethnic and mountainous areas (including 51 provinces/cities).

CEM looks at human resource development as the process of creating physically and spiritually healthy labor forces with high qualification and skills, having living and working styles relevant to the requirements for socio- economic development in a new environment (globalization, industrialization and modernization) (CEM, 2009). Human resource development requires an inter-sectoral approach because it is the process of education and training in the context of having relevant health care and labor policies, ensuring continuous development and improvement of individual, organizational and national resources.

### **5.2. Size, structure and allocation of the population in ethnic minority and mountainous areas**

#### *5.2.1. Size of the population in ethnic minority and mountainous areas:*

According to the GSO statistics, by 2009 the ethnic minority and mountainous areas consists of 51 provinces and cities with the population of 68,194,369 people, taking account for 79.43% of the total population in the country, 17.96% of which are the minority population (see Table 1- in the Appendix). At present, there are 53 minority groups. Through the whole country the minority population is 12,251,436 or 14.27% of the total population.

About a half (48.6%) of the total minority population is living in the Northern Mountainous region and around 30% (29.3%) of the total minority population is living in the Central coastal and Central Highland regions. It means that about 80% of the total minority population is living in three the most disadvantaged regions. Almost all provinces in these three regions are in disadvantaged natural conditions (high mountains, remoteness, being influenced frequently by storms, floods and landslide...). The infrastructure, including roads, irrigation facilities, electricity, water supply... in the three regions have been also less developed than in the two river deltas and the Southern East region. For example, in Lai Chau, there has been only 53% of the households having access to the national grid, while this indicator is 100% in many other provinces, like Vinh Phuc, Hai Phong<sup>8</sup>... Disadvantaged infrastructure, remoteness and poverty have served as the obstacles to accessing the basic social services, like education and training, health care and sanitation... to the people in the minority and mountainous areas.

All of ten provinces with the highest percentage of ethnic minority population, including Cao Bang, Ha Giang, Bac Kan, Lai Chau, Dien Bien, Son La, Lang Son, Hoa Binh, Lao Cai, Yen Bai, are in the Northern mountainous region. Twelve provinces have more than 50% of the population from ethnic minority groups. Most of provinces with high proportion of minority population are poor.

Five minority groups with large population (more than one million) are Tay, Thai, Muong, Khmer and H'Mong (see Table 2- in the Appendix). These minority groups have their own language and script. Tay, Thai, Muong minority groups have living standards and education levels as high as the average level in the country. For the Chinese, despite the small size (less than 1% of the total population), the income per capita and access to social services... of the Chinese ethnic group are high so that Chinese and Kinh are grouped together and all other 52 ethnic groups are put into the one big group, as non-Kinh and Chinese group.

Five minority groups (Si La, Pu Peo, Ro Mam, O Du, Brau) with small size population (less than one thousand people) have been included in the list to be given the special attention. For the 2006- 2010 period, the Government has introduced the special development programs to support the these five very small ethnic groups along with other poverty reduction national targeting programs.

Six minority groups (Lo Lo, Mang, Co Lao, Bo Y, Cong, Ngai) with the population of 1,000 to 5,000 people have made great concerns because of decline population growth of these ethnic groups. Some groups have a very low population growth rate, like Mang, Cong, Co Lao, Bo Y.... The population of some very small size ethnic groups has been reduced quite significantly for the last 10 years, like Pu peo (by 18 people or about 3% of the total Pu Peo population) and Si La (by 131 people or 18.5% of the total Si La population) .

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<sup>8</sup> GSO, 2010, 2008 VHLSS report

### *5.2.2. Composition of the ethnic minority human resource in minority and mountainous areas*

#### - By age

Like the human resource of the whole country, the human resource in ethnic minority and mountainous areas is also in the period of “golden population” (Table 3- in the Appendix) with 31.03% of the population at the age under 15, of which 25.38% are from 12 to 15 (lower secondary education age). 10% of the 8,452,266 people at the age older than 15 are at the age of upper secondary education (from 16 to 18 years).<sup>9</sup>

For the ethnic minority human resource, the composition is a bit different with 25.55% of the population under 15, of which 28.84% are from 12 to 15 (lower secondary education age). About 10% of 50,769,895 people are at the age of upper secondary education (from 16 to 18 years). It shows that the human resource of ethnic minority hasn't been in the period of “golden population” as the whole country population and the human resource of ethnic minority and mountainous areas.

#### - By sex

Human resource of ethnic minority is in sex imbalance, with very low male proportion (42.8%) and higher female proportion (57.2%). The male and female difference is very high (14.4%) in comparison with the ones as the national average (1.18%) and in the non- ethnic minority and mountainous areas (0.7%). Some minority groups have suffered even higher male and female difference as Xtieng (16.88%), Mnong (16.42%), Chu Ru, Ta Oi, Lo Lo (more than 16%), Khmer (15.88%) and Raglay (15.72%).<sup>10</sup> Some minority groups have population composition with male percentage higher than the female one, like: O du (male - 58,2%, female - 41,8%), Si La (male - 52,3%, female - 47,7%). This has significantly affected the quality of ethnic minority human resource. The reason for gender imbalance is that men from many ethnic minority groups, especially from matriarchy groups, haven't done farming and house works much. They have suffered less chance to be socialised which serves as the one of the reasons, resulting in depression and alcohol addition.

#### - By areas of employment

Most of the labor force in minority and mountainous areas, especially in the two regions with highest percentage of ethnic minority population, are working in agriculture sector. In these two regions (the Northern Mountains and Central Highland) more than 70% of labor force are in agriculture sector, compared to 51.9% as the national average one (Table 4- in the Appendix).

Only for type of employment as the managers and leaders in public sector, ethnic minority groups have accounted for a quite high percentage of the total population in comparison to the one of other regions and the average national one (0.92% in

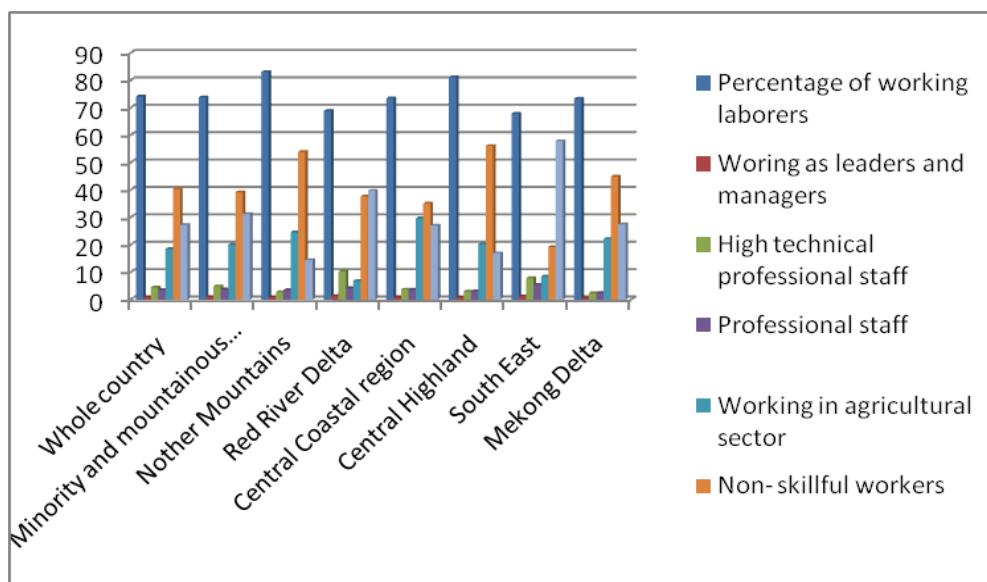
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<sup>9</sup> GSO, 2010, 2009 Census on Population and Housings

<sup>10</sup> GSO, 2010, 2009 Census on Population and Housings

minority and mountainous areas versus 0.92% compared to the average national one) partly thank to the priorities given to ethnic minority groups in personnel policies. The provinces in Mekong Delta have lowest percentage of ethnic minority managers and leaders (0.56%), followed by the Central Highland (0.76%) and the Northern Mountainous region (0.85%) (see the Figure 2).

**Figure 2: Areas of employment by regions**



The priority has also been given to minority groups in selecting members of the National Assembly and local People Councils. Among the members of the XIIth National Assembly (493 people), 87 members are minority (17.7%), which covers 32/53 ethnic minority groups. At local levels, the proportion of minorities among the members of local people councils at different levels is even higher. For 2004 - 2009 term this percentage is 20.52% at provincial level, 20.18% at district level and 24.4% at commune level.

The proportion of minorities among the members of local people committees is lower, which has been 10.9% (at provincial level), 11.32% (at district level) and 17.9% (at commune level). Cao Bang is a special case with very high proportion of minorities among the members of local people committees (100% at provincial level). These facts shows that minority members have more opportunities to work in local people councils where the selection criteria is more ethnics- balanced than in people committees where the selection criteria is more qualification- based.

### **5.3. Physical status of the human resource in minority and mountainous areas**

#### **5.3.1. Overall assessment**

The physical status of the human resource in the minority and mountainous areas has been assessed based on some key indicators, such as malnutrition rate, child mortality rate, diseases and life expectancy. Malnutrition rate of the children in the minority and mountainous areas both in terms of weight/age, height/age and weight/height ratios has

been reduced for the last years, but still high compared to the average national one (Table 5- in the Appendix).

The malnutrition rate of some minority groups is very high, like of Mang ethnic group- 40.03%, La Hu- 44%, Co Lao- 47.37%.etc. The height/age malnutrition rate of the children under 24 months has been declined a bit, from 35% in 1998 to 33% in 2006, but for the group of children older than 24 months, it has been increased from 54% in 1998 to 57% in 2006. In opposite, the weight/age malnutrition rate of the children under 24 months has been raised from 13% in 1998 to 18% in 2006 and declined from 11% in 1998 to 10% in 2006 for the group of children older than 24 months.<sup>11</sup> The gap of these rates to the malnutrition rates of the Kinh and Chinese children is significantly high, especially to the height/age malnutrition rate of the minority children under 24 months in 1998 (the gap was 6%). This is one of the reasons causing the obstacles to the physical and intellectual development of the human resource in minority and mountainous areas.

The mortality rate of the minority children under one is also high, especially in some provinces of the Northern Mountains and Central Highland regions, which were twice or even three times higher than the national average one, like in Lai Chau (47.7%), Dien Bien (39.7%), Ha Giang (37.5%), Kon Tum (38.2%)... (Table 5- in the Appendix)

The life expectancy of the ethnic minorities have been also lower and the gender difference has been higher than the national average ones. In many localities the life expectancy is very low, like in Lai Chau - 63.8 years, Lao Cai - 65.8 years, Ha Giang - 66.3 years. For ethnic minorities low life expectancy is one of the problems to be solved. For some very small size ethnic minority groups living in the most disadvantaged areas, like Mang, La Hu, Cong, Co Lao, Pu Peo, Romam, O du... the life expectancy is too low to be dangerous (around 50- 55 years and the gender gap is very high).<sup>12</sup>

Low life expectancy and uncontrolled birth rate have served as the ones of the reasons for high proportion of the minority population under 15 years old as mentioned in the section 5.2.2.

The popular diseases of the people in minority and mountainous areas include tuberculosis, malaria, Japanese encephalitis, petechia fever, dysentery, typhoid fever, worm, goitre, leprosy, gynaecological diseases, gastric ulcer, enteritis, poisoned (by food, pesticide, water- caltrops), tetanus, malnutrition... The reasons for the higher disease infection rate of the ethnic minority groups are poor housing condition, low sanitation, limited access to clean drinking water, reluctance in using health care services... Moreover, most of the minority households are poor and the supports from using the free health care insurance cards are not sufficient to cover all expenses for

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<sup>11</sup> Bob Baulch and others (2009), Ethnic poverty in Vietnam

<sup>12</sup> GSO, 2010, 2009 Census on Population and Housings

treatment, especially when the treatment given by the hospitals at higher levels. According to the statistics of the Ministry of Health, the percentage of the people in minority and mountainous areas having no access to medical examination and treatment is 4 to 5 times higher than the one of the people in the low land regions.<sup>13</sup> In addition to the usually met diseases, various new types of diseases happen in the minority and mountainous areas, like heart failure, high blood pressure, bronchi oedema, HIV...

The average height of young people at the age of 18- 22 in mountainous and ethnic minority areas has been lower than the one in other areas. For example, according to the survey on height in 2003, the average height of young people at the age of 18- 22 in Red River Delta was 164.3 cm (for men) and 153.2 cm (for women), while in the North West it was 161.8 (for men) and in North East: 151.7cm (for women). The professor, doctor Ha Huy Khoi, Vice President of Vietnam's association of nutritionalists has considered environment factor (hygiene, nutrition), but not gene, more decisive to improvement of height.<sup>14</sup>

### *5.3.2. The factors influencing the human resource in the minority and mountainous areas*

#### - High poverty incidence:

One of the reasons causing the high malnutrition and under one and under five child mortality rates and low life expectancy... in the minority and mountainous areas is high poverty incidence. Despite of the remarkable achievements in poverty reduction, even among various ethnic minority groups, more than 50% of minority population have still lived under poverty<sup>15</sup>. Poverty has caused the inadequate care given to children since before being born. Poverty has caused high child and adult malnutrition. Therefore, many ethnic minority people are thin, weak and being easily infected with various diseases because of low resistance capacity. Poverty has led to more serious diseases because of lack of timely and relevant treatment. Poor health has served in many cases as the key reason to poverty due to the lack of labor force and the expenses for health care services.

#### - Poor care given to women, even when they are in pregnancy

In addition to the poverty reasons, the high malnutrition of minority children may be resulted from other factors, such as the height of their parents, nutrition given to the mothers in pregnancy, mothers' education level, living conditions, .... Many women in pregnancy haven't got enough food and care and beard very big workloads. Only less than a half of pregnant women (53%) has been checked by medicine officers during pregnancy<sup>16</sup>. Some ethnic minority groups follow matriarchy system, where working

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<sup>13</sup> Ministry of Health (2008) , Health sector performance overview

<sup>14</sup> National statistical survey on health, 2003, Ministry of Health

<sup>15</sup> GSO, 2010, 2008 VHLSS

<sup>16</sup> Ministry of Health (2008) , Health sector performance overview



on the field and carrying house works are considered the responsibility of women. Because of working on the field far away from home, many pregnant women don't have time to visit health care centres for being checked.

- Limits in accessing to health care services:

Although there is a commune health care center in almost all ethnic minority and mountainous communes, the people living in the minority and especially in highly mountainous areas have limited access to health care services. Long distance to health care centers makes obstacles to ethnic minority people to get medical services, especially the services given by health care centers/hospitals at district, provincial and national levels. Moreover, the quality of health care services given by commune health care centers has been poor, despite the big efforts given by the Government to improve the quality of the health care services through sending medical doctors to work for commune health care centers. Many highly mountainous commune couldn't involve medical doctors to work for commune health care centers. The "entry high education through nomination by local authorities" system has helped to address the problems of qualified medical staff shortage for commune health care centers partly, but not fully, because many nominated students haven't come back to work for communes after graduation.

- Habits and traditions of some ethnic minority groups

Poverty and disadvantaged living conditions (remoteness, poor infrastructure) have encouraged many ethnic minority groups to keep the tradition of having self medical treatment, ignoring formal health care services. About 40% of ethnic minority people in the Northern mountainous region and 20% in the Central Highland haven't taken the services from health care centers/hospitals<sup>17</sup>.

There have been still many cases of giving birth at home without the support from health care workers by some ethnic minority groups like Mnong, Coho, especially in remote areas. This serves as the one of the reasons causing high under-one year old child mortality and maternal mortality rates among various ethnic minority groups. Long distance to health care centers is less important reason for not getting services from health care centers than the tradition of some minority groups. In Tahbin and Ca Di communes, Nam Giang district, Quang Nam province, births have been given at home (in the gardens) even in cases that the commune health care centers are only 1-2 km from homes.

Child marriage hasn't been controlled, leading to high percentage of marriage before nineteenth: 15% for men, 36.8% for women in the Northern mountainous region and 10% for men, 31.8% for women in the Central Highland...<sup>18</sup> There have been even the

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<sup>17</sup> GSO, 2010, 2009 Census on Population and Housings

<sup>18</sup> Ministry of Culture and Sport (2010), Reiview of the Vietnam family development strategy performance, in the 2005 - 2010 period

cases of marriage at 13-14 years old (See the box 1). Child marriage has been resulted from the early “wife catching” tradition of some ethnic minority groups and low awareness of laws and the child marriage problems. There have been also many cases of blood- related marriage among some very small size ethnic minority groups (less than 10,000 population), like Mang, La Hu, Co Lao, Khang, H'Mong, Dao, Xinh Mun Gia Rai, E De, Lo Lo..., causing declining population growth rate among these ethnic groups.

**Box 1: Child marriage in Tan Uyen district, Lai Chau province**

100% of Hua Bon villagers in Phuc Khoa commune, Tan Uyen district, Lai Chau provinces are H'Mong. Most of women have got married at the age before 13 years old. The average number of children is 5 to 6. In Ho Mit commune, Tan Uyen district, where many H'Mong live, the child marriage has also happened widely with the popular marriage age of before 16. Child marriage has happened even with the children of many commune leaders. People in highly mountainous areas have rarely got certificate of birth, therefore, local authorities lack the evidence to criticise or punish the people who violated the Marriage and Family Law.

*(Source: Interviews given to the Tan Uyen district leaders and staff)*

Big size family has also served as a reason for poverty and child malnutrition. In the Northern mountainous region the average family size is 4 members, with 31.4 % of the households having more than 4 children, while in the Central Highland mountainous the average family size is 4.1 members, with 35.9 % of the households having more than 4 children.<sup>19</sup> Majority of the youth in the Northern mountainous region, especially in the most remote and disadvantaged areas, haven't accessed to pre-marriage education, especially the education on productive health and skills for future mothers. Students in basic education schools have also got very few teaching on productive health and the related knowledge.

In some areas, addition, alcohol drinking evils have been destroying the health of many people, especially ethnic minority men. Men of some ethnic groups don't like to work on the fields or doing house works, because they are responsible for hunting by tradition. However, with the narrowing of forest areas and direct allocation of forest to households for taking care, they don't have forest for hunting. Some of them work on their fields, some stay at home, waiting for being hired. Many men of this type drink for light relief. This is one of the reasons causing low life expectancy and high gaps between male and female life expectancies among some ethnic minority groups.

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<sup>19</sup> GSO, 2010, 2009 Census on Population and Housings

- Clean drinking water supply and sanitation:

Non-hygiene living styles, poor sanitation and lack of clean drinking water have made tuberculosis, malaria, Japanese encephalitis, petechia fever, dysentery, typhoid fever, worm, goitre, leprosy, gynaecological diseases, gastric ulcer, enteritis, poisoned, tetanus, malnutrition... the popular diseases of the people in the minority and mountainous areas. In mountainous and remote areas most of households lack drinking water for two months per year in average. Many of households use rain water or spring water for drinking. The percentage of households accessing to clean drinking water and having protected latrines is very low compared to the national average figures on households accessing to clean drinking water (86.7%) and to protected latrines (54%), for example, in Lai Chau (17.2% and 14.3%); Dien Bien (29.9% and 17.8%); Son La (29.7% and 22.1%) and Ha Giang (32.2% and 22.0%)...<sup>20</sup> In dry season, people in many villages have to go for very far distance of 5 to 10 km to get water for drinking. Almost all households in high mountains where most of the people living there are ethnic minority, have no protected latrine. Under the P-135II, each household in the remote (in the communes of type III) is eligible to getting the support of VND one million for constructing protected latrines, but most of the households are too poor to make contribution to the construction of latrines.

**5.4. Ethnic human resource intellectual status**

*5.4.1. Ethnic human resource education and qualification*

Intellects are the important ingredients to the quality of human resource. To assess the intellectual status of the human resource in ethnic minority and mountainous area, this study will focus on the two key factors: education level and skills.

- Education levels of the human resource in ethnic minority and mountainous areas:

Viet Nam has gained high achievements in addressing illiteracy problems. The literacy rate of the population above 15 years old has been increased for the last three censuses (88% in 1989, 90% in 1999, and 93.5% in 2009, while it was 92.0% in 2009). The literacy rates by age groups has shown the significant gradual improvements. The literacy rate of the above fifty years old group was 87.2%, while of the population group at the age of 15 – 17 years old was 98% for both men and women. The female and male, and rural and urban differences in literacy rate have been not very high (97% in urban areas and 92% in rural areas)<sup>21</sup>.

Despite high achievements in addressing illiteracy problems nationally, the illiteracy rate of the people in ethnic minority and mountainous areas has still been high. The Northern mountainous region with the highest ethnic minority population proportion is

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<sup>20</sup> GSO, 2010, 2009 Census on Population and Housings

<sup>21</sup> GSO, 2010, 2009 Census on Population and Housings

also the region with the highest percentage of illiterate population at above 15 ag (12.7%). The Central Highland and Mekong river delta are the second and third ranked by the illiterate proportion of population, as 11.73% and 8.4% respectively. Most illiterate people are at high age (older than 40 years old). Some provinces have very high illiteracy rate among the working age (above 15) population, like Lai Chau (42.6%), Ha Giang (34.5%), Dien Bien (32.4%), ... (see the Table 6- in the Appendix).

The illiteracy rate in the ethnic minority and mountainous areas is high mostly because of high percentage of out off school children or short school attendance rate and the difficulties in terms of languages, studying condition (poor school infrastructure, lack of learning aids), poor living conditions (long distance to schools, remoteness and poverty incidence) and irrelevance of the way of teaching and curriculum.

According the report of the 2009 Census, the percentage of above five years old population, never attended schools among ethnic minorities is high, like Hmong (61.4%), Khmer (23.9%) and other ethnic groups (23.3%).<sup>22</sup> This has strongly influenced the literacy of these ethnic groups. The Northern mountainous region, the Central Highland and Mekong river delta are the first, second and third ranked by the illiteracy rate of the above fifteen population at the moment of the 2009 Census. The high illiteracy rates of these three regions by 2009 were resulted from high out off school rates in 1999. It was 90.5% for La Hu, 71% for Mang, 69% for H'Mong, 67% for Ha Phi, 66.3% for Lolo. The figure means that almost all La Hu were out off school by 1999.<sup>23</sup> One very important thing to be considered is that four of five ethnic groups of smallest size, including Sila, O du, Pu peo and Ro Mam had quite low rate of out of school children among the above five years old population by 1999. This figure of Odu was even not higher much compared to the national average one (14% versus 9.8%).

The primary, lower and upper secondary education enrolment rates in some ethnic minority and mountainous areas, such as in the Northern Mountains, Central Highland, and Mekong river Delta have been lower than the national average one. The gaps between the ones in these three regions and the national average one has increased from the primary to lower secondary and upper secondary education levels. While in both three regions the primary enrolment rates were high (92%, 93% and 93% respectively) or with the low gaps compared to the national average one (94%), these gaps were higher at lower secondary levels (4% for the Central Highland, about 14% for the Mekong river delta and about 9% for the Northern Mountains) and at upper secondary education level (12.4% for the Central Highland and about 19% for the Mekong river delta). From the figure 3 it can be seen that the difference between the primary and upper secondary education enrolment rates is highest in Mekong river delta by regions and in Lang Son and Ha Giang by provinces.

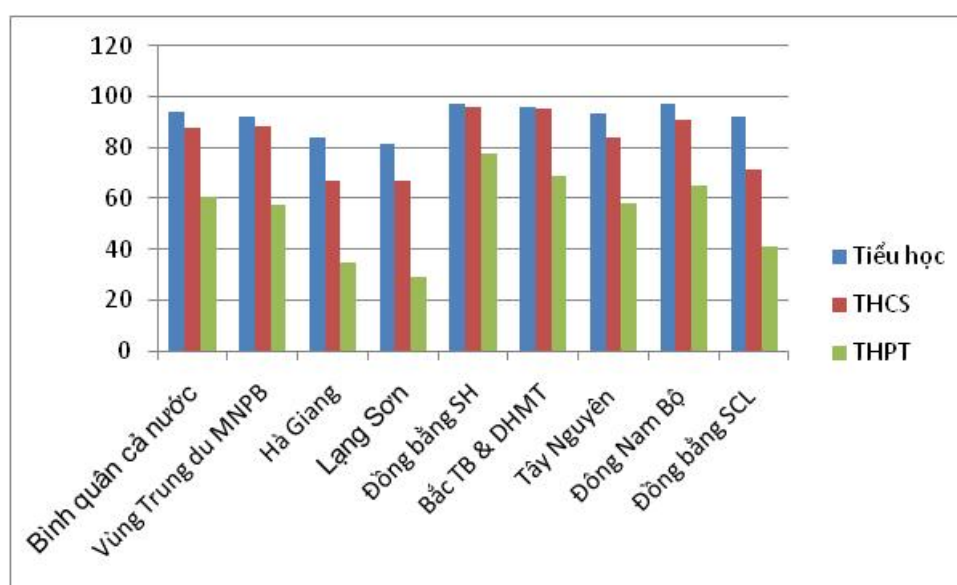
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<sup>22</sup> GSO, 2010, 2009 Census on Population and Housings

<sup>23</sup> GSO, 2000, 1999 Census on Population and Housings

The enrolment rate difference by regions has also gone along with the difference in drop-out rates and completion rates by regions. According to Bob Baulch majority of dropping out ethnic minority students in the Northern Mountains has been during the transition from the second to the third grade, or when children move from village-based classes to the classes in main primary schools. In the Northern Mountains region, the distance from schools to home is long because of remoteness and it takes about or even longer than one hour for primary students to walk to their schools. To the students in the Central Highland, the drop- out rate is highest when moving from grade six to grade seven, especially for girls. The highest drop-out rate was between grade four to six for Khmer and Cham students. Because of very high drop-out rate of Khmer and Cham students at primary and lower secondary education schools, these rates were low in upper secondary schools.<sup>24</sup>

**Figure 3: Enrolment rates by regions, in 2009**



*Source: MOET, 2010*

It is very interesting to note that the drop- out rate was not very high in some provinces with very disadvantaged natural conditions, like Ha Giang, Son La and Lai Chau (higher than the national average one, of course- see the Table 8, in the Appendix), although long distance to schools has been considered the one of the key reasons causing drop- out of primary education students so far. It shows that village-based classes in these very disadvantaged Northern mountainous provinces have helped in reducing the drop- out rate of primary students. In 2009, the drop- out rate was highest in the Mekong river delta provinces, such as in Soc Trang (15.4%), Ca Mau (7%), Kien Giang (5.7%) and Bac Lieu (5.5%) and the Central Highland, like in Dac Nong (6.1%). Moving to lower secondary education schools, the drop-out rate has been even higher, especially in the Mekong river delta, like in Soc Trang (28.3%), Ca Mau (23%), Tra Vinh (18.5%), Bac Lieu (17.2%), An Giang (16.3%), Kien Giang (16.1%)... High drop-

<sup>24</sup> Bob Baulch and others (2009), Ethnic poverty in Vietnam

out rate and high percentage of Khmer population living in this region may imply the irrelevance of the curriculum to the Khmer students.

Low enrolment rate in some ethnic minority and mountainous areas has resulted in low completion rate in these areas. In the 2005-2006 school year, the lower secondary education completion rate was only 58% in the Northern Mountains, Central Highland, and Mekong river Delta regions, while the national average one was 78%. The numbers of years to complete one education level of the students in these three regions are higher than the national average one. There were 6.57, 7.1 and 6.6 years for lower secondary education level and 4.12, 4.1 and 4.9 years for upper secondary education level in these three regions respectively, compared to 4.92 và 3.71 years as the national average ones.<sup>25</sup>

Despite the increasing primary education enrolment in most of provinces, including the provinces with high ethnic minority population, the education quality in some ethnic areas has been still lower than the national average one. The survey on the 2006 – 2007 education performance in six provinces with high proportion of ethnic minority students (Lai Chau, Cao Bang, Ha Giang, Kon Tum, Dak Nong and Tra Vinh) shown the Math's and Vietnamese records of the students in these six provinces: 56.54% meeting the standards (it was 70.80% as national- wide) and 25.1% (14.25% as the national wide) lower the standard for math, and 53.68% meeting the standards (it was 71.07% as national- wide) and 28.57% (18.03% as the national wide) lower the standard for Vietnamese.<sup>26</sup>

Anti- illiteracy and primary education universal practice has been widely in all ethnic minority and mountainous areas, which has brought quite good success. To 2009, 71% of the most disadvantaged communes have met the target of primary education universal at the right age.

While the national average lower and upper secondary education completion rates were 28.9% and 12.1%, they were 28.7% and 27.6%; 17.4% and 9.5%; 8.4% and 6.4% in the Northern Mountains, Central Highland, and Mekong river Delta regions respectively. These rates were much lower for some selected ethnic minority groups, like Hmong, Khmer, Thai and others (see Table 9). The lower and upper secondary education completion serves as the foundation for students to enter universities, colleges and vocational training schools. Therefore, the opportunities for getting higher education and training of many ethnic minority groups are more limited.

#### - Skills of the labor in the ethnic minority and mountainous areas:

The professional levels of the human resource at working age in some ethnic minority areas are in a big concerns. The percentage of unskillful labor in the ethnic minority

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<sup>25</sup> CEMA, 2010, National Conference report “Vietnam’s ethnic community and the national consodality policy”

<sup>26</sup> MOET, 2008, Primary education performance survey resport

and mountainous areas has been much higher than the national average one. The Mekong river delta and Central Highland are the two regions with the highest percentage of unskilled labor (more than 90%) with seventeen provinces having more than 90% of unskilled labor, even more than 94% of unskill labor, like in Tra Vinh, Soc Trang ... (see Table 10). Very high percentages of unskill labor in Tra Vinh and Soc Trang are quite consistent with the fact of high primary and lower secondary education drop-out rates in these provinces. The percentage of population completing primary, secondary vocational training and universities of ethnic minority groups is very low: Thai – 1.6%; Muong 2.0%, Khmer 1.0%; H'Mong – 0.3%, and other groups- 1.5%.

#### *5.4.2. Key factors influencing the quality of the human resources of the ethnic minority and mountainous areas*

##### - High poverty incidence:

Similar to the factors on health, high poverty incidence among many ethnic minority groups and in many ethnic minority and mountainous areas are the one of the reasons causing difficulties to education to ethnic minority children. Poverty is considered as one of five key reasons for drop- out, especially to girls. It has been considered even the first reason to Hmong, J'rai and Khmer students.<sup>27</sup> The need for helping parents in doing house works has been considered the nearly important as poverty reason for drop-out for Hmong, J'rai and Khmer girls<sup>28</sup>.

Poverty may lead to poor health, which makes constraints to lectures receiving ability of the students in the ethnic minority and mountainous areas. Feeling hungry and concerns about the family may attract students from focusing on teachers' lectures, which negatively affects the performance of students.

##### - Language barriers:

Most of ethnic minority students have suffered language barriers during the first days of going to schools. The Country Social Analysis (CSA) shows that majority of ethnic minority children speak their own language at home and “many ethnic children haven't taught Vietnamese before schools”.<sup>29</sup> One of the reasons causing language barriers is lack of adequate preschool preparation for the ethnic children at kindergardern stage.

Early childhood education hasn't been given adequate attention by the government for the last years. Only 30.3% of preschool classrooms have been in permanent condition, 52.57%- in semi- permanent condition and 11.87%- in temporary condition. 17.13% of the preschool classrooms have been borrowed from local primary or secondary schools, or rearranged from the previous store wares or meeting rooms of commune people committees. The percentage of temporary preschool classrooms is highest in the

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<sup>27</sup> MOET, 2009, Transition from primary to lower secondary schools by ethnic girl students

<sup>28</sup> MOET, 2009, Transition from primary to lower secondary schools by ethnic girl students

<sup>29</sup> Bob Baulch and others (2009), Ethnic poverty in Viet Nam

Northern mountainous region (26.41%), particularly in Dien Bien (53.35%), Son La (46.55%), Lai Chau (46.36%), and Ha Giang (23.68%).

The preschool teachers in the ethnic minority and mountainous areas have been in both quality and quantity shortage. According to MOET reports, the needs for 12,279 preschool teachers hasn't been still met. In terms of qualification, 8,210 teachers are under the standards, taking account for 5.7% of the total number of the preschool teachers. The percentage of preschool teachers under the standards is highest in the Mekong river delta (9.2%), followed by the central Highland (about 8%), and the Northern Mountains (7.5%)... With the lack of adequate infrastructure and low qualified teachers and high poverty in the ethnic minority and mountainous areas, the percentage of children going to preschools, especially of the children at the 3-5 years old age, hasn't been high.

- The teaching methodology used is not students- centered:

Although the active teaching and learning students- centered approach has been introduced, especially actively disseminated for the last five years under the “Vietnam-Belgium Teacher training” project supporting this approach piloting in 14 northern mountainous provinces, which has just been completed in 2010, in majority schools dictating lectures have been still popular. Because of short time of lectures and heavy curriculum, many teachers have paid low attention to the students who are shy and with limited perceivability. Due to language barriers, most of ethnic minority students have suffered difficulties in the first days of attending schools. “Only some students sitting on the first desks have been communicated by teachers, the rest of the class (often two third of the class) haven't got a chance to participate in the lessons”.<sup>30</sup> The difficulties suffered during the first days of going to schools have made obstacles to ethnic students to perceive the lessons after that. With the non- students- centered way of teaching poorly performed students always have less opportunity to participate in the class and the knowledge gaps can be larger and larger.

The application of the student- centered teaching approach requires that teachers are trained on that teaching approach and spend enough time for lectures preparation. It means that teachers need to be qualified and enthusiastic. At present, many primary teachers have been under the standard (with college diploma). 37% of the teachers of the main classes of primary schools have been with the secondary, or even lower professional education qualification, while this figure has been even higher to the teachers giving lectures in village-based classes (78%). The provinces with high percentage of under standard primary teachers are Kon Tum (15.72%), Daklak (13.98%), Dak Nong (7.37%), Tra Vinh (7.23%)... 66.48% and 90% of lower secondary teachers and 59.8% and 85% of upper secondary teachers have met the standards on subject knowledge and on teaching methodology, respectively.<sup>31</sup>

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<sup>30</sup> MOET, 2009, Transition from primary to lower secondary schools by ethnic girl students

<sup>31</sup> CEMA, 2010, National conference report on “Cộng đồng các dân tộc thiểu số Việt Nam và chính sách



- The curriculums are not really relevant to many students of ethnic minority groups:

Up to now one curriculum has been still applied to the whole country, regardless urban or rural, majority or minority students. Although the MOET has recently a free room of 30% of the curriculum for local initiatives so that local education offices can adjust the curriculum to be more relevant to the local conditions and students' needs, the curriculum hasn't been relevant to the students of many ethnic minority groups. Some subjects are difficult, but not very useful to rural students, making many students tired of studying. It may be better to teach in ethnic languages for the students from some ethnic groups who have their own scripts and live isolately from the majority ethnic group.

The lessons on career guidance has been included in the curriculum from grade nine (at the lower secondary education level) with only one period per month and at all grades of upper secondary education level, with also one period per month. The lectures on career guidance are usually given by the rector or any teacher assigned by the school management. The career guidance teachers haven't been trained adequately, except the short training course on district or provincial socio- economic development orientations. Therefore, students haven't been given relevant and adequate lessons on career guidance. Most of lower secondary education students haven't been aware of other ways to get further education and training except entering upper secondary education. To upper secondary graduates entering colleges or universities, whether through nomination or taking examination, has been understood the only way to get further education. Taking examination to universities by many incapable students has imposed inefficient spendings to many families and the whole society. The percentage of students from the ethnic minority and mountainous areas, passing the exams into universities and colleges, has been very low. In Lai Chau province, there is only 6 graduates passing these exams for the 2009- 2010 academic year.

- Teacher- student relationship:

Each ethnic group has its own tradition and culture, which may make teachers difficult to understand their students from other ethnic groups. The result of the survey from six provinces under this study, including Ha Giang, Lai Chau, Nghe An, Quang Nam, Dak Lak and An Giang, showed that around 50% of the teachers are not indigenous people. This percentage is higher in Ha Giang and Lai Chau, with 85.7% and 61.1% of Vietnamese teachers. "Some ethnic minority students shared that they didn't want to go to school because they were afraid of being scolded by their teachers because of poor understanding the lectures"<sup>32</sup>. Even when teachers are from minority groups, minority students have suffered difficulties in communication with their teachers, because the students in one class are usually from different ethnic groups.

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đại đoàn kết dân tộc"

<sup>32</sup> MOET, 2009, Transition from primary to lower secondary schools by ethnic girl students

- Long distance to schools and poor school infrastructure:

Long distance to schools is one of the important obstacles to students in the ethnic minority and mountainous areas to access to education. Despite of establishment of village-based classes in many remote communes to ease the access to the schools for primary education students, the primary education drop- out rate of some provinces with high ethnic minority population has been still high as mentioned in the section 5.4.1.

Most of communes have lower secondary schools; all districts have upper secondary schools. Many districts have established one upper secondary school for a cluster of some communes. In addition to those schools, “special” schools (for minority students from the most disadvantaged and mountainous areas) have been established largely for the last years. The number of these “special” schools (boarding and semi-boarding schools) has been increased from 81 in the 1989- 1990 academic year to 284 by the 2009- 2010. Most of these schools are in permanent conditions living facilities for students. However, some schools have been overloaded because of the very quickly increased number of boarding students, while in some provinces, like Bac Lieu and Ca Mau, the minority boarding schools haven’t been fully occupied because these provinces have only one school per province due to low percentage of minority students, which has discouraged the targeting minority students from entering the boarding school due to long distance from their home to the school.

To overcome the overloading problems in boarding schools, many provinces in ethnic minority and mountainous areas have established “people- based boarding schools” or called “semi-boarding schools”. However, this type of boarding schools have suffered various difficulties, such as poor and unsafe living conditions for students. 82.81% of the people- based boarding schools have no beds for boarding students. 92.19% of the schools have lacked the minimum necessary facilities for boarding students. Many boarding schools have no bathroom, 16.92% of the schools have no latrine; 84.38% haven’t been accessed to clean drinking water. Many students haven’t got enough food because most of them are from poor families. The community contribution to these boarding schools haven’t been stable.

***5.5. Mental power of the human resource in the ethnic minority and mountainous areas***

***5.5.1. The mental power status***

Mental power is one of the important ingredient to quality of human resource. Our study is limited with the social understanding, living skills, adaptability to a changing environment, working discipline and attitude of the labor in the ethnic minority and mountainous areas.

- Social relation and living skills:

The human resource in the ethnic minority and mountainous areas is quite rich in quantity and social understanding, which has been formulated time by time, accumulated and transferred from generation to generation in a family, a community, and a nation. However, the ability to be integrated nationally and globally has been still limited, making obstacles to human resource development in ethnic minority and mountainous areas in general and to a specific minority group in particular. The reasons for this problem are difficulties in living conditions, isolation, lack of opportunities to have access to outsiders, language barriers, low education level, the difficulties in being adapted to the new changing environment.

- Enthusiasm and adaptability to a new changing environment:

As mentioned above, the key productive sector in the ethnic minority and mountainous areas has been traditional agriculture with rudimentary cultivating systems and small splitted plantations. The economy hasn't been commodity-based, which has made the people in these areas more inside-oriented. Along with the institutional barriers, this has reduced the chance for the local people to access to and be integrated into a more enthusiastic environment. It has limited the creditivity and adaptability to a changing environment of the people in the ethnic minority and mountainous areas.

- Working discipline and attitude:

The people in the ethnic minority and mountainous areas are very hard working, but with clear seasonable and spontaneous features, causing low working disciplines and irrelevant attitudes. Along with that, there are usually various ethnic minority groups, living in a location in the ethnic minority and mountainous areas. Each group has their own culture with different traditional days, like the Chhoe Chnam Thmay Holiday, the Sen Don – Ta and Ngo vessel festivals for Khmer; Ka Te New year holiday, Ramuwan for Cham; Hmong new year holiday, Sai san and Gau Tao festivals for H'Mong... Participation in these holidays and festivals becomes the big need of minority groups. In addition to that, the intensive abstaining from many things has served as the constraints of the ethnic minority labourers to work in an industrialized environment, which require tension work and precise labor disciplines.

*5.5.2. The mental power improvement practice*

- Cultural support:

At present, there have been cultural houses and commune post offices in almost all communes in the ethnic minority and mountainous areas. Many villages have a community house. About 100% of the population from 51 provinces/cities in ethnic minority and mountainous areas have run the propaganda on "Building culturally sound resident blocs". Big efforts have been spent to traditional culture conservation, through reorganizing various festivals, developing community houses, using minority languages...

### - Sport, physical and living skills education:

Various sports programs have been implemented at different levels and in different scopes through various sport festivals, exchange events.. Many types of traditional sports, like crossbow, traditional wrestling, traditional boat race, tug of war.... have been organized, involving the active participation of many people from ethnic minority groups in the ethnic minority and mountainous areas.

For physical education, the difficulties are lack of facilities and space, even lack of physical education teachers. In addition to that, many school managers haven't aware of the importance of physical education to students. It has caused insatisfactory physical education practice in many schools.

## **VI. The current policies on ethnic minority human resource development**

### ***6.1. Health care policies***

The health status of many ethnic minority people, reflected in their high malnutrition, under one and under five year old mortality rates, low life expectancy and diseases, showing not very high positive impacts of the healthy policies on ethnic minorities in minority and mountainous areas. For the last years, the government has spent big efforts on improving the access to health care services, especially the preventive health for the poor ethnic minorities and people in ethnic minority areas. The health care policies, introduced for the last years, have been quite comprehensive, covering the support health care infrastructure development, like health care centers, hospitals and human resource development, giving education, information and communication to the people in these areas to raise the awareness of preventive health, supporting the poor to get health care services through providing health care cards.

#### *6.1.1. Developing infrastructure and human resource for improving health care services access and quality:*

In terms of infrastructure, to 2009, 100% of the districts in minority and mountainous areas have been equipped with the key infrastructure and facilities of health care services. There are commune health care centers in most of disadvantaged communes. 52,86% of the communes are having health care centers in permanent condition with 41,2% of which are meeting the national standards<sup>33</sup>. Along with construction and upgrading commune health care centers, priority in public investment has been also given to district and provincial hospitals in minority areas.

In some districts of minority areas, mobile health care teams have been established to provide services to the people in remote areas. However, due to financing constraints and remoteness, the mobile health care services can't been provided regularly, while village health care services haven't been give adequate attention.

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<sup>33</sup> MOH, 2008, Health sector review

The Government has made efforts to strengthen health care human resource to the health care services system at grassroots levels. 40% of commune health care centers are having medicine doctors. In many communes, various retired government staff, teachers and border soldiers have involved in providing preventive health care services as collaborators. However, shortage of health care human resource has been still popular in many remote areas, especially in North West, Central Highland and Mekong river Delta.

Lack of health care qualified staff, working for health care centers in remote minority areas has imposed strong influence on the quality of health care services in these areas. The number of medicine high education graduates who are minority or from minority areas and entered university by “nomination”, has increased, but few of them wanted to come back to work in remote areas. Moreover, many in-service experience full health care staff wanted to move from remote areas to better off areas.

#### *6.1.2. Health care insurance to the poor and minority households:*

To support improvement of the access to health care services by the poor and minority people, the Decision 139/2002/TTg on health care to the poor and minority people has been issued by the Prime Minister. To implement this policy, the funds from the national state budget has been allocated to provinces, which have been managed by the Health care local Funds PMU. According to the Decision 139/2002/TTg poor and minority households are given health care insurance cards for free with the value of VND 130,000 per household member per year. Up to now, about 18 millions of beneficiaries have received the health care insurance cards. The funds allocated from the national state budget for this has increased from VND 520 billions in 2003 to VND 751 billions in 2005 and VND 10,000 billions in 2008<sup>34</sup>.

Free health care insurance cards have helped the poor and minorities in getting better access to health care services, firstly from commune health care centers. About 55% of the respondents as the beneficiaries of P 135-II shared that they have got health care services in sickness and about a half of those services have been given by commune health care centers.<sup>35</sup> Similarly, the results from the survey in 6 provinces under this study have also shown that only 15% of the respondents haven't used health care cards for treatment, 45% of the respondents even shared that they used health care insurance cards more than 3 times per year for getting health care services. 87,5% of the respondents think that using health care insurance cards can help them to get adequate services. However, for serious sicknesses, more than 50% of the respondents think that the support from health care insurance cards is not enough. The additional costs they have to pay are the expenses for travels and medicines. It implies that the improvement of the health care services quality from commune health care centers is very important to the poor and minorities.

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<sup>34</sup> MOH, 2008, The report on Health care service Surve in the Northern Mountains and Central Highland

<sup>35</sup> CEMA (2009), The P135II performance review survey

Although the free health care insurance policy has imposed very positive impacts on improving the access to health care services to the poor and minorities, there are many difficulties suffered by the Funds management. The identification of the poor households for free health care insurance policy hasn't been precise, causing leaving certain poor households without accessing to free health care insurance. The formulation of the list of poor households has been without IT support, which led to difficulties in checking and cross checking the list. Setting the list is very slow because of difficulties in writing minority names, especially the names of minorities in the Central Highland. Therefore, only 78% of the poor households have been given health care insurance cards, while 17% of households receiving the cards are not poor.<sup>36</sup>

Travelling difficulties and long distance to commune health care centers, especially to higher level hospitals are the constraints to accessing to health care services to the poor. According to the P-135II implementation review, the average distance from houses to health care centers of 4 km and to district hospitals of 40 km in remote and highly mountainous conditions have been a big obstacles to sick people. From the survey done in this study, 41% of the respondents shared that they had to pay for the additional expenses on travelling and food costs to the one paid by using the given health care insurance cards.

The understanding on productive health of some ethnic groups in the ethnic minority and mountainous areas has been one of the reasons for limited access to health care services.

Some beneficiaries have suffered difficulties in accessing health care services because of the needs for paying for additional costs on food and travels. Complicated administrative procedures have also the one of the obstacles to access to health care services at higher levels.

### *6.1.3. Policies on epidemic prevention and extended immunization:*

#### - Malaria prevention program:

Thanks to efforts of the government on malaria prevention, situation of malaria in Vietnam has been improved significantly, there has been about a mild malaria epidemic per year on average since 2007. The number of malaria mortality in 2008 reduced by 86.5% from the level in 2007, while reduced by 89.5% comparing to the same period of the previous year. As of 2008, there were 60,426 people died of malaria in the country (reduced by 14.8%); 11,355 cases showed positive results of malaria parasitic (reduced by 30.7%); and 141 cases of malignant malaria (reduced by 10.7%).<sup>37</sup>

To achieve above mentioned results, since 2000, the program on malaria prevention has prescribed medicines to treat malaria, and drugs to prevent malaria, or provided medicines so that patients can treat themselves as committing malaria (including high

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<sup>36</sup> MOH (2008), "Review the implementation of the Decision 139 in Yen Bai, Ninh Thuan and Dong Thap and actual expenditures of the patients in three hospitals: Tumour, Child and Maternal health care hospitals"

<sup>37</sup> Ministry of Healthcare, (2009), Report on the implementation of extended malaria prevention

risk groups of ethnic minorities who often work on burnt-over land and often sleep overnight in kaingins and forests, as well as people in non-malaria areas but migrate to areas where malaria is rather serious, etc.) In addition, areas which commit with serious malaria epidemic are also protected by annual mosquitocidal chemical. Healthcare staff, of which 60% are commune-level staff, are trained on malaria prevention regularly (about 70 - 80,000 turns of trainees per year). Mass media, such as: central television, the voice of Vietnam, and local media, also propagate for malaria prevention. Many provinces have closely coordinated military healthcare, and boundary defence healthcare services to control malaria in isolated, remote, and boundary areas in the most effective manners. Apart from state budget for malaria prevention program, there have also been significant supports, in forms of financial funding, equipments, chemicals, medicines, materials, PCSR tools, as well as scientific research cooperation, and human training, etc., provided by international organizations and ODA sponsors.

However, the above achievements have been found unsustainable due to healthcare networks, particularly at local levels, are unable to control patients, and residents lack of awareness on protecting themselves as living in or entering malaria zones. Drug-resistant malaria has been existed and spread in many areas, in both terms of forms and level of drug-resistance. Malaria zones remains wide, with more than 27.4 million population (accounting for more than 32% of total nation's population), such areas are mostly focused economic development areas, national security and defence areas, ethnic minorities, boundary areas, and especially highland regions.

Local healthcare networks have been established and strengthened but not meet requirements of malaria prevention, unable to cover 100 percent of local wards and villages. Qualifications of healthcare staffs remain limited, insufficient and unstable personnel, and insufficient operational budget. Resources for malaria prevention remain unsustained. Budget funded by the state fails to meet actual needs, while localities have no additional funds for malaria prevention. International sponsors are also gradually withdrawing from malaria prevention activities.

Propaganda work still faces with many difficulties because there are no feasible measures to protect migrating groups, staying in kaingins for many continuous days, uncontrolled migrating, seasonal immigrants from low-land areas for seasonal jobs in malaria areas, and people crossing borders of Viet-Lao, and Vietnam-Cambodia.

#### - Thyroncus prevention program

The national target program on thyroncus prevention was launched in 1994 pursuance to Decision No.148/TTg of the Prime Minister. As a result of the program, the number of children at the age of 8 - 10 committed to thyroncus decreased from 22.4% of the total number in the nation in 1993 to 6% in 2003, and 3.6% in 2005. The coverage of iodine salt increased from 82.5% of the whole population in 2003 to 93.2% in 2005, but then decreased to 88.6% in 2008 (of which, the lowest coverage levels felled in the southwest region, just reached 74.8%). In 2008, the number of pregnant women

committed to median and serious iodine shortage accounted for 44.6% of the total number in southwest, southeast regions, and Hochiminh city as well.<sup>38</sup>

One of reasons causing the sharp decrease in iodine salt coverage in 2008 from the level in 2006 was that the program on thyroncus prevention started moving to sustainable operation phase in 2006, with annual budget for localities was limited within VND 10-20 million. The central steering committee was disbanded, while steering committees in some localities were either disbanded or responsible for other tasks with some personnel in charge of thyroncus prevention activities on parttime basis only.

The decrease in iodine coverage is even more concernable with people living in ethnic minority and mountainous areas: from 88.8% in 2006 to 70.8% in 2008, with 67 out of 90 communes (74.5% of the total surveyed communes) failed to meet target of more than 90% of iodine coverage.<sup>39</sup> Rationales for such problems with thyroncus prevention work include: (i) lack of strict management and guidance from local leadership for thyroncus prevention; (ii) insufficient attention paid to educational propaganda on thyroncus prevention; (iii) lack of required resources, with no supports from external funds.

#### - Extended immunization program

Right in 1985 as the extended immunization program was included in the national target program, Vietnam was able to produce some vaccines, such as anti-polio inoculation. It is due to children inoculations and other intervention measures; Vietnam has been successful to prevent polio epidemic since 2000, and maternal and infant tetanus since 2005. Additionally, the proportion of measles patients has reduced by 95% since 1990. The rate of ethnic minority children accessed to full inoculations is not lower than the national average level (in accordance to survey results of 2001 - 2002, indicating that 89% of ethnic minority households know well about immunization programs, of which the rate in northeast mountainous region is 92.7%, in northwest mountainous region is 89.5%, and the nationwide average level is 89.7%). That is resulted from networks of districts and communes healthcare facilities have been established in areas where ethnic minority people lives. However, the implementation of the programs still faces with some challenges due to limited access to information, particularly information on healthcare propaganda that cause adverse impacts to results of some epidemic prevention. There are still a remarkable number of mothers who lack of awareness about child epidemic prevention. Especially in central and highland regions, 61.3% of ethnic minority mothers having children younger than 5 years responded that they have no idea about any diseases that can be prevented by extended

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<sup>38</sup> Ministry of Healthcare (2008), Report on the assessment of thyroncus prevention program implementation

<sup>39</sup> UNICEF (2008), An Assessment on iodine usage and iodine receiving



immunization for children younger than 5 year old.<sup>40</sup> Limitation in propaganda information access of ethnic minority people shows that it is necessary to accelerate propaganda work to ethnic minority people, including healthcare propaganda activities, and acknowledging healthcare policies so that ethnic people are aware of their rights regarding healthcare, enhancing their access to healthcare facilities.

#### - Program on maternal and children healthcare

The program on reproductive health has been implemented with supports of various international sponsors, UNFPA, and UNICEF for instance. Northern mountainous, highland, and Mekong delta regions are granted special priority. However, the rate of maternal mortality has been continuously decreasing over the last years, though, it remains relatively high in ethnic and mountainous areas. Reproductive healthcare networks and healthcare human resources in ethnic and mountainous areas are also limited. Difficult transport conditions, low educational level, and backward custom are constraints to reproductive healthcare access of women who are ethnic minority people and live in ethnic and mountainous areas. The youth and women in ethnic minorities face with noticeable difficulties in accessing information on reproductive healthcare due to their remote living conditions and language gaps.

Reproductive healthcare education has received little attention in schooling system, especially understandings and experiences that can help equip the youth and women in ethnic minority groups with reproductive healthcare measures that are proper to local conditions, culture, and custom of the locality. To reduce cases giving birth at home or in kaingins without any supports of healthcare staffs, the ministry of healthcare has provided 18 months training programs to local midwives in ethnic wards and villages, in addition to running propaganda and campaigns to improve people's awareness on reproductive health.

#### *6.1.4. Improvement of the access to hygiene water supply and sanitation*

As mentioned above, poor environment, lack of hygiene water and sanitation facilities are the one of the factors imposing high influence on the health of people in ethnic minority areas, especially ethnic minority groups. In addition to the national targeting program on rural water supply and sanitation 2006- 2010 to improve the access to hygiene water supply and sanitation service through the country, the people in some ethnic minority areas have benefitted the assistance to improve the access to hygiene water supply and sanitation service some specific NTPs, like NTP-PR, P 135-II, P 134 and the Program 30a.

VND 4,500 billions have been planned to be allocated from the state budget to implement the NTP on rural water supply and sanitation 2006- 2010. In addition to that, VND 2,300 billion is expected to be contributed by the local government. The rest

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<sup>40</sup> Ministry of Healthcare (2008), Report on the assessment of extended immunization program implementation

or 70% of the cost estimates (around VND 15,800 billion) has been expected to be mobilized from communities, ODA donors and concessional loans.

## *6.2. Education and training policies*

### *6.2.1. Enhancing learning opportunities for ethnic minority pupils in ethnic and mountainous areas via systems of boarding, semi-boarding, and school site of secondary and high schools*

Ethnic minority regions are mostly poor, disadvantage, and lack of material facilities, thus there is poor school attendance in local children. To increase learning opportunities for ethnic minority and mountainous pupils, a specialized educational system has been established for children in ethnic, mountainous, and difficult areas, that is boarding schools for ethnic pupils have been developed since 1985 pursuant to Decision No. 661/GD of the ministry of training and education issuing regulations on the organization and activities of boarding schools. The aim of opening boarding schools is to offer enrolment sources for universities, colleges, and professional schools to train professional cadres for ethnic minority groups, especially teachers, healthcare staffs, managers, leaders, and professional technical staffs. After being amended with Decision No. 2590/GDĐT, dated 14/8/1997, the organization and operation of boarding school system was legalized in 1998, with regulations in Article 56 of the law on education (and Article 61 - the amendment, and supplements of some regulations in the law on education 2005).

Regarding secondary schools, boarding schools have been established at district level. At commune level, in regions facing education development difficulties, low people knowledge, and non-universalized primary education, semi-boarding schools have been established in commune groups for pupils at the last two grades of primary school. If there are no semi-boarding schools in the district's commune groups, the local secondary boarding school will open extra classes for pupils at the two last grades of primary school. District level schools are often of scope with 150 - 250 pupils, while provincial level schools are often of scope with 300 - 400 pupils.

Principle for recruitment to such boarding schools is pupils of ethnic minorities, or pupils of Kinh ethnic but coming from ethnic and mountainous, remote, and isolated areas. To favour ethnic minority pupils, the number of Kinh pupils mustn't be over 5 percent of the total recruited pupils. Enrolment is often done in two forms, namely recruitment and entrance exams. Recruitment approach is to limit the number of Kinh pupils enrolled to schools, and some certain ethnic minority pupils can be preferentially enrolled to such boarding schools without taking entrance exams. However, such principle cannot prevent poor ethnic minority pupils in isolated and remote areas from being displaced by ethnic pupils in better learning condition areas as well as by pupils whose parents are local cadre, because of a fact that enrolment number is sometime limited comparing to demand in reality.

Boarding secondary schools often follow common nationwide curriculum with some minor adjustments and complements of knowledge about the localities and ethnic minority groups for subjects of history, literature, geography, and technology. Such schools are allowed to provide extra tutorial classes to enhance, and supplement knowledge for pupils.

Since 1991, the state has invested about VND 500 million to build boarding school system for ethnic minority people. A system of boarding secondary schools has been established at different levels, including: 06 schools under authority of the Ministry, 47 schools under authority of provinces, and 231 schools under authority of districts. Professional staffs and teachers involved in management and teaching work have amounted to 8,500 people, of which, 4,900 people are teachers. Most of teachers satisfy qualification requirements set by the ministry of training and education, ensuring proper quality and quantity for current scope as required. However, the proportion of teachers who are ethnic minority people remains low, accounting for 23 percent in total number of teachers working for such boarding schools, particularly, the proportion is noticeably low in some certain provinces, namely: Vĩnh Phúc, Quảng Ninh (about 5-6%), Khánh Hòa (7,59%), Thừa Thiên Huế (8,3%), and Kon Tum (14,4%)... Vocational teachers are not full-time staffs but just work on a short-term basis or carry out the work at the same time with other tasks in the organizations, therefore, teaching quality fails to meet requirements.

Pupils in such boarding schools for ethnic minority people are offered many supports by the state, such as tutor fee exemption, provision of accommodation, allowance, and stipend for books and other necessary stuffs, etc. As a matter of fact, pupils and students at boarding schools and pre-university schools for ethnic people are granted scholarship which equivalent to 80 percent of the minimum salary level regulated by the state. If achieving good studying results, students are also granted annual award of VND 400,000 (for good grade), VND 600,000 (for distinction grade), and VND 800,000 (for high distinction grade). At the time of enrollment, students are provided with personal necessary stuffs, uniforms, and a lump sum for transport fees to visit their families during summer and New Year vacations, etc.

Thanks to such a comprehensive supporting policy to pupils and students of boarding schools, the number of ethnic minority pupils attend boarding schools keep increasing. While there were 1,094,153 pupils participating boarding schools in 1990 in the whole nation, the number reached 84,677 in 2009, accounting for 7.74 percent of the total number of ethnic minority pupils attending primary and secondary schools in general, of which, 50.818 pupils attend primary boarding schools (accounting for 6.34% of the total number of ethnic pupils attending primary schools), 33.859 pupils attending secondary boarding schools (accounting for 12.22% of the total number). Thus, it is possible to say that the rate of pupils attending boarding schools for ethnic minority people tends to increase but remains relatively low. The number of ethnic minority pupils attending boarding schools remains limited. In the schooling year of 2008 -

2009, only 32 pupils of 9 ethnic minority groups, including: Lự, Ngái, Mảng, Si La, La Hủ, Pu Péo... were recruited to Viet Bac highland secondary school, for instance.

Studying results in boarding schools are rather positive. With primary schools, the number of pupils ranked with distinction grade accounts for 6.4 percent of the total number, and the good grade is 37%. With secondary schools, 3.1 percent of the total pupil are ranked with distinction grade, and the good grade is 34.5 %. The ratio of secondary school graduation at the first round of examination reaches 77%. In addition to regular curriculum, pupils at boarding schools for ethnic minority people are also allowed to participate in cultural, artistic, physical and sport activities, access knowledge on the peoples, science-technology, and equip with necessary living skills, therefore, a majority (more than 90 percent) of the pupils have good conduct records.

Despite of significant contribution to educational cause for ethnic pupils, there remain some problems regarding boarding school system for ethnic minority people. First, there is a lack of regular assessment on demand and capacity of ethnic pupils to attend boarding schools, thus it is unable to arrange proper material facilities and teachers to meet real requirements. Hence, overloading situation still happens in many provinces (number of boarding pupils is overwhelming the number of teachers and available facilities), in 2006-2007 schooling year for example, about 39 percent of boarding schools are overloaded beyond the allowed maximum capacity<sup>41</sup> and about 25 percent of district level boarding schools are overloaded beyond the allowed maximum capacity. In contrary, some other schools attract limited numbers of enrollments comparing to the minimum level<sup>42</sup>.

Some ethnic minority pupils hesitate to attend boarding schools because provided allowance and stipend are found low comparing to current costs of living. Moreover, even if the regulated allowance and stipend are already low, some boarding schools are unable to afford such regulations. Boarding schools in Gò Quao, Châu Thành districts, and Ha Tien town for instance, they are unable to pay allowance of VND 360,000/month as regulated since 01/01/2008, whereas the actual provided allowance is still VND 280,000/ month.<sup>43</sup>

Vocational work has been paid insufficient attention by such schools. In the schooling year of 2008 - 2009, just 10.18 percent of the total 4,231 secondary school graduated pupils attend professional vocation schools, whereas, 35.5 percent of these pupils continue studying at boarding high schools at ministerial and provincial, district levels, and 45 percent attend local ordinary high schools. With high school level, the number of high school certificate holders attend professional vocation schools is even lower (6.3% of 2,478 pupils). A majority of them continue studying in universities, colleges,

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<sup>41</sup> For example, An Giang boarding school has 686 pupils, Nghe An has 557 pupils, and Hoa Binh has 532 pupils, while the regulated maximum level is 400 pupils/ school

<sup>42</sup> For example: Hau Giang boarding school has 176 pupils, and Ba Ria – Vung Tau has 188 pupils, etc.

<sup>43</sup> The Committee for Ethnic Affairs in Kien Giang, 2009, Report on examination results of ethnic education policy implementation

and pre-university schools (accounting for 48.42 percent), of which, a significant number (6.37%) of students are sent as earmarked students by the localities, while the others come back to their hometowns to do farming work (about 40%).<sup>44</sup>

Due to limited ethnic minority boarding schools, many households have to let their children board as home-stay in other people's houses nearby the schools to reduce difficulties as travelling a long way to get to schools. From voluntary part-time home-stay at resident houses, many schools arrange semi-boarding classes right in the schools. Some localities where exist large numbers of pupils need semi-boarding classes have issued dedicated policy and established projects to support semi-boarding pupils and schools, including provinces of: Hà Giang, Lào Cai, Quảng Ninh, Quảng Nam, Đắk Lắk... Some provinces have been provided with budget to build semi-boarding rooms for secondary pupils, funded by the project "developing secondary schools in the most difficult areas" of ADB.

So far, there have been 1,657 schools (primary - 37,96%, secondary - 55,33%, and high schools - 8,03%) in 24 provinces (for instance, Sơn La: 334 schools, Lào Cai: 222 schools, Hà Giang: 214 schools, and Điện Biên: 183 schools, etc.) arranging semi-boarding classes for about 144,124 pupils, of which 96.12% are ethnic minority pupils with a significant share of female pupils (40.68%). As a matter of fact, semi-boarding classes originate from actual demand of pupils, the model has been rapidly increased with the number doubled in 8 years (from 60,695 pupils in 2000-2001 schooling years to 144,124 pupils in 2008 - 2009 schooling year). In Hà Giang, for instance, 100 % of highland districts and communes have semi-boarding schools for ethnic minority people.<sup>45</sup>

With the first to the third grades, to create schooling opportunities to children in isolated and remote areas, many highland provinces, such as: Hà Giang, Lai Châu, and Lào Cai, etc., have developed on-the-spot school sites (village-based classes) in such villages/ wards. Therefore, the ratio of children dropping out from schools is found lowest among provinces that are the poorest and the most isolated in 2009 (i.e.: Hà Giang: 3,9%, Sơn La: 3,5, and Lai Châu: 3,1%), while the average nationwide level is 2.8%, and the highest drop-out ratio falls in Soc Trang province: 15.4 percent; with secondary schools, the drop-out ratio is: Hà Giang: 11,7%, Sơn La: 10,1, and Lai Châu: 11,9%, while the average nationwide levels is 10.6 percent, and the highest level falls in Soc Trang province again: 28,3%.<sup>46</sup>

To support provinces in difficulties to build on-the-spot school sites and upgrade existing primary schools, the government got a loan from the World Bank to fund "primary school development" project. As of 2009, there were about 3000 on-the-spot

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<sup>44</sup> Ministry of Education and Training, 2010, Report on ethnic policy implementation

<sup>45</sup> The Committee for Ethnic Affairs (2010) the Summary Record of National Conference "The Community of ethnic minority groups in Vietnam and the national great unification policy"

<sup>46</sup> GSO, 2010, Population and housing census 2009

school sites built in about 40 provinces with more than 8,000 classrooms.<sup>47</sup> Apart from supporting construction of on-the-spot schools, some difficult areas are also helped to establish human force of teaching assistants who are ethnic minority people to help local pupils. Quang Ngai province for example, there are about 210 teaching assistants belonging to ethnic groups of Hre, CaDong, and Cor in 5 mountainous districts. Each of them are offered allowance of VND 432,000/ month. They are indigenous people, mastering languages of ethnic groups. Their participation has resulted to practical effects, such as: helping teachers to prepare proper pre-schooling Vietnamese training programs for children during 1 - 2 summer month(s), allowing them integrate better with the school environment.

#### *6.2.2. Policy on earmark recruitment for ethnic minority people or zone-based preferential extra marks for entrance exams*

Due to difficult conditions, teaching quality in ethnic and mountainous areas is lower than the average nationwide level, learning results of ethnic minority students are generally limited in ethnic and mountainous areas as analyzed in section 5.4.1. To facilitate ethnic minority pupils to study in universities and colleges, the governments provided policy on earmark recruitment grant for ethnic pupils, or zone-based preferential extra marks applied to university and college entrance exams.

Earmark recruitment means getting admission to schools without taking entrance exams (with universities, colleges, and professional vocation schools) so as to train human force for areas with severely difficult socio-economic conditions, and for ethnic minority groups that have too few personnel having educational level of university, college, and professional vocation schools. Earmark recruitment policy has been applied since 1990, as the ministry of portfolio issued Resolution 22/NQ-TW, dated 27/11/1989, and the Ministerial Council issued Decision 72/HĐBT, dated 13/3/1990 on some major policies and guidance for mountainous area socio-economic development.

From 1999 - 2009, the state assigned quota of 22,084 earmark recruitment cases to universities, and colleges in the whole nation. Localities around the nation approved 19,720 cases of ethnic minority students in definitely difficult areas to study in 79 central universities and colleges, with an average number of 1,793 cases per year, meeting 89.3 percent of the planned target. The reason for lower actual recruitments than the target number is that the number of pupils graduate from high schools is rather limited in severely difficult areas.

In according to supervision results of the National Assembly' s Council for Ethnic Minorities, after getting the degrees, about 80 percent of the earmark students go back to work for their hometowns pursuance to appointments and mandates provided by the local authorities.<sup>48</sup> However, a dramatic number of such degree holders fail to apply for

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<sup>47</sup> Ministry of Education and Training (2010), Report on the implementation of Primary development in difficult regions project funded by WB

<sup>48</sup> The People Council of the National Assembly (2008), Report on the Supervision of the Committee for ethnic

proper jobs in the localities, despite of a fact that many districts and communes face with a shortage of qualified human forces for the required positions (see Box 2) because there are no available vacancies in current local governmental apparatus. From 1999 to 2009, Quang Nam sent 976 earmarked pupils of ethnic minority and mountainous groups to attend universities and colleges, 293 people came back to the province but of which, just 85 people found proper jobs, and in Thua Thien - Hue, from 2007 - 2009, 37 people were sent as earmarked students to universities and colleges but just three people were recruited after graduates<sup>49</sup>...

A major reason is that policy on earmark recruitment grant is not closely connected to personnel planning. To ethnic minority groups, numbers of pupils sent for earmark enrolments at universities and colleges are limited due to shortage of proper sources, therefore, in areas with many ethnic minority groups there is a dramatically lack of suitable personnel. Whereas, in some other areas where certain ethnic groups, namely Tay, and Nung, etc., live, the number of pupils sent for earmark enrolments are plentiful but there are not enough vacancies in local governmental agencies to arrange jobs for such degree holders as they complete their study.

Prior to 2008, the quota for earmark enrolment cases (allocated by industries and localities) was decided by the Ministry of Educational and Training. Due to inefficient cooperation between the ministry and local governments of various levels, industry structure for earmark recruitment was not suitable to actual requirements of socio-economic development. For example, some localities need personnel for industries of healthcare, transportation, irrigation, forestry, cultivation, and husbandry, etc., but assigned quota for earmark recruitment cases in such industry was rather limited. According to leadership of some districts in Quang Nam, pupils who are sent for earmark enrolments are often interested in social science majors, such as: literature, music, and painting, while there is a remarkable lack of teachers on math, physics, and chemicals, etc., in local secondary and high schools.

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affairs presented at the 6<sup>th</sup> section, National Assembly Term XI

<sup>49</sup> Hồng Sơn – Nguyễn Phương (2010), wastefulness of earmark education

**Box 2: Ear-marked students graduate universities, colleges, and professional vocation schools and their jobs as graduate**

In 2009, Nam Giang district received 46 pupils graduated universities, colleges, and professional vocation schools to work for the district's bodies. By the end of 2009, there were still 109 degree holders applied and waiting for jobs in the district, of which, 8 applicants were bachelors, 19 applicants were college degree holders, and the rest graduated from professional vocation schools. Among 19 college degree holders, 18 ones graduated from teacher's colleges. Industries that professional vocation certificate holders involved in are diversified, ranging from pedagogies, technical nurse, accounting, forestry technician, law, land management, irrigation, informatics, hipplatics, public culture, network administration, electricity, and business management, of which the highest number felled in students holding degrees on the major of hipplatics - 29/74. 13 out of 74 professional vocation certificate holders were students who took open entrance exams to such schools, thus they had to apply for jobs on their own.

*Source: Information collected from working days of the research team with Nam Giang district, on 17/7/2010*

Although earmark enrolment policy has allowed many localities to educate indigenous people with university or college level to work for the localities in areas which are beneficiaries of preferential treatment policies but still more favourable than other severe difficult areas, it is likely to cause inequality and unfair competition between earmarked students and open-entrance-exam-taking students. The latter are not subjected to subsidy policy as the formers, even if they are both ethnic minorities groups living in ethnic and mountainous areas. Though their capacity might be better and they are willing to return and work for their hometowns, open students are less likely to be recruited by the local governmental agencies than earmarked students. Some households even move their registered residential addresses from township to mountainous areas, and from Kinh people to ethnic groups so that their children are legitimate for earmark policy. Some of such mis-granted earmarked students deny returning to work in the localities as committed and do not refund training expenditure either.

Apart from earmark policy for ethnic minority pupils, pupils in ethnic, mountainous, isolated, and remote areas are also subjected to the policy of preferential extra mark granting for their entrance exams to universities and colleges. Accordingly, students of Vietnamese nationality, whose parent(s) is (are) ethnic minority are offered an extra mark on preferential basis for their exam results to entry universities/ colleges, and professional vocation schools.

Such preferential mark policy has facilitated pupils in difficult areas compete with other advantage students on a less disadvantage basis. However, this policy is abuseable; in fact, many cases have managed to change registered residential addresses as mentioned to be legitimate for such a preferential policy.



### *6.2.3.Subsidy policy for pupils whose families are poor households in extremely difficult areas*

Pursuance to Ordinance 06/2007/TT-UBDT dated 20/9/2007 on guidance for the implementation of the Decision 112/2007/QĐ-TTg, pupils whose families are poor households are beneficiaries of subsidy policy, details as followed:

- VND 70.000/ month x 9 months per kindergarten pupil whose family is poor household in the village, such subsidy can be provide in cash or in form of food provided at classes, depending on decision of the council for pupil's parents and the school leadership.

- VND 140.000/ month x 9 months/ year/ primary, secondary, or high school pupil whose households are poor, the subsidy can be made in cash or in kinds, depending on decision made by the council for pupil's parents and the school leadership after considering concrete conditions and desires of pupils.

In addition to such nationwide supports, some provinces also set aside provincial resources to support poor pupils, Quang Nam province, for example, provide policy of subsidizing all secondary pupils with VND 100,000/ month/ pupil, as a way to attract children to schools so as to meeting the province' s target of secondary school universalization.

### *6.3.4. To improve educational quality for ethnic minority pupils via policy of teaching and learning in ethnic minority languages:*

To overcome an existing problem that some ethnic pupil find it is difficult to absorb lessons in Vietnamese, some localities have been teaching ethnic pupils in relative languages of ethnic minority groups over the last years. So far, 10 ethnic languages have been used to teach ethnic pupils at local schools. Ethnic languages are also taught as subjects at schools basing on textbooks provided by the ministry of training and education, including 4 languages of Gia Rai, Ê Đê, Ba Na, and Mông, arranged for 3 grades, from grade 3 to grade 5. Curriculum for Cham language has been developed with 5 levels, and Khmer language has been developed with 7 levels, and Chinese language has been developed with 9 levels, teaching of such languages is applied right from grade 1 or grade 2 till the end of primary or secondary schools. Some languages and characters of ethnic minority groups are also used in mass media, such as: Hmông, Thái, Jrai, Êđê, Bana, Chăm, and Khome.

In the schooling year of 2008-2009, there were 17 provinces and cities in the nation having ethnic minority languages as subjects in teaching curriculum at secondary school, including: Ninh Thuận, An Giang, Tây Ninh, Cà Mau, Cần Thơ, Đắc Lắc, Gia Lai, Lào Cai, and Yên Bái, etc. Teaching ethnic minority languages is adopted at 646 schools, 4,518 classes, and 105,638 pupils. As of this schooling year, there were 1,223 teachers of ethnic minority languages in the whole country, and most of them are ethnic minority people.

Two approaches of ethnic languages teaching and learning that have been applied: (i) attending available language classes (with classes where a high ratio of participants belonging to the same ethnic group), thereby, ethnic minority language is a selective subject, with 2-4 sections/ week, and (ii) language sections are intertwined with other sections of other subjects. With the case that the number of ethnic minority pupils is not enough to hold a separate class, it is usual to hold combined language class (pupils of the same grades will learn together in a class with scope of 25 pupils/ class). These classes can take place either at the ending time of pupils' ordinary classes or in the afternoon.

In term of quality regarding ethnic minority language learning, only 46.9 percent of primary school pupils rank with good and distinction grades, while the proportion of average and poor grades amounts to 53.1 percent; the relative proportions with secondary schools are 42.11% and 57.9%, respectively; and the proportion with high schools are 59,8% and 40,2%, respectively.

Ministry of Education and Training, and authorities in ethnic and mountainous provinces are aware of the importance of learning and teaching in ethnic minority languages, making significant contribution to ethnic minority human capacity improvement. However, learning and teaching in ethnic minority languages still face with some remarkable constraints due to limited textbook quality, low ethnic synchronously in classes because pupils in a class are often belong to various ethnic groups, unqualified teachers, and lack of supports and incentives for teachers of ethnic minority languages, etc.

To enhance the teaching and learning of ethnic minority language, Decree 82/2010/NĐ-CP, regulating the teaching and learning of ethnic minority languages and writings at universal educational facilities and permanent training centers, has been issued on 15 July 2010. Accordingly, teachers of ethnic minority languages are granted allowance equivalent to 30 percent of the basic minimum salary level. The Decree also provides regulations on teaching and learning of ethnic minority languages and characters, regarding: conditions, content, approaches, and the organization of ethnic language teaching; teachers training; policies and incentives for ethnic minority language trainers and trainees. The adoption of ethnic minority languages to school curriculum has been decided based on desires of local ethnic minority people. Provincial people committees are responsible for submitting proposals on ethnic minority language teaching and learning in the localities for approval by Ministry of Training and Education.

#### *6.3.5. Policy on supporting teachers of ethnic minority languages, and teachers in mountainous, island, difficult, remote, and isolated areas*

To attract teachers as well as students graduated from universities of pedagogies to work in mountainous, island, difficult, remote, and isolated areas, some incentives have been offered, such as: preferential policies on salary, housing, and non-salary direct subsidies, etc.

Managers and teachers working in mountainous, island, difficult, remote, and isolated areas are offered salary allowance in addition to tutorial allowance<sup>50</sup>.

In recent years, mountainous and island provinces have been supported to build accommodations for teachers. Moreover, the government issued principles on budget usage under framework of national target programs on poverty reduction and socioeconomic development in extremely difficult communes in ethnic and mountainous areas (CT135II) for funding teacher support activities in the most difficult areas.<sup>51</sup> Pursuance to Decree 82/2010/NĐ-CP that has been issued recently, teachers of ethnic minority languages are granted responsibility allowance equivalent to 30% of the minimum salary level.

#### *6.3.6. Policy on vocational training*

As presented in section 5.4.1. the rates of graduation in all schooling levels are low in ethnic and mountainous provinces, particularly in some ethnic minority groups. That means opportunities of university and college enrolments are also limited to ethnic minority pupils. The ratio of untrained labour in some ethnic groups remains high, for instance: 94.6 percent with Thai group, 97.8 percent with Khmer group, 98.7 percent with H'Mong group, and 96 percent with other groups, while the relative nationwide level is 86.7% (see table 10). Therefore, vocational training is even more important to young people of ethnic groups. In addition to general nationwide policies on vocational training, and on rural vocational training, ethnic young people have been granted special priorities on vocational training.

To encourage vocational study, students graduated from boarding secondary and high schools, including private boarding schools; students graduated boarding secondary school and hold certificates of alternative secondary education are sent as earmarked students to study at boarding vocational schools, of which, priorities are granted to ethnic minority groups in extreme difficult areas and preferential treatment beneficiaries pursuance to the Ordinance on Preferential treatment to revolution credit holders; each of them is provided with scholarship (VND 280,000/ month/ person), annual ward based on their study records, stipend for personal stuffs, an annual lump-sum for travel fee, book and material allowance, and stipend for lunar new year and other ethnic festivals if they stay at schools during the festivals.<sup>52</sup>

In projects on vocational training and job creation for the youth during 2008 – 2015 pursuance to Decision No. 103/2008/QĐ-TTg dated 21/7/2008 and the project on

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<sup>50</sup> Decree 61/2006/NĐ-CP dated 20/ 6/ 2006 of the Government on policies regarding teachers, educational managers working in specialized schools, and in areas with difficult socio-economic conditions

<sup>51</sup> See Ordinance 06/2007/TTLT-BGDĐT-BNV-BTC dated 27/3/2007

<sup>52</sup> Decision 267/2005/QĐ-TTg dated 31/10/2005 of the Prime Minister on Vocational Policies for ethnic boarding pupils

vocational training for rural laborers until 2020, ethnic minority young people are also granted high priorities.

In spite of presented subsidy policies to vocational trainees, particularly to ethnic minority students, the ratio of secondary and high school degree holders enter vocational schools remain low. One of the reasons that make ethnic minority students hesitate to take vocational training is limited possibility to find proper jobs after graduating. Educational qualification of some ethnic minority students is found lower than the nationwide average level, that is a constraint for ethnic minority students to compete for jobs with other applicants in big cities or industrial zones as graduating vocational training schools. Uncontrolled living styles as a typical ethnic custom and non-industrial working manners of some ethnic minority young people also make business managers hesitate to employ them. Moreover, some ethnic minority people, especially married ones, are unwilling to work far away from home.

To overcome such shortcomings, vocational training facilities only receive subsidies (because vocational trainees are exempted from training fees) under the framework of rural labor vocational training program once they gain commitments by enterprises to employ the trained laborers as they graduate the vocational courses. However, this measure just works with short-term training facilities that do not require high expenses of vocational training work. Employment for short-term vocational certificate holders is not sustainable. At the moment, as a response to the increasing demand of textile and garment imports from EU countries, many private vocational training facilities have been established in 2009 and 2010 with a view to taking advantages of incentive policies for rural vocational training. However, once there is a sharp decline in EU countries' demand of garment and textile imports, such vocational training facilities are likely to be closed and garment vocational certificate holders will be unemployed.

Long-term vocational training has received insufficient attention. First of all, there's still limited awareness about the importance of long-term vocational training to professional skill development for students at secondary and high schools, including ethnic minority pupils. That results to a fact that most of high school students in ethnic and mountainous areas just want to take university entrance exams no matter how limited their capacity is comparing to that of other competitors in other regions of the nation, causing significant waste of available resources. Vocational training work for secondary and high school students, particularly ethnic minority students at boarding schools, has not been paid enough attention. Schooling time for vocational training is little. Furthermore, vocational teachers are often mandated as a concurrent task with other duties, they are not trained on vocational work thus lack of necessary information and skills.

#### **6.4. *Policies on intellectual development***

Custom and cultures of some ethnic minority groups have resulted to some challenges to ethnic minority human resource development. As presented in section 5.3.1., due to backward custom, many ethnic women hesitate to go for pregnancy tests and often give

birth at home, even right in kaingins, without professional care of clinic staffs, leading to high maternal mortality rate. Women of some ethnic minority groups hardly receive proper care during their maternal period, while often working in kaingins far away from home, resulting to high proportion of malnourished children, particularly stunting malnutrition. The program on reproductive healthcare implemented by the Ministry of Healthcare has set priorities for ethnic and mountainous areas, but supports provided remain limited due to a lack of proper measures tailored for specific conditions of each locality and ethnic group.

Some ethnic groups like H'Mông, Dao, Kháng, Giáy, etc., living in mountainous, isolated, and remote areas still get married with people of the same origin within three generations, causing highest risk of "cousin marriage" that adversely impacts on stature, habitus, and intellectual as well as physical health of next generations. To deal with such problem, the General Department of Population has deployed some pilot propaganda projects to raise people awareness, and to change their behaviours, in several districts of: Sơn Hòa, Mường Tè, Phong Thổ (Lai Châu province); Mèo Vạc, Đồng Văn, Quản Bạ (Hà Giang province). Nevertheless, such projects remain limited in scale and unsynchronised, not covering all ethnic minority groups in the whole nation.

Child marriage is still popular in many ethnic groups, particularly among H'Mông, Dao, and Khơ mú groups, etc. Many couples ignore family planning measures, leading to results of big families with too many children to afford, and thus suffering from hunger and poverty. Except for some of too small ethnic minority groups, family planning policies have been propagated and applied to ethnic minority households. However, the work still faces with significant challenges in mountainous, isolated, and remote areas.

Because of isolated and scattered living conditions, people of many ethnic minority groups are challenged by some difficulties as working in an industrial and crowded environment, ethnic people often lack of self-confidence if teachers do not pay attention to them. Their typical festival custom also prevents ethnic people from applying for jobs in big enterprises with industrialized production chains.

So far, many cultural and natural preservation activities have been carried out to protect and accelerate good traditions and cultures of ethnic people. However, deforestation and environmental degradation have made lives of some ethnic groups increasingly difficult, especially in mountainous and remote areas. It is more difficult for them to maintain their lives with adherent custom and cultures.

Establishing policies that allow to protect positive traditional and cultural characteristics of ethnic people while helping them to overcome shortcomings accompanied with such custom and cultures to fully integrate in national communities requires the Party and the Government to spend more efforts and resources on consulting ethnic minority groups, for better formulation of related ethnic minority human resource development policy, particularly, and national development policy, generally.

## **6.5. *Some policies on indirect human resource development in ethnic and mountainous areas***

There have been a plenty of provided policies on indirect human resource development in ethnic and mountainous areas, that have resulted in significant effects, including policies on poverty elimination via production subsidies, rural infrastructure development, housing development supports, direct ad-hoc supports, and regional development policies, etc.

### **6.5.1. *Poverty elimination policies:***

As analyzed in sections 5.3 and 5.4, poverty is one of major constraints to physical and intellectual strength development for ethnic minority people. According to a survey conducted by MOET, some female students of H' Mông, J'rai, and Khmer ethnic groups responded that poverty was a major reason causing their drop-out, and working on kaingins to help their parents earning livings instead.<sup>53</sup>

Over the last five years, the Government has issued many policies and implemented various programs and projects aiming to poverty elimination, particularly regarding difficult provinces in ethnic and mountainous regions. The research “An overview on available poverty elimination policies and projects of Vietnamese Government”<sup>54</sup> indicated that there were 41 policies and projects aiming to poverty elimination that have been deploying in the whole nation as of the late 2009, including three biggest national target programs of i) Socio-economic program for extremely difficult communes in ethnic and mountainous regions for period of 2006-2010 (135II program); ii) The national target program on poverty elimination for period of 2006-2010 (NTP-PR.), and iii) a newly established program pursuant to Resolution 30a on rapid and sustainable poverty alleviation for the 62 poor districts. All of the three programs focus on poor provinces and districts in mountainous, island, remote, and isolated areas where many ethnic minority people live.

Budget allocated for programs on poverty alleviation amounts to VND 46,311 billion, equivalent to USD 2.6 billion, for 2006 – 2020 period. However, there has been duplication revealed in relevant reports, for example, there has been duplication disclosed between NTP on rural water and sanitary and 134, 135 programs, as well as between NTP on poverty alleviation and other poverty alleviation programs, therefore, the real number is assumed to be lower. NTP-135II, NTP on poverty alleviation, NTP on rural water and sanitary, and the program on 62 poor districts cover almost all poverty elimination supporting measures. Thus, the available data and figures shows that disbursed budget for poverty alleviation activities is by far lower than the planned target, with VND 19,911 billion of disbursement during 2006-2009. In 2008, poverty

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<sup>53</sup> Ministry of training and education, 2009, Female ethnic students continuing secondary schools from primary schools

<sup>54</sup> Richard Jones et. al (2009), Overview on available poverty alleviation programs/ projects of Vietnamese government

rate of Vietnam was 12.1%, or more than 10 million poor people in absolute term. This means that average allocated budget for poverty elimination is VND 2 million/ person for the last three year period.

Poverty elimination programs cover a wide range of activities, from rural infrastructure development, production supports, housing development supports, water supply, education and training, and healthcare supports, to direct adhoc assistance to the poor. Rural infrastructures, especially rural roads, have been established to allow people in ethnic and mountainous areas access basic social services on a more favourable basis, including services of education and healthcare. Assistance on housing and water supply to the poor in ethnic and mountainous areas also help to improve ethnic minority people's health.

Among 41 programs and projects relating to poverty elimination, some programs are dedicated to ethnic people, such as: preferential loans for ethnic people in extremely difficult regions<sup>55</sup>; policies on assistance to ethnic people, beneficiaries of preferential social welfare policies, poor households and households at poverty threshold, and fishermen; price and transport cost subsidies for people in mountainous and ethnic regions<sup>56</sup>; supporting basis needs of ethnic minority people in difficult areas<sup>57</sup>, and other programs on ethnic minority people development for Si La, Pu Péo, Rơ Măm, Brâu, and Ô Đu groups.<sup>58</sup>

These poverty elimination programs/ projects have resulted to certain effects on poverty alleviation in ethnic and mountainous regions. However, some ethnic groups are still at the margin of such programs, this is reflected by high ratio of poverty and slow poverty alleviation speed among those ethnic minority groups as presented.

The reason to poor efficiency of poverty programs is overlaps and duplication and lack of participation of beneficiaries in designing. The needs of the poor, traditions and culture of ethnic minority groups haven't been reflected in designing.

#### *6.5.2. Regional development policies*

Human resource development, generally, and ethnic and mountainous human resource development, particularly, is significantly affected by socio-economic development levels of the regions. In general, a proper regional development policy is likely to allow tapping available advantages of geographic, cultural, and natural conditions of specific regions for socio-economic development. In Vietnam, nevertheless, regional development policy has not been paid sufficient attention.

Plans on socio-economic development with 2010 and 2020 visions have been issued for various regions. However, there is still an absence of comprehensive, synchronous, and

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<sup>55</sup> Decision 32/2007/QĐ-TTG dated 5/3/2007

<sup>56</sup> Document No. 20/UBDT-CSDT dated 10/1/2008

<sup>57</sup> Decree No. 20/1998/NĐ-CP dated 31/3/1998, and Decree No. 02/2002/NĐ-CP dated 3/1/2002

<sup>58</sup> Decisions No. 236, 237, 238, 292, 304, and 255 issued by the ethnic affair committee in 2005

suitable policy measure systems. Over the last five years, the Central Party Steering Committee has issued 6 resolutions on socio-economic development for 6 regions, namely: Resolution 54/NQ-TW on socio-economic development in Hong river delta area, Resolution 37/NQ-TW on socio-economic development in the northern mountainous region, Resolution 39/NQ-TW on socio-economic development in the Central coastal region, Resolution 10/NQ-TW on socio-economic development in highland region, Resolution 21/NQ-TW on socio-economic development in Mekong delta region, and Resolution 55/NQ-TW on socio-economic development in the southeast region. However, such resolutions just mention directions for regional socio-economic development, but do not present accompanied policy solution and measures, neither required resources for implementation. Of which, only 4 regions, namely: the northern mountainous region, the central coastal region, the highland region, and the Mekong delta region, have been provided with supports from the central state budget, as a complementary source, in 2009 and 2010, pursuant to Decisions No. 24, 25, 26, and 27 of the Prime Minister issued in 2008. Given limited budget resources, the complementary budgets hardly work for positive results of socio-economic development in ethnic and mountainous areas.

#### **6.6. *Arising problems related to available human resource development policy in ethnic and mountainous areas***

Over the last years, it is noteworthy that many policies have been promulgated for human resource development in ethnic and mountainous areas. Although quality and quantity of human resource in ethnic and mountainous regions have been continuously improved, there are still some problems that need to be handled to enhance living standards of people in ethnic and mountainous areas, and ethnic minority human resource capacity as well.

First of all, there have been overlaps and duplication in the issuance of policies on socio-economic development, generally, and human resource development in ethnic and mountainous areas, particularly, while there is a lack of proper coordination among related authorities; thus undermining implementation effectiveness and enforcement of such policies. Given current limited public resources, such overlapping and duplication in policy promulgation have resulted to a fact that some policies just exist in normative term without actual enforcement in reality. Inequality has also stemmed from such duplication because some people are provided with many benefits from different policies while some others who are really in needs of assistance are ignored.

Many public investment policies/ projects aiming to support ethnic and mountainous regions have been mapped out without practical basis of people's actual needs, especially the in-need groups. Therefore, some supporting activities have been deployed but fail to meet the planned target. For instance, some rural people attend vocational courses not to learn a certain profession but to get allowances. Once such allowances are not comparable to the wages paid for seasonal work, these people will not hesitate to quit the courses because it is no longer attractive to them.



Policies on ethnic minority people are often one-size-fit-all, without proper classification by educational levels, majors, custom, and traditions of each ethnic groups; as a matter of fact, living standards of some ethnic minority groups are approximately equal to those of Kinh and Chinese groups, whereas, some others are living in extremely difficult conditions but unable to access to governmental assistance.

## **VII. The need of ethnic and mountainous human resource development during 2011 – 2015 period and 2010 vision**

### ***7.1 Socio-economic development policies until 2020***

In the socio-economic development strategy for 2011 – 2020 periods, 5 development viewpoints are presented, as follows:

- Rapid and sustainable development;
- Making economic and political renovation that is synchronous and proper to the general goals of building the socialist republic of Vietnam on bases of wealthy people, and a strong, democratic, equal, and civilized nation;
- Practicing democracy, bringing human factor into full-play, taking the people as a major subject, a key resource, and target for national development;
- Developing a robust and healthy production force with increasingly high science and technology standards, while completing production relationship and a socialist market-oriented economic institution.
- Building an increasing independent sovereign in condition of deeper international integration.

### ***7.2 Socio-economic development target for 2011- 2015***

The strategic target for socio-economic development in 2011 – 2020 period is to become a modernized industrial country, with a stable, harmonious, democratic, and discipline politics, and significantly improved people's material and spiritual lives; sustained national independence, sovereign, unification, and territorial integrity; enhanced status of Vietnam in international arenas, creating sound conditions for higher development levels in the coming period.

To realize the mentioned strategic targets, three strategic pillars were clarified as breakthrough spearheads, one of which is “rapid human resource development, particularly high quality human resource development”.

To fulfil the breakthrough spearhead of “rapid human resource development, particularly high quality human resource development”, some concrete targets have been defined in the socio-economic development strategy 2011- 2020, including: (i) comprehensive cultural and social development in harmonization with economic development; (ii) robust development of healthcare services, increasing quality of

public healthcare services; (iii) human capacity enhancement by comprehensive renovation and rapid development of training and education field; and (iv) environmental protection and improvement, actively handling climate change impacts.

2011 – 2020 socio-economic development strategy emphasized the direction of “creating equal opportunities to access development resources and to benefit from basic social services and welfares” and “diversifying resources and measures to ensure sustainable poverty alleviation, especially in the poorest districts and in other extremely difficult regions”. “Promoting educational quality in difficult and ethnic regions” has been seen as a priority for development.

### ***7.3 Human resource development in ethnic and mountainous regions during 2011-2015 period and 2020 vision***

To fulfil strategic target set by the 2011-2020 SEDS with a breakthrough of rapid human resource development, especially high quality human resource, specific targets for trained labourers by 2015 has been defined at 55 percent of the total labour force in the 5 year SEDP for 2011-2015. Implementation of the target has resulted to high demand of human resource development in ethnic and mountainous regions because the proportion of untrained labourers in ethnic and mountainous regions, particularly in ethnic minority groups, such as: Hmong and Khmer, is dramatically high, at about 98% (see table 10). To increase the ratio of trained labourers in some ethnic minority groups from 2 percent of the total relative labour force to the level that equivalent to a half of the national target (27.5 percent) in the next 5 years, it requires noticeable efforts from the state, enterprises, and the communities for human resource development in ethnic minority groups and in ethnic and mountainous areas.

The need of human resource development in ethnic and mountainous regions during 2011 – 2015 period is expected as followed:

#### ***7.3.1. Skilled human resource development in ethnic and mountainous areas***

Vietnam is entering the next phase of a medium income country. As a matter of fact, many countries in the world have stucked in the “medium income trap”, and they are usually nations with high ratio of unskilled labourers. As becoming a medium income country, low cost labour force is no longer an advantage to attract foreign investment. Unless Vietnam prepares a proper policy on ethnic and mountainous human resource development, particularly human resource for some extremely difficult ethnic minority groups, it is likely that a majority of ethnic labourers will be unemployed and will be put at the margin of the economy. Then, it would be difficult to achieve the targets of poverty alleviation and people living standard improvement as planned in 2011-2020 SEDP and in the SEDS.

In 2009, 74.45% of the population or 50.769.895 people in ethnic and mountainous areas are at working age. Using the skill/unskill labor ratio of the whole country of 86.7% (see the Table 10 in the Appendix), the proportion of ethnic and mountainous

untrained labourers is still large, more than 44 million. Vocational training is badly needed for ethnic minority people because the proportion of untrained population of any ethnic minority group, even with a big ethnic groups like Thai (94.6%), Khmer (97.7%) and Hmong (98.7) is very high.<sup>59</sup>

For people at high school ages (16-18 year old) who are drop-out only, there are more than 2 million unskilled labourers that need vocational training in ethnic and mountainous areas. Medium and long-term vocational training for sustainable employment will be extremely challenging to ethnic minority people because the numbers of drop-out and illiteracy at the age above 15 are very high among ethnic minority groups, for example: Hmong: 61,4%, Khmer: 23,9%, Thai: 17,8%, and others: 23,3%. Therefore, requirements for educational development, creating more favourable conditions, and educational quality enhancement that proper to specific conditions, culture, and tradition of ethnic minority groups are raised with vocational training activities. Policies of earmark enrolment and/ or vocational facility establishment will not be effective unless sufficient resources are provided. Hence, the ultimate requirements are to increase enrolment ratio, educational universalization for ethnic minority groups whose illiteracy rates are high among population of the age older than 15.

To increase the proportion of skilled labourers in ethnic minority groups and in ethnic and mountainous regions, it is necessary to increase the share of people complete their relative educational levels. As presented, enrolment rates and the share of people completing their relative educational level remain low in many reported groups and regions. Therefore, it is highly necessary to meet demand of education services, particularly ones that are suitable to natural conditions, culture, and social lives of the reported groups and regions. Decree No. 82/2010/NĐ-CP, regulating the teaching and learning of ethnic minority languages and characters at secondary and high schools, and permanent training centers, has been issued, it is expected to facilitate educational quality improvement in ethnic and mountainous areas.

### *7.3.2. Developing a human force that are able to use foreign languages and master information technology in ethnic and mountainous areas*

There are more and more jobs created in foreign-invested business sector and in overseas labour market as well. Hence, labourers are required to master foreign language and information technology. Over the last years, there have been priorities granted to ethnic minority people and ethnic and mountainous regions in available labour exporting policies. Experiences on labour exporting over many years show that exported labourers who are ethnic people also have as good working records as those of Kinh people.

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<sup>59</sup> GSO, 2010, population and housing census in 2009

### *7.3.3. Developing a human force that is flexible, dynamic, and adjustable to market demands in ethnic and mountainous areas.*

Vietnam accessed WTO in 2007. All of pending commitments made for WTO accession are required to be fulfilled by 2014. Thus, by 2020, Vietnam must complete its institution to fully operate the economy basing on market principles. 2011-2020 period will also witness Vietnam to become a medium income country gradually. All of preferential and granted aids from international communities will be stopped. More attention should be paid to investment effectiveness. Under globalization process, labour forces are not only required to be skilled, but also flexible, dynamic, unceasingly improved, and adjustable to satisfy market requirements. Given such context, labour forces in ethnic and minority groups also need to become flexible, dynamic, and adjustable to market requirements.

At the moment, most of labour forces in the reported areas are involved in agricultural and manual work (the northern midland and mountainous region: 78.44%; the central coastal region: 64.8%, and the highland region: 76.33%). Given current development trends, contracting agricultural and forest areas, and increasing cultivation productivity, agricultural employment will decline. Without proper working skills, particularly features of flexibility, dynamics, and adjustability to meet market requirements, labourers in the reported regions will be unemployed and have no chance to earn their livings.

As presented, many ethnic people are hesitant to work far away from home, unable to be adaptive with industrial working environment, and lacking of self-confidence, etc., thus, they are prevented from finding better jobs to increase their income; whereas, regions where most of ethnic minority people live are mountainous and isolated, with unfavourable transport conditions, are found unattractive to investors and economic developers, and new jobs are unlikely to be created there.

Teaching methods that are not pupil-tailored and one-size-fit-all curriculum and textbooks applied to all regions make ethnic pupils less confident. Low educational levels, and isolated living conditions make many ethnic groups passive to changing environment, and lack of adaptability to new climates. Ethnic labourers are even less confident as facing with limitation to information access.

To develop ethnic human resource, it is necessary to change teaching approaches in schools of different levels. Information of policies provided by the Party and the State regarding employment need to be updated on regular and timely basis for people in ethnic and mountainous regions, particularly in remote, isolated areas.

### *7.3.4. Development of a healthy labour force in ethnic and mountainous areas*

Vietnam is seen as one of countries that suffer from the most serious impacts from climate changes, thereby, the central coastal areas and the Mekong delta region will be most severely affected, especially to agricultural development and farming

employment. That means farmers in these regions will have to migrate to other areas to find non-farm work, while the proportion of illiterate population over 5 year old is highest in Mekong delta region. Therefore, a majority of young people in Mekong Delta region are required to take vocational courses for non-farm employment, and at the same time, to complete schooling education with a view to equipping themselves with necessary knowledge to absorb medium and long-term vocational training programs.

The globalization process makes society, including requirements of employment and skills change rapidly. Thus, regular changes will be increasingly more popular than before. And, hence, pressures of employment, learning, and new job seeking require labourers to make themselves trained, not only in professional term, but also in spiritual, educational, psychological, and physical terms.

## **VIII. Human development choices in the ethnic minority and mountainous areas for the 2011 – 2020 period**

### ***8.1. The on-going policies to be adjusted or complemented***

#### ***8.1.1. Population and health policies***

Some policies relating to the health care for the ethnic minorities and people in ethnic and mountainous areas to support their access to the population and health care services, which have brought positive impacts, should be continued. For example, higher priority and attention should be given to the commune health care service development policy, including the commune health care infrastructure and human resource development. Most of people in ethnic minority and mountainous areas have taken the services mainly from commune health care centers, while only 52.86% of the commune health care centers have had good infrastructure and 40% of them have a doctor.

To the remote and highly mountainous areas, the mobile health care services and village medical collaborator policy should be continued to help the people in remote and highly mountainous areas, especially the people with shifting cultivation traditions to have better access to health care services.

The free health insurance to the poor and ethnic minority households have made a good contribution to improving the access to health care services to the poor and ethnic minority households. However, deeper studies should be carried out to find the solutions to improve this policy effectiveness through addressing the problems in issuing health insurance certificates to the poor.

For the remote and highly mountainous areas the continuous support should be given to preventive health and vaccination to help the people in these areas to be prevented from and cured with some popular diseases in the ethnic mountainous areas, like malaria, goiter, typhoid fever...

The communication on health care policy, especially the productive health policy should be adjusted to improve the awareness of the importance and the ways of health protection by the people in ethnic minority and mountainous areas.

#### *8.1.2. Education and training policies*

The support to infrastructure and human capacity development for the ethnic minority boarding and semi- boarding schools in remote and high mountainous areas has actually made contribution to increased school enrollment and education completion of the ethnic children, especially in the remote and high mountainous areas, like Ha Giang, Lai Chau, Cao Bang... These policies should be continued. In addition, the priority should be given to development of semi-boarding schools and village-based classes to help the students who are ineligible to minority boarding schools to have better access to education.

Learning ethnic minority languages or teaching in ethnic minority languages in schools should be encouraged. The curriculums should be revised to be more relevant to the actual local conditions and the needs of students.

Early childhood education has been given more attention recently. However, more relevant incentives should be introduced to support the early childhood teachers in ethnic minority and mountainous areas, especially in the most disadvantaged areas, where few parents can speak Vietnamese. MOET should impose closer M&E to encourage early childhood development investment by local education and training agencies.

High education entrance by “local government’s nomination” policy should be continued, but higher priority should be given to the graduates from small size ethnic minority groups. To avoid human resource wastes as in the case university and college graduates can’t find jobs from where they were nominated, the relevant policies should be introduced to enhance the accountability of local authorities to their nomination.

The government has issued the policy on rural vocational training and vocational training to ethnic minority youth. Various new models on vocational training have been applied, such as vocational training with employment generation through supporting enterprises to create jobs, mobile vocational training, community- based vocational training (with the participation and cooperation of both poor and better off households)... However, those policies haven’t been successful in attracting the participation of ethnic minority labourers.

One of the reasons for the poor success is that the rural vocational training support policy has focused on short training so that the skills developed have been not high enough to get employment, especially the sustainable employments. The jobs created for short course vocational training graduates are usually not local and with very low salary which are not sufficient to them cover accommodation, food, travel and for feeding their children or parents. However, long or medium term vocational training

courses require certain level of education, while the lower, and especially upper secondary education completion percentage of ethnic minority people, especially from small size ethnic groups, is low as mentioned in the 5.4.1. Therefore, the vocational training for ethnic minority youth policy should be revised to move the focus on longer vocational training in combination with basic education, but not on short vocational training as so far. The career guidance in secondary schools should be encouraged and improved to increase the proportion of secondary graduates entering TVETs. The supports given to the students entering high education institutions through nomination system should be applied to the ethnic minority students taking courses from TVETs.

#### *8.1.3. Personnel policies*

The higher multiplier salary policy applied the government officials and civil servants working in mountainous, island and remote areas should be maintained to attract qualified staff to work for those difficult areas. In addition, those government staff should be supported with housings.

#### *8.1.4. Livelihood improvement policies*

There have been a number of the national targeting programs implemented in ethnic and mountainous areas to help improving the livelihood, infrastructure development and poverty reduction in these areas, including the NTP- PR, the P-135II, Rural water supply and sanitation programs... Many studies have indicated the overlaps of many programs and low efficiency of the public investment because of unreasonable decisions on investment and split investment. In the future, the efficiency and impacts of the public investment programs/projects should be monitored and evaluated for state management decisions making. The supports to poverty reduction and rural infrastructure development in ethnic and mountainous areas should be continued, but integrated into a smaller number of comprehensive programs with higher flexibility.

The NTP on poverty reduction, the P-135 for 2011- 2015 period and the New Rural community program... should be designed to give higher autonomy to grassroots level so that the interventions can be introduced by local authorities based on community needs, avoiding overlaps and giving high priority to the households from small size ethnic minority groups in the most disadvantaged areas.

### ***8.2. New policies to be considered for being issued***

#### *8.2.1. Improving the health status to the people in ethnic minority and mountainous areas*

+ The new incentives on productive health should be introduced to encourage the visits to health care centers by ethnic minority women, especially the pregnant women through giving financing supports for travels, free health care advices, medicines and even nutritional supplementation support to visiting pregnant women and birth giving at health care centers women, nutrition support to the infants born at health care centers and vaccinated as required, and strengthening village midwife training;

- + The health status improvement policy should be introduced in cooperation with education policy through giving “school meals” or “free cups of milk” to the students in remote and the most disadvantaged areas with higher priority given to early childhood students, followed by the primary students.

- + Mobile health care serving teams should be strengthened to improve the access to and quality of the health care services to the people in the most disadvantaged areas where the health care centres are in long distance;

- + Physical education in boarding schools should be enhanced through sending adequate number of physical education teachers there with sufficiently equipped facilities.

#### *8.2.2. Communication and advocacy policy*

- + The relevant incentives should be introduced to encourage ethnic minority youth in the most disadvantaged areas to marry at the right age, like giving them gifts (cotton wadding, mosquito net) if they come to get the marriage certificate at commune people committee office.

- + Marriage, sex, parental advice services in the ethnic and mountainous areas should be supported (this policy may be implemented separately or integrated in the health status improvement program as mentioned above);

- + The awareness of the negative impacts from blood-related marriage should be raised to ethnic minority people (this policy may be implemented separately or integrated in the health status improvement program as mentioned above).

#### *8.2.3. Education and training policies:*

- + Teaching in ethnic minority language should be encouraged in the ethnic minority and mountainous areas with quite high concentration of the ethnic people from one ethnic minority group. High priority should be given in allocating budget to implementing the incentives given according to the Decree 82/2010/NĐ-CP, Regulation on teaching and learning ethnic minority languages in schools and continuous education centers, issued in July, 15<sup>th</sup> 2010;

- + The supports (scholarships...) should be given to the ethnic minority students entered public universities/colleges not through nomination similarly as to the students through “local authority nomination system”;

- + Excellent ethnic minority students should be defined and supported with excellent national or overseas education from early stage (even from primary schools).

- + Incentives should be given to the teachers to learn the indigenous language and culture. According to the findings from the section 5.4.1, one of the reasons causing drop-out of schools is misunderstanding the culture and traditions of students by teachers. Therefore, more teachers who understand the culture and traditions of



indigenous students may help to improve the teacher- student relationship and reduce drop- out rate.

- + High priority should be given to allocate the resource to implement the “Early childhood development” program in ethnic minority and mountainous areas to help the ethnic minority children in having good language preparation before going to the first grade of a primary school.

- + Revise the rural vocational training applied to ethnic minorities so that the trainees, who haven’t completed secondary education, can access free education before getting vocational training. Free tuition fees and financial supports for textbooks and notebooks, and for living costs should be given to them because most of the vocational training are the key labourers in their family and their attending training courses have influenced strongly on their household economy;

- + The career guidance in secondary schools should be improved, firstly in ethnic minority boarding schools. The cooperation between the education agencies with other agencies should be promoted so that the information on labor market, the orientations on national and local socio- economic development will be share by those agencies with schools to give advice to students on self evaluation of their capacity and selection of occupation;

- + A specialised for ethnic minority university should be established to provide multisector training, including short vocational training, secondary education, undergraduate and postgraduate education, to ethnic minority students (with a certain proportion of Vietnamese students).

#### **8.2.4. Personnel policy**

- + The government staff recruitment policy should be changed to ethnic minority and mountainous areas, especially to the areas with high percentage of ethnic minority population: the foreign language exams should replaced by ethnic minority language exams to give higher opportunities to ethnic minority graduates to get jobs in government agencies at local levels.

- + Government staff recruitment and promotion should be changed so that inter- level and inter-provincial movement will be considered and the conditions for promotion; In the areas with high ethnic minority population, the target on the percentage of ethnic minorities and the proportion of ethnic minority in local should be defined.

#### **8.2.5. Livelihood improvement policies**

The support from the government should be given directly to beneficiaries, but with certain conditionality (for example the support is given to the schools learners, health care centers’ visitors,...).

## X. Appendix

**Table 1: Number and percentage of the ethnic minority population in 2009, by regions**

TT	Socio- economic regions	Total population	Minority population	(%)
	The whole ethnic minority and mountainous areas	68.194.369	12.251.436	100%
I	Northern mountainous region (14)	11.064.449	5.949.346	0.486
II	Red river Delta (4)	9.492.515	250.401	0.020
III	Central coastal region (14)	18.835.485	1.850.776	0.151
IV	Central Highland (5)	5.107.437	1.738.216	0.142
V	South East (5)	12.542.751	1.100.398	0.090
VI	Mekong river Delta (9)	11.151.732	1.362.299	0.111

*Sources: 2009 Population and Housing Census, 2010*

**Table 2: Number and compositions of the ethnic minority population in 2009, by regions**

TT	Regions	Population (People)	(%)	Male		Female	
				Number	(%)	Number	(%)
<b>I</b>	<b>Total population of the country</b>	<b>85,846,997</b>	<b>100.00</b>	<b>42,413,143</b>	<b>49.41</b>	<b>43,433,854</b>	<b>50.59</b>
<b>II</b>	<b>Total population of ethnic minority and mountainous areas</b>	<b>68,194,369</b>	<b>79.43</b>	<b>33,861,459</b>	<b>49.65</b>	<b>34,332,910</b>	<b>50.35</b>
<b>III</b>	<b>Ethnic minority population</b>	<b>12,251,436</b>	<b>14.27120</b>	<b>6,108,298</b>	<b>42.80</b>	<b>6,143,138</b>	<b>57.20</b>
1	Tay	1,626,392	1.89452	808,579	42.68	817,813	57.32
2	Thai	1,550,423	1.80603	772,605	42.78	777,818	57.22
3	Muong	1,268,963	1.47817	630,983	42.69	637,980	57.31
4	Khmer	1,260,640	1.46847	617,650	42.06	642,990	57.94
5	H'Mong	1,068,189	1.24429	537,423	43.19	530,766	56.81
6	Nung	968,800	1.12852	485,579	43.03	483,221	56.97
7	Hoa	823,071	0.95877	421,883	44.00	401,188	56.00

8-42	35 ethnic groups with the population from 5,000 to 800,000 people, including Dao, Gia Rai, Ede, Banar, San Chay, Co Ho....						
43	<i>Lo lo</i>	4,541	0.00529	2,218	41.93	2,323	58.07
44	<i>Mang</i>	3,700	0.00431	1,868	43.34	1,832	56.66
45	<i>Co Lao</i>	2,636	0.00307	1,344	43.78	1,292	56.22
46	<i>Bo Y</i>	2,273	0.00265	1,170	44.15	1,103	55.85
47	<i>Cong</i>	2,029	0.00236	1,009	42.75	1,020	57.25
48	<i>Ngai</i>	1,035	0.00121	557	46.03	478	53.97
49	<b>Si La</b>	709	0.00083	371	44.70	338	55.30
50	<b>Pu Peo</b>	687	0.00080	352	44.00	335	56.00
51	<b>Ro Mam</b>	436	0.00051	227	44.51	209	55.49
52	<b>Brau</b>	397	0.00046	196	42.61	201	57.39
53	<b>Odu</b>	376	0.00044	219	49.77	157	50.23

Sources: 2009 Population and Housing Census, 2010

**Table 3: Ethnic minority population in 2009, by age**

Unit: People

Ethnic groups	Ethnic minority and mountainous areas		Ethnic minority people	
Total	68,194,369	100%	12,251,436	100%
Of which: male		49.65%		42.8%.
Female		50.35%		57.2%
Above 15	50,769,895	74.45%	8,452,266	68.97%
Age 15- 18	4,305,552	8.48%		
Under 15	17,424,474	25.55%	3,799,170	31.03%
Age 12- 15	5,025,803	28.84%		25.38%
Age 7- 11	5,375,091	30.85%		31.16%
Under 7	7,023,580	40.31%		43.46 %

Sources: 2009 Population and Housing Census, 2010

**Table 4: Ethnic minority population in 2009, by sectors**

Unit: %

Ethnic groups	The whole country	Northern Mountains	Central Coast	Central Highland
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By sectors				
Agriculture	51.9	75.0	58.5	73.4
Industry	21.5	9.9	17.5	7.9
Services	26.5	15.1	24.0	18.6
By occupations				
Farming and occupations with simple skills		78.44	64.81	76.33
The occupations with high skills	22.37% with high skills	6.26	7.31	5.93
Managers		0.85	0.56(ĐBSCL)	0.76

*Sources: 2009 Population and Housing Census, 2010*

**Table 5: Key indicators on physical status of the human resources in ethnic minority and mountainous areas**

Unit: %

Ethnic groups	Under five child weight malnutrition	Under one child mortality rate	Life expectancy (years)
The whole country	19.9	16	72.8 (male: 70.2. female: 75.6)
Northern mountainous region	25.9	24.5	70 (male: 67.2. female: 73)
Central Highland	27.4	27.3	69.1 (male: 66.3; female: 72.2)
Mang ethnic group	40.03	73.0	53.6
La Hu	44.0	85	51.0
Co Lao	47.37	68	54.0
Tay		23.3	70.3
Thai		27.1	69.2
Muong		22.2	68
Khmer		18	69.5
H'Mong		45.5	61.3
Other ethnic groups		32.0	64.9

*Sources: 2009 Population and Housing Census, 2010; The socio- economic conservation and development for Mang, La Hu, Cong ethnic groups project - Lai Chau PPC report, 2010; The socio- economic conservation and development for Co Lao ethnic group -Ha Giang PPC report, 2010*

**Table 6: Literacy rate of the above 15 population in ethnic minority and mountainous areas**

Unit: %

TT	Regions/provinces	All	Male	Female	Gaps
	<b>The whole country</b>	<b>93.5</b>	<b>95.8</b>	<b>91.4</b>	<b>4.4</b>

	Three regions with lowest literacy rate				
<b>I</b>	<b>Northern mountainous region</b>	<b>87.3</b>			
<b>II</b>	<b>Central Highland</b>	<b>88.27</b>			
<b>III</b>	<b>Mekong river Delta</b>	<b>91.6</b>			
	Ten provinces with lowest literacy rate				
1	Lai Chau	57.4	71.9	42.7	29.2
2	Ha Giang	65.5	76.1	55.1	21.0
3	Dien Bien	67.6	80.7	54.8	25.9
4	Son La	75.2	86.7	63.8	22.9
5	Lao Cai	77.5	84.7	70.6	14.1
6	Gia Lai	80.5	86.6	74.5	12.1
7	Cao Bang	82.2	87.2	77.4	9.8
8	Kon Tum	84.5	90.1	79.0	11.1
9	Tra Vinh	86.4	90.5	82.6	7.9
10	Soc Trang	86.5	89.5	83.7	5.8

Sources: 2009 Population and Housing Census. 2010

**Table 7: Population at the school age. net and gross enrolment rate in ethnic minority and mountainous areas**

Unit: %

rank	Regions	Primary		Lower secondary		Upper secondary	
		Net enrolment	Not right age enrolment	Net enrolment	Not right age enrolment	Net enrolment	Not right age enrolment
	<b>Average</b>	<b>94.18</b>	<b>8.70</b>	<b>87.60</b>	<b>9.52</b>	<b>60.34</b>	<b>13.82</b>
<b>I</b>	<b>Northern mountains</b>	<b>92.01</b>	<b>10.66</b>	<b>88.06</b>	<b>12.29</b>	<b>57.25</b>	<b>15.13</b>
1	Ha Giang	83.99	19.06	67.11	22.92	34.51	25.49
3	Bac Can	89.33	10.67	83.92	13.59	44.21	19.22
11	Thai Nguyen	82.82	16.38	76.25	21.26	47.35	29.74
12	Lang Son	81.68	16.91	67.16	24.15	29.38	32.08
13	Bac Giang	85.98	18.87	82.20	24.34	45.65	27.12
<b>II</b>	<b>Red river delta</b>	<b>97.28</b>	<b>5.61</b>	<b>96.20</b>	<b>6.30</b>	<b>77.54</b>	<b>9.28</b>
<b>III</b>	<b>Central coastal region</b>	<b>95.82</b>	<b>7.05</b>	<b>95.09</b>	<b>8.39</b>	<b>69.03</b>	<b>10.61</b>
20	Ninh Thuan	91.58	10.01	74.89	9.46	53.12	14.64
<b>IV</b>	<b>Central Highland</b>	<b>93.13</b>	<b>10.50</b>	<b>83.74</b>	<b>10.59</b>	<b>57.95</b>	<b>15.96</b>

21	Kon Tum	94.02	9.03	84.50	12.70	43.59	13.15
22	Gia Lai	87.47	12.93	71.08	11.61	45.56	14.53
<b>V</b>	<b>South East</b>	<b>97.10</b>	<b>4.76</b>	<b>90.96</b>	<b>6.45</b>	<b>64.96</b>	<b>13.56</b>
<b>VI</b>	<b>Mekong Delta</b>	<b>92.26</b>	<b>11.57</b>	<b>71.30</b>	<b>10.34</b>	<b>41.22</b>	<b>20.21</b>
32	Soc Trang	90.61	14.87	67.45	14.69	38.50	27.07

*Source: MOET*

**Table 8: Primary and lower secondary education drop-out and repetition rates by regions and selected provinces**

Unit: %

Province/cities		Primary			Lower secondary		
		Drop-out rate	Repetition rate	Out-off school	Drop-out rate	Repetition rate	Out-off school
		<b>2.8%</b>	<b>2.15%</b>	1.74%	<b>10.6%</b>	<b>2.16%</b>	1.36%
<b>North East</b>		<b>2.1%</b>	<b>2.60%</b>	0.63%	<b>12.2%</b>	<b>1.57%</b>	0.58%
11	Ha Giang	3.9%	3.26%	2.69%	11.7%	3.74%	2.44%
12	Cao Bang	4.9%	2.19%	2.95%	15.9%	1.31%	0.00%
21	Quang Ninh	5.1%	1.74%	0.15%	13.0%	1.10%	0.63%
<b>North West</b>		<b>4.1%</b>	<b>1.54%</b>	1.30%	<b>10.9%</b>	<b>3.17%</b>	0.56%
22	Lai Chau	3.1%	0.67%	0.62%	11.9%	9.95%	0.82%
24	Son La	3.5%	1.43%	2.26%	10.1%	2.39%	0.78%
<b>North Center</b>		<b>2.5%</b>	<b>1.90%</b>	0.15%	<b>11.3%</b>	<b>1.03%</b>	0.13%
27	Nghe An	2.3%	1.94%	0.14%	11.2%	1.13%	0.22%
28	Ha Tinh	2.5%	0.93%	0.15%	11.1%	0.49%	0.13%
<b>Southern Coast</b>		<b>1.6%</b>	<b>2.02%</b>	0.15%	<b>10.3%</b>	<b>1.75%</b>	0.32%
33	Quang Nam	4.4%	2.02%	0.06%	13.3%	2.10%	0.06%
36	Phi Yen	1.0%	1.01%	0.27%	12.9%	0.63%	0.29%
<b>Central Highland</b>		<b>4.1%</b>	<b>3.34%</b>	1.41%	<b>7.3%</b>	<b>4.54%</b>	0.99%
38	Kon Tum	3.4%	0.70%	0.93%	10.9%	3.37%	0.18%
39	Gia Lai	4.3%	2.39%	2.67%	9.2%	4.01%	3.35%
41	Dak Nong	6.1%	5.35%	1.53%	-4.3%	5.65%	1.03%
<b>South East</b>		<b>2.6%</b>	<b>2.60%</b>	0.34%	<b>9.1%</b>	<b>3.23%</b>	0.39%
44	Ninh Thuan	2.6%	3.16%	1.60%	13.1%	3.48%	1.99%
46	Tay Ninh	6.6%	1.24%	0.14%	16.4%	2.96%	0.08%
<b>Mekong Delta</b>		<b>4.4%</b>	<b>1.96%</b>	7.56%	<b>15.4%</b>	<b>3.67%</b>	5.19%
52	Dong Thap	2.6%	2.99%	0.14%	15.2%	1.43%	0.00%
53	An Giang	2.9%	1.04%	0.64%	16.3%	1.42%	0.87%
57	Kien Giang	5.7%	1.99%	0.80%	16.1%	5.13%	0.60%
59	Hau Giang	3.5%	3.18%	0.09%	14.9%	5.90%	0.00%
60	Tra Vinh	3.2%	2.08%	0.50%	17.2%	4.33%	0.25%
61	Soc Trang	15.4%	1.56%	0.52%	28.3%	4.99%	0.00%
62	Bac Lieu	5.5%	2.23%	0.67%	18.5%	2.81%	0.88%
63	Ca Mau	7.0%	2.04%	0.65%	23.0%	3.74%	0.00%

Sources: Calculated by the author based on the MOET's data

**Table 9: Above five out-off school and completion rate**

Unit: %

	Never gone to schools	Primary education uncompleted	Primary education completed	Lower secondary education completed	Upper secondary education completed
The whole country	5.5	14.5	25.7	28.9	12.1
Urban	2.5	8.8	20.4	24.1	18.9
Rural	6.8	17.1	28	31	9.1
Northern mountainous region	11.6	13.4	23.5	28.7	9.5
Central coastal region	2.3	7.5	15	39.3	16.5
Central Highland	4.7	13.6	25.7	32.1	11.6
South East	10.3	13.7	30.3	27.6	8.4
Mekong Delta	3	12.1	28	24.8	16.5
Thai ethnic group	6.9	26.7	36.1	17.4	6.4
KhMer	17.8	20.7	29.3	21.5	5.3
H'Mong	23.9	30	30.6	10.5	2.5
Other ethnic groups	61.4	14.3	13.8	7.9	1.4
The whole country	23	22.9	27.3	16.7	5.3

*Sources: 2009 Population and Housing Census, 2010***Table 10: Population at the age of above five year old by training levels**

Unit: %

	Untrained	Primary vocational training completed	Secondary vocational training completed	College graduates	University graduates
The whole country	86.7	2.6	4.7	1,6	4,4
Urban	34.7	4.4	47.6	2,5	10,8
Rural	91.9	1.8	3.5	1,2	1,6
Northern mountainous region	86.6	2.4	6.4	1,8	2,8
Central coastal region	84.4	2.1	4.8	1,7	3,6
Central Highland	90.6	1.9	3.8	1,3	2,8
South East	84.4	3.6	3.8	1,6	6,6
Mekong Delta	93.4	1.4	2.2	0,9	2,1
Thai ethnic group	94.6	3.8		1.6	
KhMer	97.7	1.3		1	
H'Mong	98.7	1		0.3	
Other ethnic groups	96	2.5		1.5	

*Sources: 2009 Population and Housing Census, 2010***Table 14: Preschool enrolment rate by regions**

Unit: %

Provinces	Under two		Age 3-5		Above five	
	Enrolment	%	Enrolment	%	Enrolment	%
1. Cao Bang	2,027	8.2	17,425	69.1	8,238	95.8



2. Dien Bien	2,290	9.9	24,270	71.4	10,595	94.2
3. Quang Ngai	4,083	10.3	38,187	70.5	18,685	99.8
4. Binh Thuan	4,901	6.8	39,070	56.5	19,516	83.7
5. Dak Lak	3,912	5.4	60,442	70.5	33,509	97.7
6. Dak Nong	1,748	9.4	19,497	67.9	10,218	93.8
7. Soc Trang	1,148	2.3	34,185	71.1	17,932	99.9
8. Tra Vinh	890	1.6	27,821	63.8	14,538	98.2

*Sources: 2009 Population and Housing Census, 2010*

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