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REVIEW AND ANALYSIS OF CURRENT ETHNIC MINORITY POLICIES RECOMMENDATIONS FOR DEVELOPMENT OF ETHNIC MINORITY POLICY FRAMEWORK TOWARD 2020

Ha Noi, nam 2012



CEMA



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**Project: “Strengthening Capacity in Ethnic Minority Policy Formulation,
Implementation and Monitoring – EMPCD”**

RESEARCH REPORT

**REVIEW AND ANALYSIS OF CURRENT ETHNIC MINORITY
POLICIES AND RECOMMENDATIONS FOR DEVELOPMENT
OF ETHNIC MINORITY POLICY FRAMEWORK
TOWARD 2020**

Hanoi, July 2012

The report is a TA product of the UNDP-supported project “Capacity Strengthening for Ethnic Minority Policy Formulation, Implementation and Monitoring” (EMPCD) of CEMA prepared by consultant team from IPSARD. 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 and CEMA.

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We hope that research outcomes will be foundations for policy-makers and managers of governmental agencies in building and issuing feasible and effective policies on ethnic minorities and sustainable development for ethnic minority areas.

We would like to wish cooperation with you in socio-economic development and poverty reduction of ethnic minority areas to reach sustainable development of the country.

With limited qualifications, time and finance, the report cannot avoid shortcomings, the research team wish to receive contributions for our report. Please send your ideas to address:dangkimson_mard@yahoo.com and empcd@cema.gov.vn.

ABBREVIATIONS

UNDP	United Nations Development Program
WB	World Bank
CEMA	Committee for Ethnic Minorities and Mountainous Affairs
EMPCD	Strengthen Capacity for CEMA in Ethnic Minority Policy Formulation Implementation and Monitoring
SEDEMA	Socio-economic Development Programmer for Ethnic and Mountainous Areas
PMU	Project Management Unit
MOLISA	Ministry of Labor, War Invalids and Social Welfare
MARD	Ministry of Agriculture and Rural Development
GSO	General Statistics Office
DTRIN	Minor ethnic minority
VBSP	Vietnam Bank for Social Policy
VHLSS	Vietnam household living standard survey

INTRODUCTION

1. Background

The UNDP supporting the project of “Strengthen Capacity for CEMA in Ethnic Minority Policy Formulation, Implementation and Monitoring” (EMPCD) in the 2008-2012 period aims to improve capacity for CEMA and Boards of Ethnic Affairs in Lai Chau, Quang Nam and Binh Phuoc in developing, disseminating, implementing and monitoring ethnic minority policies by using an evidence-based approach with active participation.

The project’s activities are closely linked with the ongoing project VIE 02/001 “Support to the Improvement and Implementation of the National Targeted Program on Poverty Reduction” and the “Socio-economic Development Program for Ethnic and Mountainous Areas” or 135 Program.

Policy strategies for the period 2011-2010 and programs/projects for the period 2011-2015 are designed by the CEMA for a rapidly and sustainably socio-economic development of ethnic minority areas. In the context, an overall policy framework is needed to direct CEMA’s activities in the coming period and determine its preferred policies. The policy framework plays a critically important role in designing CEMA’s vision, responsibilities and targets in the period 2012-2020, deciding CEMA’s duties and strategic focus aimed at supporting ethnic minorities in future.

Designing the overall policy framework for a rapid and sustainable socio-economic development of ethnic minority areas in the coming time requires related authorities to ***comprehensively review and analyze current ethnic policies as well as programs for ethnic minority development.*** Besides, it is necessary to implement an overall context analysis to determine possible trends and challenges to the ethnic minority development within the next 10 years and supporting policies. The overall policy framework ensures that the prepared strategies and policies will meet both expected and emerging requirements.

2. Objectives

2.1 Overall objective

To give the technical support for CEMA and to develop an overall policy framework for the socio-economic development of ethnic minority areas by 2020;

2.2 Specific objectives

1) Carry out comprehensive analysis of poverty, slow development and challenges to socio-economic development of ethnic minority areas within the next 10 years;

2) Revise available ethnic policies and programs, and analyze revised policies based on using an analysis framework to clarify overlap and contradiction among the policies as well as suitability and effectiveness of these;

3) Support/ promote “building roadmap” for related governmental authorities to prioritize critical policy methods, and support CEMA to design a comprehensive policy framework.

3. Research activities

Due to limited time, the research will cover following research activities in accordance with approved proposal.

1) Review of current legal documents, reports and sources of information about policies/programs/projects targeted at socio-economic development and poverty reduction for ethnic minorities

Classify and evaluate shortcomings and outcomes of the policies/programs/projects on the ethnic minorities’ socio-economic development and poverty reduction.

Analyze and review documents from typical programs and projects at national/regional/local levels related to the ethnic minorities’ socio-economic development and poverty reduction.

Discuss with experts/individuals/representatives of organizations (government/non-government/localities).

2) Overview of current legal documents, reports, and sources of information about policies/programs/projects for the ethnic minorities’ socio-economic development and poverty reduction

Write an overall report on policy issues; make an Analysis of socio-economic development for ethnic minority groups, especially poverty; figuring out main

challenges in poverty reduction that ethnic minorities might face up with in the coming 10 years.

3) Validation of Overview report's findings

Verify the Overview report's findings on policy "gap", overlap, distractions and effectiveness among current policies/programs.

Verify the Overview report's results conducted by field studies or consultation dialogues among experts and authorities.

4) Final Report

The Final report includes following parts:

- Part 1: An overview of socio-economic development in ethnic minority areas.
- Part 2: An overview of the policies for ethnic minorities.
- Part 3: Guidelines for policy simulation for ethnic minorities toward 2020

5) Consultation-dialog to complete the Final report

Collect comments from stakeholders relating to policy framework for socio-economic development for ethnic minority by 2020, including:

- o Comments from the central governmental managers/ policy makers
- o Comments from related agencies
- o Comments from local governments
- o Comments from independent experts in socio-economic development, poverty reduction and livelihood development
- o Completion of the final report

4. Methodology

- Desk study;
- Information collection: collecting current documents of Ministries, governmental agencies, international organizations, related research institutes;
 - o Revising current policies for socio-economic development of ethnic minorities.
 - o Revising and analyzing current ethnic policies for socio-economic development of ethnic minorities.

- Descriptive statistics: analyzing socio-economic development of ethnic minorities based on collected data.
- Method of collecting opinions from experts:
 - o Consultation discussion by specific subjects;
 - o Interview, consultation and dialogue to collect ideas and finalize the final report.

PART I: AN OVERVIEW OF SOCIO-ECONOMIC DEVELOPMENT IN ETHNIC MINORITY AREAS

1. Natural characteristics of ethnic minority areas

In general, natural characteristics of ethnic minority areas¹ are quite specific with large area, accounting for about 3/4 nationwide area. Conditions in topology, climate and land, which are basic factors for socio-economic development in general and agricultural development, in particular are limited.

Slide land, remote areas, adverse climate, bad quality of land and little production land area caused great difficulties to the ethnic minorities. These difficulties have caused obstacles for socio-economic development of the ethnic minority areas in general, production development, and market access in particular.

1.1. Typology

Typology in the ethnic minority areas is complicated, isolated and slide, mainly mountains and highlands with below specific characteristics for each area:

The Northern midland and mountainous area- the zone is very complicated and heavily separated with many high mountains, many rivers together with valleys and highlands. Areas with high mountains faced many difficulties for socio-economic development, areas with valleys or highlands are more favorable.

The Central region including North Central provinces and Central Coast provinces-the area is quite sloping and separated by rivers or mountainous so the region faced many difficulties for socio-economic development.

The Central Highlands includes series of granite and basalt highlands. This area is quite far from economic centers of the country, seaports and transport system so there is no convenience to attract investment in socio-economic development.

The Southwest- its terrain is fairly even and flat with thick system of rivers and channels that is most favorable for river traffic and socio-economic development.

1.2. Climate and hydrography

Climate in the ethnic minority areas are divided into monsoon tropical and subtropical climate with obvious seasons: hot and cold season in the Northern midland and mountainous area and North Centre, dry and rainy season in the Central Coast, Central highlands and Southwest.

¹¹ There are four ethnic minority areas including Northern midland and mountain area, North Central, Central Highlands and Southwest. These are areas with a large number of ethnic people, accounting for a fairly high percentage. For further information, see annex 5.

Climate in the **Northern midland and mountainous area** is very adverse. In hot season, weather is dry and hot with pro-longed drought within 4-6 months while temperature is very low in cold season, especially in the uplands. Besides, the area meets many adverse climate phenomena such as whirlwind, flood, hoarfrost and hail that cause many difficulties for production and life.

Climate in the **Centre** is adverse. Winter is quite cold and rainy and summer is dry with low humidity. Climate in the Central Coast is hot all year round. This area often faces with droughts or heavy floods, being an obstacle to development of the area.

Climate in the **Central Highlands** is quite unchanged all year round with unequal water distribution by domain and season. Rainy season is pro-longed and rainfall accounts for nearly 90% total annual rainfall while in dry season, rainfall is very little and this is the most difficult period for agricultural production.

Climate in the **Southwest** is the most favorable with average and stable temperature. However, there are sometimes floods and droughts but they are not so serious.

1.3. Land

Natural land area in the ethnic minority areas is large with diversified quality and land areas in some areas are suitable for agricultural development.

In the **Northern midland and mountainous areas**, there are about 7,724 thousand ha of farm land, making up 76.20% natural area and 29.46% farm land area nationwide, of which rice cultivated land is 558 thousand ha (83 thousand ha of upland rice), accounting for 13.54% land planted area nationwide. However, favorable land for farm production makes up only more than 10% (more than 1 million ha) so land area for farm production extension is about 170 thousand ha, mainly red-yellow land that is suitable for planting perennials or building terraced fields.

In the Centre, there are about 7,425 thousand ha, making up about 77% natural area and 28.31% agricultural land area nationwide. Rice planted land is 696 thousand ha (22 thousand of upland rice), accounting for 16.89% rice planted area nationwide. Production land area is larger than that in the Northern midland and mountainous areas but its quality is poorer, mainly exhausted soil and sand together with poor irrigation system so farm production is very difficult.

There are 4,826 thousand ha of farm land in the **Central Highlands**, making up 88.32% natural area and 18.40% farm land area nationwide. Rice planted land is

very little with 167 thousand ha (10 thousand ha of upland rice). This area accounts for the largest basalt area with more than 1.3 million ha, suitable for industrial crops including coffee, cocoa, pepper, mulberry, cashew and rubber; however, it is meeting difficulties in water sources. However, in general, this is a potential area for development of high value industrial crops, suitable for socio-economic development.

In the Southwest, there are 3,404 thousand of farm land, making up 83.95% natural area and 12.98% farm land area nationwide, of which rice planted area accounts for 1,927 thousand ha (7 thousand ha of upland rice), accounting for 46.77% rice planted area nationwide. Land quality of the area is the favorable among regions, mainly alluvial soil that is very appropriate to farm production and aquaculture. However, there are acid soil, alkaline soil, and salt soil with low fertility. Besides, it is affected from hydroelectric plants on the Mekong River Delta and climate changes.

2. Socio-economic development in the ethnic minority areas

Socio-economic development and poverty reduction for ethnic minority has been paid attention but currently ethnic areas still see high poverty incident and slow development. Economic growth is low with slow economic structure transfer. Backward farming habits together with lack of production land have led to underdeveloped production, low product quality and difficult access to market.

Infrastructure has not met requirements of life as well production and business, especially that in some remote areas.

Education and training is still inadequate with high illiterate level, low trained labor level, lack of staff and poor qualification. There are many shortcomings in culture and health, which is a great gap from the country.

Poverty is a big problem in the ethnic minority areas with high poverty incidence. Noticeably, multi-dimensional poverty not only includes poverty in income- a very big gap in per capita average income between the ethnic minority areas and other areas but also in access to social services.

2.1. Economic growth and structure adjustment

Similar to general trend of economy, the economy in the ethnic minority in past years saw a remarkable growth with increases in per capita income.

Average growth rate in 2010 reached 10% in the Northern midland and mountainous areas, 12% in the center, 12.5% in the Central Highlands and 12% in the Southwest.²

Regarding absolute rate, per capita average income is upward but lower than that in the country.

Table 1: Average per capita income by area

Unit: 1000 VND

	2000	2005	2008	2010
Nationwide	5.210	10.814	18.339	21.617
1. The Northern midland and mountainous areas	2.476	4.819	8.513	9.501
<i>-Percentage compared to nationwide average</i>	<i>47,52</i>	<i>44,77</i>	<i>46,55</i>	<i>43,95</i>
2. Red River Delta	4.989	10.349	18.061	22.516
<i>Percentage compared to nationwide average</i>	<i>96,22</i>	<i>96,13</i>	<i>98,76</i>	<i>104,16</i>
3. The Centre	3.317	6.780	12.172	14.635
<i>Percentage compared to nationwide average</i>	<i>62,70</i>	<i>61,73</i>	<i>65,73</i>	<i>67,70</i>
4. Central Highlands	2.840	5.531	11.307	14.092
<i>Percentage compared to nationwide average</i>	<i>54,77</i>	<i>51,38</i>	<i>61,83</i>	<i>65,19</i>
5. Southeast	13.573	27.796	41.936	47.831
<i>Percentage compared to nationwide average</i>	<i>261,75</i>	<i>258,19</i>	<i>229,31</i>	<i>221,27</i>
6. Southwest	4.403	8.458	14.925	16.888
<i>Percentage compared to nationwide average</i>	<i>84,91</i>	<i>78,57</i>	<i>81,61</i>	<i>78,12</i>

Source: MPI 2010

It can be said that per capita average income in the ethnic minority areas is lower than that of nationwide, especially the Red river Delta and the Southeast.

Ethnic minority areas' economic structure moves towards increased services, business and industry, and decreased agro-forestry-fishery sector but slow and unstable with the highest ratio in agro-forestry-fishery sector in the ethnic minority areas. Ex, agro-forestry-fishery structure in the Northern midland and mountain areas accounts for about 40% total income of the area. In some communes of Van Chai

² Civil Affair Committee of Communist Party, Government and strategy for ethnic minority, draft, Hanoi, in 2011.

(Dong Van district), Nam Ty (Hoang Su Phi), Yen Cuong (Bac Me district) in Ha Giang, more than 90% local people's income comes from farm production³.

Table 2: The Northern midland and mountainous areas' income structure at current price

Unit: %

GDP structure	2000	2005	2008
	<i>100</i>	<i>100</i>	<i>100</i>
- Agro-forestry-fishery	45.2	38.0	40.6
- Industry and construction	21.2	26.6	26.4
- Services	33.6	35.4	33.0

Source: MPI in 2010

Agriculture-forestry sector is the main industry in the areas. Some industrial crops including rubber, coffee and tea are being developed towards commercial production. However, the development is mostly based on infrastructure investment in the ethnic minority areas, focusing on towns and urban areas.

Industry, construction and services are underdeveloped in poor communes, extremely in difficult communes⁴. Besides, development of the industries in the ethnic minority areas has brought many new challenges and difficulties. Mining industry (coal, steel and gold...) is developed widely but ineffectively, ruining natural environment. The works broke landscapes, caused pollution to environment, lost production land and downgraded roads. Development of small hydro-electric plants are out of control and resettlement programs of large hydro-electric plants made changes to residence and livelihoods of ethnic minority groups. Development of state-run farms and enterprises in the ethnic minority areas as well arrangement and privatization of the enterprises made great changes in resource management and use of local ethnic minority groups. Construction of Truong Son road, traffic systems, border-gate economic zones and industrial zones has brought many

³ The report on poverty of communes in 2010.

⁴ Concepts on regions, communes, villages and extremely difficult household in accordance with criteria issued by Government of Vietnam

opportunities but created many challenges to living conditions, economy, resources and living environment of ethnic minority groups.

2.2. Infrastructure in the ethnic minority areas

Infrastructure in the ethnic minority areas has been improved significantly. Transport system is developed more and more. More than 90% communes enjoy national electricity network. Primary schools and health centers are solidified and equipped better to serve education and health care of ethnic minority groups.

Essential infrastructure system of extremely difficult communes has been improved significantly, including:

- Communes having road for vehicle from commune center to villages reach 75.2%.
- Communes having small efficient irrigation systems reach 67.5%.
- Communes having 100% primary schools, of which there are 83.6%, solidified schools and classes. Communes having solidified secondary schools reach 94.7%. There are more than 90% primary pupils of the school age going to the school in the communes.
- Communes having electricity reach 91.8%, number of villages having electricity reaches 73.8%.
- Communes having health centers reach 100%.
- Number of households having enough drinking water reaches 67.8%.

However, infrastructure is underdeveloped, inconsistent and unsatisfactory with production demand and living conditions, especially inhabitants in poor communes, having negative effects on production, resource development, market development and investment attraction.

In Ha Giang, irrigation systems have not met water demand in agricultural production. Current reservoirs and dams provide water to about 30% agricultural land area. Drinking water of local people is from natural water sources, in dry season, it often becomes exhausted. This is very difficult for rocky mountains. In the coming time, construction of reservoirs and cisterns and solidification of channels must be invested to ensure water for production and living conditions.⁵

⁵People Committee in Ha Giang, Vietnam-Sweden share program, Research on poverty reduction policies in Ha Giang in 2010.

Alternatively, in the Southwest, frequent infrastructure maintenance is implemented widely but in backward method, so many works have been down graded. Infrastructure, especially bridges and roads is still limited, hindering access to the market.

Especially, some ethnic minority groups ⁶(DTRIN) faced with many constraints in infrastructure such as 20 households (5.8%) of Cong ethnic group enjoying electricity, 100% Mang ethnic minority group is not aware of electricity⁷.

2.3. Education, culture and society

Education, culture and society development policy has contributed to enhancement of culture and spirit of ethnic minority groups. However, there are some shortcomings, which must be improved.

2.3.1. Education

Education of the ethnic minority areas has had many achievements in recent years. In the period of 2001-2008, localities completed and focused on maintaining and enhancing quality of primary and secondary education universalization. Ethnic boarding schools are developed, creating potential staff for ethnic minority areas.

Training system has reached some achievements. In provinces, there are vocational training schools and colleagues to provide staff for agriculture sector, economic management, education and health for the ethnic minority areas. Number of nominated students has improved significantly. On average, there are 35 nomination targets per year in the boarding schools, higher than nationwide average, thereby repairing partly lack of ethnic staff and increasing trained labor percentage to nearly 20%, of which there is 4.81% of university graduation, helping change labor structure towards rising labor in non-farm industries.⁸

However, educational level in the ethnic minority areas is still lower than other areas. Incidence of pupils of school age going to school in the ethnic minority areas is lower than that in the Red river delta and the Southeast.

Table 3: Incidence of pupils of school age going to school

Unit: Percentage

Region	Primary school	Secondary school	High school
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⁶ Detail in annex 5.

⁷ <http://www.baomoi.com/Cac-dan-toc-rat-it-nguoi-co-nguy-co-suy-giam-moi-mat/59/3093752.epi>

⁸ Civil affairs committee of Communist party, government, and ethnic minority strategy, draft, Hanoi in 2011.

Nationwide	91.9	81.3	58.2
Red river delta	93.3	90.1	73.8
Northeast	91.5	81.3	56.0
Northwest	88.5	69.3	40.2
North Centre	91.4	84.6	62.4
South Central Coast	92.5	86.9	63.5
Central Highlands	90.1	74.2	47.2
Southeast	92.6	82.8	56.9
Southwest	91.7	71.4	45.1

Source: VHLSS 2010.

Especially in extremely difficult areas, incidence of going to primary school reaches only 80%, 60% to secondary school and 38% to high school⁹. Incidence of 15-year-old population having no any degrees in the extremely difficult areas is 52% against 14.3% nationwide.

Education quality is still low that is shown in quality of schools and teachers.

Box 1: Three paradoxes of upland education system

Weakness can be realized but it is impossible to make good, and having more efforts in repair, number of pupils giving up school is upward, which are paradoxes raised at educational conference, region 1¹⁰.

Aware of weaknesses but impossible to improve

Given assessment from educational departments, education of localities faces with many shortcomings because managerial staff is weak in capacity so consultation for authorities as well monitoring of educational duties is not effective. Besides, deficient facilities have caused many difficulties in implementing educational socialization.

⁹ IRC, Poverty of ethnic minorities in Vietnam

¹⁰ Region 1 including Bắc Kạn, Cao Bằng, Hà Giang, Tuyên Quang, Lai Châu, Sơn La, Yên Bái, Hòa Bình, Lào Cai, Thái Nguyên, Phú Thọ, Lạng Sơn, Điện Biên, Quảng Ninh and Bắc Giang.

Despite being aware of the shortcomings, limited financial sources and lack of qualified staff makes localities in region 1 have difficulties in overcoming while awaiting supports from educational department and government of Vietnam.

More efforts in overcoming difficulties but more pupils giving up school

At the conference, most of educational departments affirmed that they actively directed pupils' giving up school. Provinces promptly asked schools to conduct quality survey at the beginning of school year and give extra-class help to weak pupils in the summer and first weeks at the beginning of school year.

Besides, Departments of Education dispatched instructions to schools to implement solutions to enhance responsibility of teachers, extra-class help to improve training and learning quality, contributing to reduction of number of pupils of giving up studies.

However, pupil's giving up studies is not downward but on the slide against first term of 2008-2009.

Given statistics, number of pupils giving up studies in the provinces by Feb 2009 is 16,674, higher 7,829 in the first term, of which primary school 1,546, secondary school 5,623, high school 6,317, and vocational training school 2,571.

Broader dissemination... more ethic violation cases of teachers

Implementation of campaigns "Learning from ethic minor of uncle Ho", "Each teacher is an ethnic minor in self-studying and creativeness" has been widely disseminated to educational systems. However, dissemination and campaign is very good but ethnic violation of teachers is not downward.

"Paradoxes" of education in the uplands are still occurring although it has had many efforts in education system. This is also one of big obstacles in the roadmap of narrowing gap between upland education system and lowland education system.

Source: http://www.tin247.com/ba_nghich_ly_cua_giao_duc_vung_cao-11-21399527.html.

2.3.2. Cultural activities

Local cultural institutions are being paid attention. Many ethnic minority villages, communes and groups are recognized as cultural units and families.

However, many cultural characters of the ethnic minority such as customary law (legal practice is one of special socio-cultural value of Ede ethnic minority group); settlement and institutions of family, marriage of Ede, Gia Rai, Chu Ru and

Raglai, long house on stilts for many households, traditional clothes and gongs, language, writing, and Central Highlands gong culture (recognized as one of the world's non-physical cultural heritage) are being gradually fallen into oblivion while bad customs (alcohol addiction, drug addiction, prostitution, superstition) and unknown religions are in increasing trend.

2.3.3. Health care

Health care has reached many very significant achievements. Health network is developed widely and provincial and district hospitals and commune's health centers have been invested, meeting basic requirements in examination, treatment, prevention and enhancement of health for local people.

General consulting-rooms and health centers are invested better in facilities, equipment and medicines. The ethnic minorities have more opportunities in access to health care services. Until now, diseases such as marsh fever and goiter have been under the control and incidence of malnourished children has seen a significant reduction.

However, in the poor communes and extremely difficult communes, health care lacks equipment, medicines, health staff and doctors. Thus, health care quality is still poor, health service system and quality has not met examination and treatment of ethnic minorities.

2.4. Poverty in the ethnic minority areas

There is a significant reduction in poor household incidence in the ethnic minority areas but still high, even much higher than Kinh group or other areas.

Table 4: Percentage of poor people¹¹

	Unit: percentage						
	1993	1998	2002	2004	2006	2008	2010
NATIONWIDE	58.1	37.4	28.9	19.5	16.0	14.5	20.7
<i>By region</i>							
Red river delta	61.4	28.6	22.4	12.1	8.8	8.1	11.4
Northeast	78.9	55.8	38.4	29.4	25.0	24.3	37.7

¹¹ Incidence of poor people basing on average spending/capita/month and poverty line of GSO & WB

Northwest	81.0	73.4	68.0	58.6	49.0	45.7	60.1
North Centre	74.5	48.1	43.9	31.9	29.1	22.6	28.1
South Central Coast	47.2	34.5	25.2	19.0	12.6	13.7	18.1
Central Highlands	61.2	57.9	51.8	33.1	28.6	24.1	32.8
Southeast	40.0	13.5	10.6	5.4	5.8	3.5	8.6
Southwest	47.1	36.9	23.4	19.5	10.3	12.3	18.7
<i>By ethnic minority group</i>							
Kinh	53.9	31.1	23.1	13.5	10.3	9.0	12.9
Ethnic minorities	86.4	75.2	69.3	60.7	52.3	50.3	66.3

Source: GSO 2011

In extremely difficult communes, per capita average income is about 4.2 million VND/capita/year, only equal to 1/6 nationwide average income; incidence of poor household is 28.8% (as per poverty line of 200,000/capita/month), 60% (as per poverty line of 400,000/ capita/month) with 1.4 million of poor people and 6.3 million of poor people. In some areas such as Northwest, Western Nghe An, Western Thanh Hoa, there are many communes having incidence of poor household from 80-85%. Incidence of poor households for DTRIN is very high: Si La 80%, Ô Đu 85.5%.

In view of multi-dimension poverty, it can be said that the ethnic minority groups are not only poor in income but also many living aspects including living conditions and access to social welfares¹².

Although ethnic minority groups often live in the unfavorable typology and climate, living conditions of ethnic minority groups is still underdeveloped and difficult; to conduct more in-depth research, research team divided ethnic minority groups as follows:

Table 5: Ethnic minority groups

¹² See reference “the report on poverty of ethnic minority groups in Vietnam” of UNDP & CEMA, WB’s report on analysis of social issues: ethnic minorities and their development in Vietnam.

Group 1	Living in favorable areas for production development	Ethnic minority groups living in the Central Highlands and Mekong River Delta
Group 2	Living in very unfavorable areas for production development	Ethnic minority groups living in the Northern mountainous area and mountainous Central Highlands
Group 3	Minor minority (below 10000 people)	Ơ Đu, Pu Péo, Si La, Rơ Măm, Cống, Brâu, Bó Y, Mảng, Cờ Lao, La Hủ, La Ha, Pà Thên, Lự, Ngái, Chứt, Lô Lô
Group 4	Group having no production capacity.	Illness, elderly, aloneness
Group 5	Others	

PART II: AN OVERVIEW OF THE POLICIES FOR ETHNIC MINORITIES

1. Viewpoints on policies for ethnic minorities in the past

During the period of protecting and constructing the country, the Communist Party of Vietnam and its Government always valued the policies supporting ethnic groups and solidarity of ethnic groups important, contributing to the great victory of the country's revolution. Ethnic groups and solidarity of ethnic group were strategically located in Vietnam's revolution work during many Party congresses.

The document of the third National Congress of the Communist Party of Vietnam on 10 September 1960 indicated that: *“Under our Party's leadership, tradition of brotherhood of ethnic minorities and majorities has been consolidated. The Party and Government need a comprehensive and long-term strategy to develop economy and culture in highlands, helping highlands come up with lowlands, helping ethnic minorities come up with majorities, helping ethnic groups make full use of their revolution spirit and great capacity. Both authority officials and citizens should strictly prohibit all national discrimination and division behaviors and preserve the brother-hood solidarity among ethnic groups regarding to the socialism”*.

In the fourth National Congress of the Communist Party of Vietnam on 14 December 2012, the political report of the Central Committee of the Communist Party showed that: *“The Party's policies for ethnic groups aimed to thoroughly implement equality rights in comprehensive aspects among ethnic groups, creating conditions to narrow gaps in economy and culture between ethnic minorities and majorities so that the policies could bring about welfare to all ethnic groups, developing all aspects, equality unity and mutual assistance, consolidating the brotherhood, together ruling Vietnam Socialism”*.

Resolution No. 22/NQ-TW dated 27 November 1989 of the Politburo about policies on socio-economy development in highlands regulated that: *“in order to make equality rights in reality, our law should not only ensure the rights but also establish policies supporting highlands people to develop socio-economy and culture, improving working capacity and living standards, respecting special cultural tradition of ethnic groups. Highlands's culture needs developing based on preserving available values and absorbing cultural essence from other groups, contributing to the development of the country's culture, creating diversity in Vietnamese ethnic communities' culture and civilization”*.

Resolution of the seventh meeting of the Central Committee of the Communist Party IX about ethnic work in 2003 indicated five points as following:

- *Policies in ethnic groups and solidarity of ethnic groups are considered strategic, long-term but urgent mission in Vietnam revolution;*
- *Every ethnic group in the whole country is equal and solid; they together carry out industrialization, modernization, constructing and protecting the Vietnam socialism, preventing from plots aimed at sowing division among ethnic groups;*
- *Politics, socio-economy, culture and security – national defense are comprehensively developed in ethnic and mountainous areas while keeping economy with society; implementing well policies on ethnic groups, improving capacity of ethnic minorities' officials, preserving traditional and cultural values in the general development of Vietnamese communities;*
- *Priority is given for developing socio-economy of ethnic and mountainous regions, concentrating in traffic infrastructure, poverty reduction and hunger alleviation, effectively exploiting potentials of each regions as well as preserving eco-environment; combining internal strength of ethnic groups and the Government's and local supports;*
- *Ethnic work and implementation of ethnic policies is mission of the entire Party, citizens and soldiers from each level, sectors and all political system.*

Document of the tenth Congress of the Central Party, once again, strengthened that: *“our Party always considers policies on ethnic groups and solidarity of ethnic groups a strategic, long-term but urgent mission in Vietnam's revolution. Every ethnic group in the whole country is equal and solid; they together carry out industrialization, modernization, constructing and protecting the Vietnam's socialism”.*

Hence, it can be seen that the points of view in establishing policies on ethnic minorities have experienced many changes, from policies that encouraged ethnic minorities to keep up with lowlands development to policies that maximized their own potential strength. The Party and Government also determined that it was necessary to respect and develop ethnic cultural essences and tradition of ethnic minorities as well as preserved living environment for ethnic minorities.

2. An overview of policies for ethnic minorities

Under the project, the current policies for ethnic minorities at central level were reviewed, assessed and analyzed.

In general, the Government and Prime Minister's policies for ethnic minorities were considered enormous in quantity and comprehensive in content with total 187 policies at central level, covering almost socio-economic aspects of ethnic minorities.

They can be divided into following groups:

Group of policies from the Government includes 44 Decrees/ Resolutions, covering aspects such as hunger alleviation and poverty reduction, land usage, credit, commerce, education, culture and health care.

More details will be found in Annex I - Tables of the Government's policies for ethnic minorities.

Group of the Prime Minister's policies includes 143 available Decisions, divided into two small groups:

Policies on socio-economy development by regions: 46 Decisions

Policies on socio-economy development by sectors: 97 Decisions, divided into 5 subgroups:

Subgroup 1: Policies on developing production, transportation, credit, settled agriculture and fixed residence: 45 Decisions

Subgroup 2: Policies on vocational training and education for authority officials/ local staffs: 14 Decisions

Subgroup 3: Policies on training and education: 17 Decisions

Subgroup 4: Policies on health care: 13 Decisions

Subgroup 5: Policies on culture: 9 Decisions

Detailed content of these policies is enclosed in Annex II – Table of the Prime Minister's available policies on ethnic minorities.

In order to carry out these policies, ministries and related agencies published decisions, circulars and instructions guiding implementation. The documents are considerable in quantity but it will not be reviewed in this project.

Moreover, some other policies are being composed, namely "National Target Program on Sustainable Poverty Reduction in the 2012-2015 period", "Program of Socio-economic Development for Ethnic and Mountainous areas in the 2011-2012 period and vision to 2020".

These policies have contributed to the socio-economic development in ethnic minority regions. Some remarkable policies are:

National Target Program on Poverty Reduction under the Prime Minister's Decision 20/2007/QĐ-TTg dated 2 July 2007 helped 5 million of poor households to access preferential loans with around 6-7 million Dong/time/household on average. 30 thousand training classes were opened to handover technique. 120 thousand poor labors received free vocational training, in which about 60% had job after training. Poverty reduction models were expanded in 218 communes in 35 provinces and cities with 27,566 of total participated households, 77% of which was poor households. Investment was made into about 2,000 production-supporting buildings in 273 extremely difficult communes, coastal land and islands. 53 million poor people received health insurance cards. 8 million poor pupils were reduced tuition fee and about 400 thousand poor households received houses¹³.

Socio-Economic Development Program in extremely difficult communes of ethnic groups and mountainous regions in the 2006 – 2010 period under the Prime Minister's Decision 07/2006/QĐ-TTg dated 10 January 2006 used 14,025.25 billion of the State budget with annually increasing investment norms for subprojects. The investment increased from 860 million Dong/commune/year to 1,064 million Dong/commune/year in 2006 and 2007, to 1,364 million Dong/commune/year in 2010. Local budget was located over 365 billion Dong (presenting about 4.5% of the total budget)¹⁴. After 5 years of implement, the Program was carried out in 1,958 communes, 3,274 villages and hamlets, which were extremely difficult, in 369/690 province in 50/63 districts with 4 project components, achieving important results and contributing to the socio-economic development of extremely difficult communes, villages and hamlets in ethnic and mountainous areas.

Policies on emigration to implement settled agriculture and fix residence of ethnic minorities in the 2007 - 2010 period under the Prime Minister's Decision No. 33/2007/QĐ-TTg date 5 March 2007 helped ethnic minority households to settle life, developing economy, rapidly reducing rate of poverty and hunger, ensuring political security, protecting forestry ecosystem. At the end of July and early August of 2010, total number of households that needed support to emigrate was 30 thousand, 6 thousand households succeeded in emigration, fulfilling 31% of target¹⁵.

The policies on housing for the poor under the Prime Minister's Decision 167/2008/QĐ-TTg dated 12 December 2008 gave houses to 472,635 poor households, presenting 95.3% of total number as early approved in proposal and

¹³ Source: <http://chuongtrinh135.vn/Default.aspx?tabid=80&News=1419&CatID=2>

¹⁴ Direction Board of Poverty Reduction Programs, Final report in Socio-Economy Development Program in extremely difficult communes in ethnic groups and mountainous region in the 2006–2010 period, Hanoi, 2010.

¹⁵ Ethnic Council of the Congress held the 8th plenary session in 2010 – Source: <http://chuongtrinh135.vn/Default.aspx?tabid=80&News=1423&CatID=2>

counted until 31 December 2011. 79,628/ 84,572 households in 62 poor districts received housing support, gaining 94% of total until May 2011; 22,053/22,792 households, who were Kho me people in South Central Coastal, were supported, presenting 97%¹⁶.

Although the policies at the central level are enormous in quantity, large in scale and positive in result, it can be denied that there is still significant gap between the socio-economic development of ethnic minorities and other regions as mentioned in Part I. Among many factors, limitation of available policies for ethnic minorities mainly slows down their development.

3. Limitations of the policy system for ethnic minorities

Available policies appeared following limitations:

- The current policies still overlapped, especially in content, treatment objectives and implementation schedule in the same location;
- The current policies remained gaps in content, mainly focusing in living support, production development while forgetting technology, technique handover, environmental protection and investment attraction;
- Implementation of the policies was not strong enough, especially in capital resource, or some policies were issued but not located capital to carry out;
- The current policies were not synchronized; implementation mechanism was weak and lacked combination among related parties;
- The current policies were not suitable to characteristics of ethnic minorities, characteristics of each ethnic minority and implementation context such as socio-economic development planning;
- The current policies did not ensure equality among treatment objectives in the same locality; therefore, the implementation did not bring into play the potential strength of ethnic people;

3.1. Overlaps among policies

The most common overlap among policies is in content.

The following table shows the common overlap in supporting policies on fresh water and rural environment support (6 policies); production land, housing and information and culture (5 policies); job solution, law and health care station

¹⁶ Source: <http://cema.gov.vn/modules.php?name=News&op=detailsnews&mid=4646>

construction (4 policies); other sectors such as infrastructure, irrigation, schools, breeds, capitals and technique also had 3 regulatory policies.

Regarding to treatment objectives, ethnic minority households in Mekong Delta were treatment objectives of many policies, such as national policies on poverty reduction under the Decision 20/2007/QĐ-Ttg; all ethnic minority households regulated in the Decision 134/2004/QĐ-Ttg; households in extremely difficult communes under the Decree 30a/2008/NQ-CP; master policy for rural area under the Decision 227/2006/QĐ-Ttg; and specialized policy for poor households in 13 provinces of Mekong Delta under the Decision 74/2008/QĐ-Ttg.

Table 6: Overlap in content and treatment objectives of the policies

Document	Treatment Objective	Support for culture and infrastructure	Support for education	Support for vocational training	Support for law	Support for health care	Support for fresh water and	Support for housing	Support for technique training	Support for production capital	Support for breeds	Support for production land	Support for job solution	Support for market infrastructure	Support for irrigation infrastructure	Support for health care station infrastructure	Support for school infrastructure	Support for road infrastructure	Support for electricity infrastructure
20/2007/QĐ-TTg (CTMTQG-GN)	Poor household in over the country/ in ethnic minorities/ in extremely difficult communes/ coastal areas, islands	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
QĐ 16/2008/QĐ-	Poor household in over the country except those in CT134							X											
QĐ 227/2006/QĐ-TTg (CTMTQG-NSVSMT)	Rural areas, poor people, families under preferential treatment policy in ethnic minorities and extremely difficult areas						X									X			

	Support for culture and infrastructure		X
	Support for education		X
	Support for vocational training		X
	Support for law		X
	Support for health care	X	X
	Support for fresh water and		X
	Support for housing		X
	Support for technique training		X
	Support for production capital		X
	Support for breeds		X
	Support for production land		X
	Support for job solution		X
	Support for market infrastructure		X
	Support for irrigation infrastructure		X
	Support for health care station infrastructure		X
	Support for school infrastructure		X
	Support for road infrastructure		X
	Support for electricity infrastructure		X
	Treatment Objective	Poorer in extremely difficult areas, ethnic minority people in the Central Highlands, 6 extremely difficult provinces in Northern midland and mountainous	Poor households in 62 communes listed in poorest province
Document		QĐ 139/2002/QĐ-TTg	30a/2008/NQ-CP

	Support for culture and infrastructure	X			X
	Support for education	X			
	Support for vocational training	X			
	Support for law	X			
	Support for health care				
	Support for fresh water and	X	X		
	Support for housing		X		
	Support for technique training	X			
	Support for production capital	X			
	Support for breeds	X			
	Support for production land	X	X		
	Support for job solution	X			
	Support for market infrastructure	X			
	Support for irrigation infrastructure	X			
	Support for health care station infrastructure	X			
	Support for school infrastructure	X			
	Support for road infrastructure	X			
	Support for electricity infrastructure	X			
	Treatment Objective	Poor and not poor households in extremely difficult communes, ATK communes, villages and hamlets in KVII's areas – ethnic and mountainous areas	Poor ethnic minority households	Poor ethnic minority households in 13 Mekong Delta provinces	Poor households, villages and communes in KV2 under CT135-II,
Document		QĐ 07/2006/QĐ-TTg (CT135-ID)	QĐ 134/2004/QĐ	QĐ 74/2008/QĐ-	QĐ 112/2007/QĐ-

Moreover, there was overlap in implementation schedule with similar supporting contents. For example, one support policy on housing has complex schedules of implementation.

Table 7. Overlaps in time frame

Document	Treatment objectives	2005	2006	2007	2008	2009	2010	2020
20/2007/QĐ-TTg (CTMTQGGN)	Poor households, extremely difficult communes, poor communes in over the country		x	X	x	x	x	
QĐ 167/2008/QĐ-TTg	Poor households without houses or temporary houses over the country except poor households under CT134				x	x	x	
30a/2008/NQ-CP	Poor households, communes and provinces listed in poorest provinces				x	x	x	x
QĐ 134/2004/QĐ-TTG	Poor ethnic minority households	X	x	x	x	x	x	
QĐ 74/2008/QĐ-TTG	Poor ethnic minority households in 13 TNB provinces				x	x	X	
QĐ 112/2007/QĐ-TTG	Poor households/villages/hamlets in KV2 under CT135-II,		x	x	x	x	x	

3.2. Gaps in policies for ethnic minorities

Lack of zoning policy to develop production zones, creating conceptualized goods production zones for ethnic minorities.

Although, there were many policies on developing essential infrastructure and production, they did not change livelihoods in ethnic minorities, especially in high-rate poor areas, to narrow gap between income and living standard of ethnic minorities and other areas. Despite the fact that market mechanism helped to determine competitive advantages of each area, these areas still lacked zoning policies based on natural and socio-economic conditions of each areas.

Lack of policy on connecting products of ethnic minorities to markets

Available policies on promoting product consumption just subsidized prices and transportation fee, road and market construction, etc. These policies were important to ethnic minorities because this area had bad traffic, fragmentary productions; however, these policies did not succeeded in solving the problem in product connection. Policies on connecting should concentrate in services solving difficulties in production and output as accessing the markets.

Lack of policy on rebuilding environment and living areas for ethnic minorities

Ethnic areas, which concentrated natural resource, mineral, famous landscapes, were being exploited during the period of socio-economic development (water electricity, mineral exploitation, tourist development). However, there was no suitable policy to preserve environment and living areas for ethnic minorities.

Lack of specialized policy on management

Although there were many policies on managing forest, officials, etc., there was no specialized policy on managing ethnic minority culture, living environment, and role of village elders and percentage of ethnic minority official in total ethnic minority popularity. Moreover, there was no policy related to community development organization, raising active characteristics of ethnic minorities.

3.3. Lack of resource to implement the policies

This situation appeared in the group of policies on constructing infrastructure or the group of policies in supporting capital for wide range of treatment objectives with huge capital resource. Some policies lacked capital resource to implement namely:

- The Decision No. 32/2007/QĐ-TTg:

- Some communes had only 20% of poor households succeeded in accessing capital resource due to limited capital¹⁷;
- Total amount of preferential capital with 0% of interest to develop production in ethnic minority and extremely difficult communes was only 5 million Dong/household, or even 2 million Dong/household at the maximum. It is not enough capital for ethnic minorities to product effectively. Capital support for production risk was not enough for poor household to reinvest.
- The Decision No. 20/2007/QĐ-TTg: communes with up to 70% of poor households did not succeeded in accessing capital; for example, only 68/ 668 poor households could borrowed capital (13%). Communes and village/hamlets had many poor households that could not access the policy on huger alleviation and poverty reduction – concavities of policy¹⁸.
- The Decision No. 07/2006/QĐ-TTg:
 - The Government targeted to construct inter-village roads, inter-commune road but its budget was not enough to implements. Many poor villages had no money to fulfill the Government's plan.
 - Investment norms for infrastructure under the Program 135 were too low to implement and synchronize infrastructure system in extremely poor regions.
 - In period 1: the investment was 500 million Dong/commune, and then increased to 700 million Dong/commune. The capital was not enough to construct roads, irrigation, electricity; few kinder-gardens, There were still many other demands.
- The Decree 30a/ 2008/NQ-CP: In order to comprehensively investment infrastructure, a district's project needed 3,000 billion Dongs. Meanwhile, the State's budget was just 25 billion Dongs and 20 billion Dongs in 2009 and 2010 respectively. Thus, the budget only met a limited demand.
- The Decision 134/2004/ QĐ-TTg: norms for housing was 5 million Dong/household, for home water delivery was 300,000 Dong/households and for reclaiming virgin soil was 5 million Dong/household, which were at a very low level in comparison with market cost. 16 of total 62 hanging lakes are planned to supply home water was not constructed yet; while as, their capacity was not enough to fulfill citizens' demand. Each household was supported with 1 million Dongs/household, but

¹⁷ Results after the seminar in Tan Phu - Hau Giang 2009 MOLISA - UNDP, proposeing a policy framework to support poverty reduction for extremely poor localities in the Mekong Delta , Hanoi , 2009 .

¹⁸ MOLISA - UNDP, proposal for a policy framework to support poverty reduction in extremely poor localities in the Mekong Delta , Hanoi , 2009.

this amount of money was too low to construct a home water tank, just enough to buy cement and could not meet the demand in home water in dry season. In order to construct a hygiene toilet system, households needed 4-5 million Dong instead of 1 million Dongs as supported.

Moreover, other policies in settlement, education, etc. also had low investment; therefore, many poor communes and households found no further budget to implement the State's targets.

3.4. Inappropriate policies and implementation mechanisms

Groups of policies, which should have been combined by diversified solutions in large scales and in many aspects, such as emigration or support in production development, usually lacked of synchronization.

For example, regarding some current emigration, emigrated families were in support of houses without caring about production, culture, religion or politics in settlement areas.¹⁹ The policy on supporting production just focused on capital, forgetting technique handover; therefore, animals and plants caught many unexpected diseases easily. With a limited amount of capital, many households depend on purchasers and suffer from rises in input prices; they find it hard to pay loans²⁰. Moreover, there was no linkage among policy of credit and other policies on building models, technique staffs, outputs for products, which ensured sustainable agriculture development. Therefore, co-operatives had carried out many models in non-agriculture training courses like making brocade, corn wine, etc. they hardly found markets for their products or the prices were too low in comparison with production cost.

The implementation mechanism was complex and unsynchronized in *management*. For instance, listed below National Target Programs for socio-economic development cover many aspects and run by both the government and the grassroots. Although, each program regulated responsibility of central levels, or even grassroots levels, there was no cooperation among these agencies. Therefore, these policies not only was implemented ineffectively.

For more details of the program supporting production in some National programs, support for production needed systematically implementing from vocational training, technique instruction, carrying out pilots and models, capital and output consumption support. Therefore, up to four ministries namely MOLISA, MARD, VBSP and MOIT involved in the implementation of the policy. The

¹⁹ <http://www.baomoi.com/Giai-trinh-viec-thuc-hien-chinh-sach-ho-tro-dinh-canh-dinh-cu/144/4827517.epi>

²⁰ Ha Giang province' People Committee, Program Vietnam Sharing- Sweden, Research on policies on poverty reduction in Ha Giang's localities, 2010.

responsibilities of each ministry mention in details, but there is no agency coordinating activities of these ministries.

At grassroots' level, there was no synchronization. At district level, there was no coordination between supports for business planning for applies loans and poverty reduction programs with support for extension and service supply. A similar situation also occurred in agricultural training under the Program 135 - II and National Target Program in Poverty Reduction. These programs seemed to not connect trainers to loans for²¹.

²¹ People Committee, Review of programs and projects for poverty reduction in Vietnam, Hanoi, 2009.

Table 8: Responsibilities of related ministries/ agencies in the Program of Socio-economic Development and Poverty Reduction

Items	MOLISA	MPI	MOF	UBDT	Agribank	MOND	MOC	MOT	MOET	MOH	MOHA	Banks	MOIT	MOST	MOJ	Note
30a/2008/NQ-CP	On duty Chairing the Proposal for labor export schemes , vocational training, investment in vocational training policy	Evaluated	Allocating capital, amending financial mechanism	Supplementing the policy 134, 135, central communes, settlement, (The Decision 33/2007), cost subsidies, human resource development	The policy on agro-forestry development, production planning, residence location planning	Training doctors, local resource officials, constructing infrastructure, vocational schools and cultural activities	Amending law on construction and allocation of capital, meeting demand in housing	Planning transport development, allocating capital to build national highways , provincial roads , and to central communes	Preferential policies for teachers , students , construction of facilities to schools	Preferential policies on health care, hospital construction district and commune health centers , family planning population	Changing and strengthening key officials, policies on attracting officials	Preferential credit policy	Policies on promoting industry, attracting investment, promoting trade and products	Transferring science and technology, researching and developing new varieties of plants and animals	Policies on legal supporting	PPC approved the project, allocating funds, sending the report to the MOLISA and the Government PDC designed plan CPC designed annual plan

Items	MOLISA	MPI	MOF	UBDT	Agribank	MOND	MOC	MOT	MOET	MOH	MOHA	Banks	MOIT	MOST	MOJ	Note
20/2007/QĐ-TTg	On duty Chairing the Project on vocational training; expanding poverty reduction; improving capacity of poverty reduction, monitoring and assessing	Allocating research	Allocating budget, monitoring financial expense	Policies on supporting production land, housing, home water for poor and ethnic minority households	Project on agro-aqua-forestry extension, supporting production and other sectors Investment in infrastructure supporting production, connection model between enterprise and localities		Policies on housing and home water		Policies on education	Policies on health care	Allocating officials for poverty reduction	Preferential credit policy			Policy on legal supporting	Establishing Steering Committee for the Government's implementation of NTP-Poverty Reduction 2006 – 2010 and the Program 135 Phase II Establishing Coordination Board at MOLISA

Items	MOLISA	MPI	MOF	UBDT	Agribank	MOND	MOC	MOT	MOET	MOH	MOHA	Banks	MOIT	MOST	MOJ	Note
07/2006/QĐ-TTg		Collecting capital allocation plans and detailed allocations	Allocating budget, monitoring financial expense	On duty Chairing capital allocation planning	Monitoring and directing economic restructuring; planning and constructing infrastructure for production; supporting production development and economic restructuring, improving production			Completing 1--% of communes having motorways to central commune; planning transportation network				Preferential credit policy				PPC established local Steering Committee

Otherwise, *there was no agency specialized in ethnic work from central to grassroots level* with suitable operation budget, especially in commune level.

Resource of authority officials in communes, villages/hamlets and poverty reduction officials in ethnic minorities, which was limited in quantity, quality and budget, did not meet demand in effectively allocating implementation of poverty reduction programs.

In addition, the implementation of these policies is not systematic:

- Determining demand in planning almost depended on leaders 'viewpoints, the participation of local people was limited;
- Planning projects based on implementation research and markets was limited;
- The combination among programs, sectors was not consistent, making the projects not effective;
- Commune authorities had not received suitable power to be investors in poverty reduction program;
- Lack of consistency in organizing, monitoring and assessing policies;
- The participation of local people in planning projects was not comprehensive;

The implementation caught many difficulties due to complex *regulation and procedure, which were not suitable*:

- Fixed list of investment regulation for poor commune cause difficulties for commune, items in the list did not effectively support poverty reduction in localities.
- Extremely low capital for poverty reduction with complex procedure, especially for development investment, taking time and intermediate cost, decreasing benefits
- Liquidation of fund for constructions aiming at poverty reduction is considered as a general basic construction capital, which was not suitable with current situation, as local people had to save and use money effectively, buying self-replicating machine, using local force, etc. They met many difficulties in receiving invoices and spending time.

The implementation mechanism did not create motivation for poor households to reduce poverty:

- The mechanism supporting capital for poor households was not suitable: the more they were poor, the less support they received.
- The mechanism that just gave money for the poor was not effective in poverty reduction work, did not creating motivation for poor households.
- Policy mechanism did not encourage the poor reduce poverty: households that had just reduced poverty were also reduced many supports for the poor such as tuition, houses, health insurance, etc.

3.5. Policies do not match special characteristics of ethnic minorities

As mentioned above, ethnic minority regions had special characteristics in geography, climate; ethnic people also had traditions, behaviors in life and production. If policy-makers did not consider these factors, their policies would not be possible.

For instance, some training activities under the Program 125-II, National Target Program – Poverty Reduction were not suitable: pilots were carried out in “good condition” areas, but in fact, the geography was difficult to carry out irrigation and use fertilizers, raising production cost. Many other households were afraid of the difficulties so they did not involve. Many efforts under poverty reduction programs were useless due to unsuitable terrain and cultivation conditions in localities.

Policy on supporting employment was not suitable to tradition of ethnic minority people because they did not want to leave their home. Therefore, the export of labor was not successful.

Resettlement policy did not consider cultural values and tradition of local people. For instance, people, who had lived in house on stilts for many generations, had to leave Ban Ve Lake to live in stilt roots and concrete house. When the weather was hot, they left houses to forests. Thai and Mong people in Nghe An respected their ancestor worship, so they had to come back old places after leaving 200km far from their ancestors’ graves.²².

Due to these limitations, the policies, which are large in quantity, diversified in objectives and scales, were not high effective. Many new policies could not reach treatment objectives or bring about unexpected affection, which did not match with the investment.

Because the State’s resource was limited, ethnic minorities in general and extremely difficult ethnic minorities and ethnic poorer in particular lacked many

²² Source:

http://tintuc.xalo.vn/001717189166/Vi_sao_hang_tram_ho_dan_bo_lang_tai_dinh_cu_Thuy_dien_Ban_Ve.html

aspects, if the policies had no clear direction and lack of resource to implement, unsynchronized implementation mechanism, the effectiveness of these policies was not as expected. In the coming time, urgent problems were to correct policy content, making it suitable to real condition of ethnic minorities aimed at raising effectiveness of policies, promoting power and awareness of ethnic minorities.

PART III: GUIDELINES FOR POLICY SIMULATION FOR ETHNIC MINORITIES TOWARD 2020

1. Background of the policy simulation for ethnic minorities

The simulation of ethnic minority policy in next phase has to take into account not only specific conditions of the region and the ethnic people as stated in the first part but also has to consider national development trends in order to build an appropriate policy system.

The industrialization and modernization of the country continues while ethnic minorities with low education and lack of skills will face difficulties to join the process without supplement training of education and skills.

Development of the socialist oriented market economy creating fiercer competition while fragmented and small-scale production due to difficult production conditions, low competitive products and difficulties in market access in ethnic minority area hardly finds a position in the economy without huge support in production and connection.

Besides, the country continues innovating from an outdate agriculture with a limited nation resource that not only ethnic minority areas but also other regions and industries demand huge investment for development. Thus, without identifying the focus priorities and leading industries which possibly causing huge spillover effect for investment, it is difficult for rapid and sustainable poverty reduction in order to develop ethnic minority areas.

However, besides above difficulties, specific characteristics and conditions also create chances for development of ethnic minority areas.

Ethnic minorities have high community spirit, patriotic and ethnic solidarity.

Ethnic minority areas are rich of natural resources such as ores which is good for development of several industries; rich of water for hydro power; or good climate and land for perennial crops and livestock in huge scale; and rich of natural landscapes for tourism;

The development of market based economy and integration to international economy are challenges but also chances for development of ethnic minority areas; contributing to expand market for traditional products of ethnic minorities, especially ethnics along borders.

Ethnic minorities lives in important areas in terms of environment (protection forest, national reserves ...) or defense (borders, islands, border gates...) which is an

advantage in joining activities for common benefits and creating valuable public services such as planting and protecting forest, protecting borders and islands.

2. Objectives and viewpoints of policy simulation for ethnic minorities toward 2020

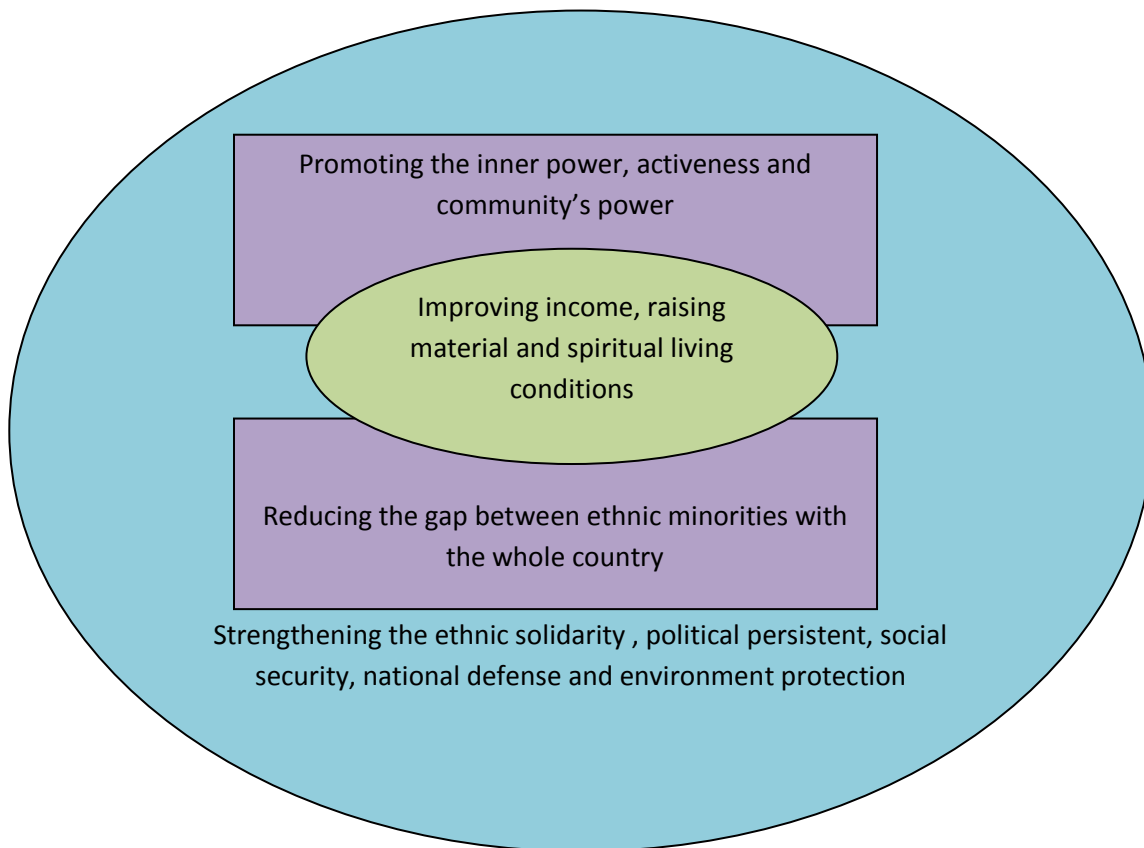


Figure 1: Objectives and viewpoints for policy simulation for ethnic minorities

The policy for ethnic minorities in the future should be based on below objectives and viewpoints:

Main objective is to improve income and living standard as well as spiritual life for ethnic minorities by promoting the active and community power of the ethnic minorities. Which will help narrowing gaps between living standard and income in ethnic minority areas and the whole country; strengthening the national unity, contributing to stabilize politics, national defense and environment protection.

Main viewpoint in building policy as below:

- Creating chances and incentives to promote inner power, the active and community power of the ethnic minorities with their specific conditions and characters to gradually replace passive and expecting thinking;
- Promoting advantages, and utilizing local knowledge as well as advantages of ethnic minority areas for economic development;

- Enhancing the coordinating role of local people, officializing the organizing and implementing mechanism in order to involve ethnic minorities especially in extreme hardship areas to join in public services such as protecting and planting forest, protecting environment, borders and islands.
- Social-economic development together with protecting ecological environment, cultural characteristics and living spaces for ethnic minorities.

3. Directions to simulate policies for ethnic minorities

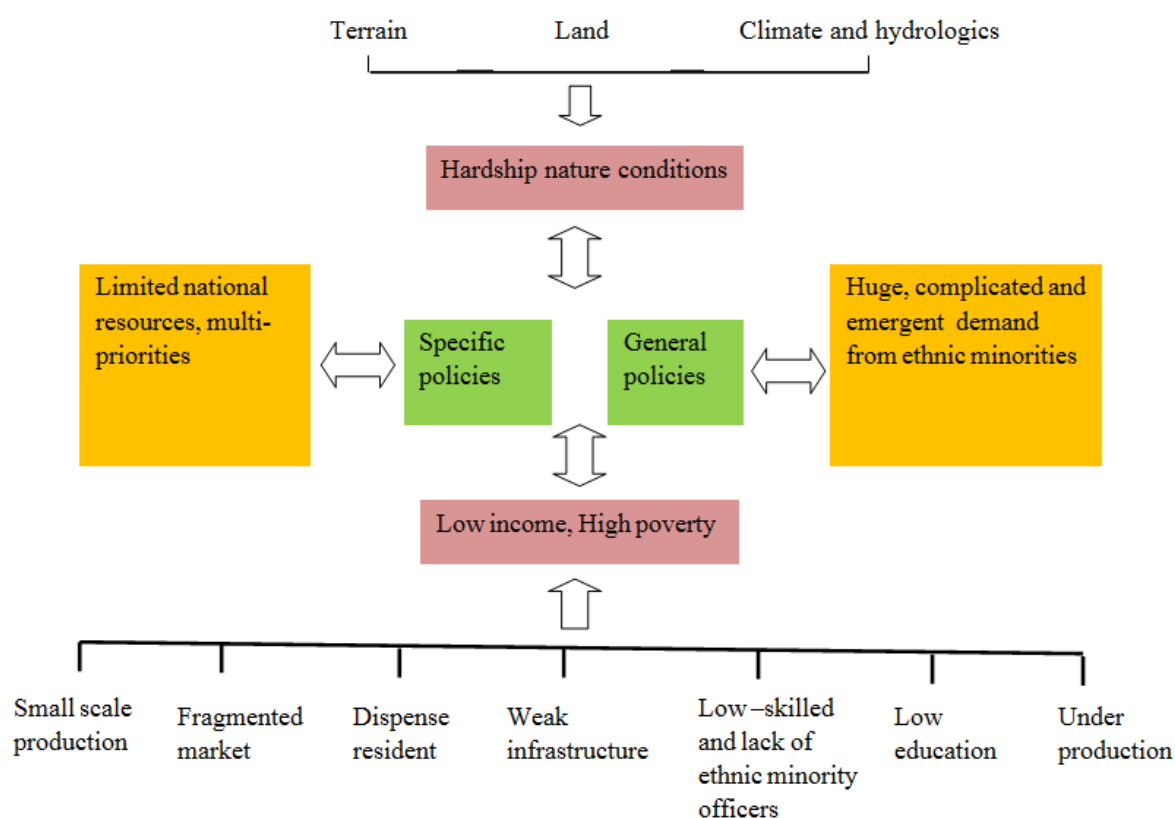


Figure 2: Guidelines in policy simulations for ethnic minorities

In order to achieve the objective and in accordance with the viewpoints in building ethnic minority policies, and make the policies appropriate to social-economic conditions in ethnic minority areas as well as have high efficiency in the country's general condition, the ethnic minority policies in the future should have to define focus priorities and leading industries to invest focusing in order to creating huge spillover effects to other industries, contributing to sustainable and rapid poverty reduction in ethnic minority areas as below:

- (i) Focusing on promoting livelihood to raise income for ethnic minorities all over country, as well as having specific policy for promoting livelihood suitable for each ethnic group:

- Group 1: Focusing on developing priority agriculture production, building several strategic value chains for export and domestic markets; focus is fishery, forestry and agriculture production, in order to linking developed products to markets; Creating conditions for ethnic minorities to join in the value chains and regions.
 - Group 2: focusing on creating conditions for ethnic minorities supply public services (planting forest, environment protection, and national defense) base on natural and humanity characteristics of each region; supporting production and linking with markets, stabilizing their lives.
 - Group 3: raising awareness and health of people, ability to creating livelihood, gradually forming products for market.
- (ii) Completing policies for production and lives in areas with numerous ethnic minorities, priority to develop infrastructure in village/ or village clusters.
 - (iii) Rapidly developing human resource, especially ethnic minority human resource, for all aspects of ethnic minority areas as well as building a system of officers to support community
 - (iv) Promoting the program on building new community life, building new countryside together with developing and preserving nation culture characteristics, preserving local knowledge.
 - (v) Implementing programs to rehabilitate environment, protect nature resource, rehabilitate landscape and protect space for development for ethnic minorities
 - (vi) Combining program/strategy/plan of social-economic development in ethnic minority areas into program/strategy/plan of country social economic development to utilize potential, and advantages of ethnic minority areas.

4. Role of CEMA in ethnic minority policies simulation

Ethnic minority policies cover across industries, regions, fields thus the building of ethnic minority policies from guidelines, content to implementation, supervision and assessing efficiency need the participation of multiple parties (ministries, industries, local governments).

CEMA as a governmentally specialized agency for ethnic minority issues must take the most significant role: CEMA is the center to control, coordinate, and evaluate ethnic minority policies on a basis of coordinating closely to related ministries and industries under government's united coordination as below:

CEMA is the key consultant in the building of ethnic minority policies to ensure the guideline matching with general condition of different areas and ethnics as well as specific conditions of each area and ethnics.

CEMA is the most important participant in building content of the ethnic minority policies, coordinating with technical organizations and ministries to identify content of interest of the policies to ensure the content is not only feasibility but also efficiency in implementation.

CEMA with deep knowledge of ethnic issues, traditional custom and culture of ethnic minorities is the party in charge of implementing several policies such as developing managerial human resource, building political systems for ethnic minority areas, protected ecological environment and living spaces of ethnic minorities..., which carried out by several ministry unsuccessfully.

CEMA must promote its role in supervising and evaluating implementation efficiency. All policies specialized for ethnic minorities need supervising and evaluating from CEMA during and after implementation.

Currently, CEMA has not carried out all its functions effectively. Reason from outside including ethnic minority issues though emphasized in Party and government's documents but not practically carrying out in building general policy for whole country as well as ethnic minority areas. Reason from inside comes from shortage capacity of CEMA which could not carry out well the implementation as well as supervision and assessment of policies.

Besides, CEMA should have been more active role in planning nation policies. Current role of CEMA is not significant; there is almost no participation of CEMA in some important policies such as land and labor.

5. Content of ethnic minority policies

Currently there are two big policy systems carrying out in ethnic minority area, which are general social economic development policies and poverty reduction policies. According to aim, viewpoint, guideline as well as current fact and the condition of ethnic minorities, the research team suggests the future ethnic minority policies including two big categories as below:

- Group 1 includes general policies, this policy group is targeting to essential and popular demand of all ethnic minorities.
- Group 2 includes specific policies, targeting to special targets, specific and essential needs, feasible to invest and carrying huge economic and social effects. Each policy group will include different contents, beneficiaries, priorities and different building methods.

5.1. General policies

The general policy group targets to most popular needs of all ethnic minorities, while the sphere and the strength of policy implementation depends on national resources then the group should be built in other national policies and program.

The general policy group consists of 13 policies as below:

- (i) Developing livelihoods, raising income for ethnic minorities such as credit support, creating non-agricultural jobs, connecting input and output market, allocating land and forest;
- (ii) Completing essential infrastructure such as electricity, school, healthcare center, market, irrigation system for ethnic minority area;
- (iii) Vocational training as a policy for vocational school/vocational training center, for learners and family of learners;
- (iv) Training and education: policy for ethnic minority learners and policy for teachers in ethnic minority areas such as fee support and other contribution for school of ethnic minority students;
- (v) Living conditions such as housing, electricity, water, environment sanitary;
- (vi) Medical care such as healthcare insurance, increasing medicine doses and equipment in commune's medical center, healthcare in commune/village in ethnic minority area ;
- (vii) Legal support such as providing legal information, moiling legal support for ethnic minorities or people in ethnic minority areas;
- (viii) Culture: developing ethnic culture and common activities for communes in order to disseminate government's guidelines and policies; carrying out traditional cultural festival, equipping and budgeting support for cultural activities in villages and communes in ethnic minority area;
- (ix) Sedentary: policies of land, livelihoods and building infrastructure in resettlement region;
- (x) Developing managerial human resource: training and using ethnic minority officers, attracting high skilled officers to work in ethnic minority areas;
- (xi) Building political system, protecting national defense and social security;

- (xii) Protecting ecological environment and living space of ethnic minorities: managing and using sloping land effectively, rehabilitating destroyed ecological systems (upstream forest); recovering ecological environment in ore mining region; controlling waste treatment in ore mining businesses; recovering, protecting and developing living space of ethnic minorities;
- (xiii) Building and combining plans: building and planning production area, residential area for ethnic minorities in compliance with national social-economic plan and province social-economic plan as well as planning of the industry.

Content and steps to build the policy are mentioned in Annex 3.

5.2. Specific policy group

The specific policy group includes one or several policies addressed in the general policy group, aiming to ethnic minorities group 1 (in area with good conditions, and having advantage for production), group 2 (in extreme hardship areas without conditions for production), and group 3 (DTRINs).

With limited national resources whistle huge demand from ethnic minorities, this policy group should have priority in implementation as it is huge implementation potential and potentially brings huge effectiveness since it aims to specific targets and focus policy.

The specific policy group should be mainstreamed into different policy programs, and then approved by Prime Minister.

Policies in specific policy group include:

- (i) Policy to develop livelihood and income targeting to ethnic minorities group 1 and 2. Specifically, the policy will aim to develop commodity production, improving production capacity for group 1 thus creating livelihood and stable income; focusing on public service (planting and protecting forest, protecting border...) to create income and livelihood for group 2;
- (ii) Policy to improving infrastructure targeting to ethnic minority group 1 for commodity production;
- (iii) Policy about vocational training aims to all 3 groups but more focusing on group 1 in order to improve specific skills for job seeking; and
- (iv) Policy about education and training aims to all three groups but more focusing on group 3 in order to improve education knowledge for this DTRIN.

Content and steps to build and implement the policy group being addresses in Annex 4.

6. Timeframe for ethnic minority policies simulation

To achieve above criteria, the consultant team suggest itinerary to build ethnic minority policy as below:

Firstly, it is necessary to review and evaluate facts and conditions in social-economic development of different areas and different ethnic minorities. Its need to be more focus on review conditions and current social-economic development of seven ethnic minority newly put in DTRIN, which are La Hu, La Ha, Pa Then, Lu, Ngai, Chut, Lo Lo. The review of environment, custom and practices of ethnic people should also be carried out parallels to define general characteristics, strength and weakness of each areas, each ethnic minority for building proper policy.

The review and evaluation process will provide basic information to continue study the development trend of ethnic minorities, and to consider whether the trend is compliance with the national development trend in order to assess the mutual effects between nation general policies and specific policies for ethnic minorities.

The above two steps creates foundation for building and implementing policy as following:

- The first 5 years continues implementing general policies but gradually reducing for gathering resources for specific policies in the next steps. In this period, it should focus on several foundation researches for specializing policy.
- In the next 5 years, focusing in implementing several specific policies, whereas focus on developing production in connection with market and the policy about vocational training and education.

CONCLUSIONS AND RECOMMENDATIONS

The consultant team studied the current social-economic conditions of the ethnic minority areas, reviewed and analyzed current ethnic minority policies as well as addressing future picture of the development of ethnic minorities and ethnic areas. Base on the results, the consultant team suggest viewpoint, target, and guidelines for

building ethnic minority policies as well as address content and itinerary to build the policies, especially focusing on the general policy group and specific policy group.

The consultant team expects the ethnic minority policies toward 2020 will improve current shortcomings and the fragmented implementation that is not suitable for all area conditions.

However, to build strong policies, which bring real effects to the social-economic development in ethnic minority areas, the consultant team suggests:

1) *Consistent in viewpoint of ethnic minority and in building ethnic minority policies* which is promoting inner power of the ethnic minorities, respecting and promoting culture characteristics, good custom and practices as well as local knowledge of the ethnic minorities, treating ethnic minorities as policy's partner;

2) *Continue some researches as foundation for specific policy, including:*

- General assessment of the social-economic development by regions and by ethnic minorities with special focus on DTRIN;
- Deep assessment of the living environment, custom and practices of the ethnic minorities;
- Studying the development trend of ethnic minority groups;
- Studying mutual effects between policies for social-economic development and policies for poverty reduction for ethnic minorities and ethnic minority areas;
- Background study for marking off into social-economic zones, production zones, and protecting and promoting forest;

3) *Building the policy*

- Reduction number of policy documents to avoid overlapping of the content, beneficiaries and time of efficiency;
- Policy should be flexible to be compliance with custom and practices of ethnic minorities as well as ensuring the effectiveness of the policy.

4) *Guiding documents for implementation of policy*

Guiding documents for policy implementation should be multi-ministries instead of guidance issued by individual ministry for each industry.

5) *The implementation of the policy*

- Ministry of Planning and Investment is the head-coordinating agency, in charge of coordinating and generalizing the implementation of general social-economic development policy.
- MOLISA is the leader agency, in charge of coordinating and generalizing the implementation of poverty reduction policy.
- CEMA as a special agency for ethnic issues should play the most important role: CEMA is the steering head, coordinating, supervising and evaluating ethnic minority policies with mutual co-operation with involved ministries and industries under a unified coordination from Government.
- CEMA must play more active in planning national policies.
- Strengthening and improving role of provincial committees of ethnic minority in terms of leading, coordinating, and generalizing the implementation of social-economic development policies and poverty reduction policies.
- Issuing policy together with supervising and evaluating the policy continuously to promptly adjusting any inappropriate content as well as UN appropriate implementation mechanism.
- Forming and strictly implementing a supervision and regular reporting system of the implementation of policy by related agencies to Steering committee and ministries in charge.
- Forming steering committee of programs/projects from center to grassroots to coordinate synchronously and effectively in implementation of policy components and funds for poverty reduction in order to satisfy different demand of beneficiary.

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ANNEX

Annex 1: List of the ethnic minority policies issued by the Government as of 2011

Annex 2: List of the ethnic minority policies issued by Prime Minister as of 2011

Annex 3: Content and steps to simulate general policies

Seq	Name of policy	Targeted results	Preferential content	Recommended policies	Targeted audience	Involved parties
1	Policy group: livelihood and income improvement for minorities					
1.1	Capital support for agricultural production	Provide sufficient capital for effectively agriculture production	Lending capital for production without interest	Amending 32/2007/QĐ-TTg and 30a/2008/NQ-CP	Poverty ethnic minority households, especially minorities of group 1	MARD implementing
			Preferential capital lending for households in changing career	Amending 74/2008/QĐ-TTg	as above	CEM supervising and assessing
			Increasing support for the poor in facing likely risks in production	Supplementing 142/2009/QĐ-TTg	as above	
			Abandon direct support to the poor	Amending 102/2009/QĐ-TTg	as above	
			Adjusting duration of lending compliance to business cycle	Amending 102/2009/QĐ-TTg	as above	

1.2	Promoting non-agricultural industries and services	Promoting at least one non-agricultural industry in a commune	Support the poor households to participate in craft industries	Extending the beneficiaries of the 71/2009/QĐ-TTg	Ethnic minority areas	MoIT implementing
			Support craft enterprises and cooperatives operating in ethnic minority and extreme hardship areas	Increasing support according to 1956/2009/QĐ-TTg và 295/2010/QĐ-TTg to be more appropriate to minority learners	as above	CEM supervising and assessing
			Extending beneficiaries and scope of the non-agricultural vocational training policy and labor export policy		as above	
1.3	Linking production and market	Improving production efficiency, and promoting the commodity market	Synchronous implementing promoting production policies from pilot model, training to supervising and assessing	Extending beneficiaries of 30a/2008/NQ-CP	Minority areas, priority to areas with ethnic minorities group 1	MoIT implementing
			Promoting and marketing products of ethnic minority areas		as above	CEMA supervising and assessing
			Linking the production households and enterprises, building vertical and horizontal linkage models		as above	

1.4	Promoting the job of planting, caring and protecting forest	Planting, caring and protecting forest become a stable livelihood	Allocating land and forest for proper planting, caring, protecting and developing	Amending 661/QĐ-TTg and 304/2005/QĐ-TTg toward creating a clear mechanism that forest job becoming a main livelihood of several minorities	Group 2 minorities, priority to the poor households of the group 2	Mard implementing, CEMA supervising, assessing
1.5	Land policies	All poor households have land for production	Carefully select the beneficiaries of land support for production policies	Amending 134/2004/QĐ-TTg toward narrowing beneficiaries but increasing the support	Ethnic minority households, production households, especially the poor	Province People's committee and CEM cooperating in building the policy
			Raising support expense to reclaiming for expanding production area	Raising support level according to 30a/2008/NQ-CP		Province People's committee implementing, CEM supervising and assessing
2	Developing essential infrastructure					
2.1	Step up the investment to develop inner commune road	Cementation all linking roads among villages	Define the investment norm according to conditions of every village	Amending 101/2009/QĐ-TTg, 30a/2008/NQ-CP, 13/2009/QĐ-TTg toward increasing investment norm, and expanding the beneficiaries	All ethnic minority areas	The MoT implementing, CEM supervising and assessing

2.2.	Upgrading and expanding school system	100% elementary school meets national standard	Define the investment norm according to conditions of every area	Amending 101/2009/QĐ-TTg, 30a/2008/NQ-CP, 2123/2010/QĐ-TTg toward increasing investment norm and expanding the beneficiaries	All minority areas, priority to extreme hardship areas	MoET implementing, CEM supervising and assessing
		Ethnic minority boarding school meets demand of trained ethnic minority officials	Expanding school scale and raising support for the school and learners	Amending 1640/2011/QĐ-TTg, 101/2009/QĐ-TTg	as above	
2.3	Upgrading and newly building irrigation system and civil water supply system	The irrigation system meets basic demand of production in ethnic minority area	Allocating funds for upgrading and maintaining irrigation system properly to enforcing the efficiency of the existing systems.	Amending 101/2009/QĐ-TTg, 30a/2008/NQ-CP, 13/2009/QĐ-TTg toward increasing investment level and expanding beneficiaries	All ethnic minority areas, especially in area with frequent natural calamity	MoT, Mard implementing
		Improving access and condition to education and training for minority children	Preferentially invest to build irrigation systems in places likely to combine with reservoir and civil water supply system		as above	CEM supervising and assessing
			Preferentially build protection embankment in areas with frequently natural calamity		as above	

3	Training					
3.1	Boosting vocational training for ethnic minority labors	100% high school graduated students in demand receiving vocational training	Fee exemption, increasing support for learners who are ethnic minority	Amending 1956/2009/QĐ-TTg and 295/2010/QĐ-TTg to be more appropriate to ethnic minority learners	Ethnic minority, especially the poor	MOLISA implementing, CEM supervising and assessing
3.2	Linking the vocational training with creating job	50% labors after training having a job	Supporting vocational training together with creating job	Amending 1956/2009/QĐ-TTg and 295/2010/QĐ-TTg to be more appropriate to ethnic minority learners	poor provinces in ethnic minority areas	MOLISA implementing
			Selecting a job matched the education, demand and job seeking ability after training		as above	CEM supervising and assessing
			Building and equipping for vocational schools		as above	
4	Education and Training					
	Support ethnic minority students in terms of fee and other contribution to the school	100% children in kindergarten age are going to school and completing elementary school	Ethnic minority students are exempted from fee and other contribution in all grades	Supplement the policy	Ethnic minorities, especially DTRIN	MoET implementing

			Ethnic minority students are exempted from fee no matter they are nomination students or not	Supplement the policy	as above	CEM supervising and assessing
			Fee reduction for secondary and high school ethnic minority students	Supplement the policy	as above	
			Secondary and high school ethnic minority students in extreme hardship commnue are exempted from fee	Supplement the policy	as above	
	Attracting teachers to work in ethnic minority areas	Having sufficient teachers for ethnic minority areas	Having appropriate treatment policy for teachers in ethnic minority areas	Supplement the policy	Giving priority to ethnic minority teachers	
5	Living condition					
5.1	Housing	Improving housing basically for ethnic minority	Raising support for improving housing condition	Amending QĐ 198/2007/QĐ-TTg; QĐ 167/2008/QĐ-TTg toward raising the support to over 15 million dong/ household	Ethnic minority, especially the poort	MoT implementing, CEM supervising and assessing
5.2	Electricity, Oil for light	Almost all ethnic minority households having electricity	Guiding and budget support for households to make biogas from cow and ox manure for fuel and light	Supplement the policy	as above	MoT implementing, CEM supervising and assessing

			Building small scale hydro power plant for households clusters without electricity network	Supplement the policy	as above	
5.3	Environment sanitary	Improving environmental sanitary condition, especially rubbish and household waste	Expanding beneficiaries of the supporting for improving enviromental sanitary	Amending and adding beneficiaries according to 112/2007/QĐ-TTg for all communes in the ethnic minority area and raising support budget to 3 million dong per household	as above	MoT implementing, CEM supervising and assessing
6	Medical and Healthcare					
		Improving healthcare condition for the poor ethnic minority	100% fee support for health insurance in 3 addition years for over the poverty households	Amending 117/2008/QĐ-TTg.	Ethnic minority, especially the poor	Ministry of Health
			Raising healthcare budget for the poor in ethnic minority areas in compliance with the reality		as above	CEM supervising and assessing
			Raising medicine inventory for health centers in commnues, and village clusters in ethnic minority area		as above	

			Raising budget for community healthcare mobiling activities in villages		as above	
7	legal support					
		Raisign legal awareness for ethnic minority	Extending beneficiers of the legal support	Adding beneficiers in compliance with 52/2010/QĐ-TTg	Ethnic minority areas	Ministry of Justice implementing, CEM supervising and assessing
8	Culture					
		Promoting community activities, circulating policies and guidelines from Government and the Communist Party, holding Traditional Culture Festival for commune and residential cluster in ethnic minority areas	Budget supporting for radio broadcast in ethnic language in communes with numerous ethnic people (over 30% of total population) such as translating fee, allowance for speaker. The budget is 10 million dong/year/commune	Amending Decision 112/2007/QĐ-TTg	Ethnic minority areas, priority to extreme hardship areas	

			Promoting the policy circulation to local government and residents through radio broadcasting, leaflet both in Vietnamese and ethnic language		as above	
			Strengthening the protection and development of ethnic culture		as above	
9	Sedentary					
		Settling habitat environment for ethnic minorities, ending the migration	Increasing lending for building house and lending for mortgaging housing -base in residential clusters for the resettlement households.	Amending 1600/2009/QĐ-TTg	Ethnic minority areas, priority to extreme hardship areas	MARD implementing
			Increasing support for migrating and settling for residents in border communes	Amending 60/2005/QĐ-TTg	as above	CEM supervising and assessing
			Increasing budgeting support for building infrastructure and creating stable livelihood for sedentary area matching with culture of the ethnic minority	Amending 33/2007/QĐ-TTg)	as above	
10	Developing resource of future managerial officers					

10.1	Training and using ethnic minority officers	Number of ethnic minority officer in all governing level increasing	Increasing budget support for student in ethnic minority boarding school	Amending 85/2010/QĐ-TTg and 134/2006/NĐ-CP	Ethnic minority people, priority to DTRIN	CEM, MoET, and MoJ coordinating
			Enhancing training and education for ethnic minority people to ensure the entrance quality, gradually replacing the nomination selection mechanism		as above	
			Nominating local working people for training in order to return working for local		as above	
10.2	Attracting high skilled officers to work in ethnic minority areas	Having high skilled officers to carry out specific task in ethnic minority areas	Promoting policies to attract high skilled people to work in ethnic minority areas	Expanding beneficiaries according to 70/2009/QĐ-TTg	Ethnic minority areas, priority to extreme hardship areas	
			An appropriate allowance and subsidiary for collaborators in poverty reduction in communes/ mountainous villages with the minimum subsidiary equally 1/2 basic salary and transport expense according to local condition		as above	
11	Enforcing political system, ensuring national defense and social security					

11.1	Enforcing political system	Stablizing politics and social security, strenthening the confidence of ethnic minority people	Supporting budget for Planning, training, fulfilling, using and governing ethnic minority officers in the politic system and in the ethnic minority relating agencies		Ethnic minority areas, priority to extreme hardship areas	CEM and MoJ implementing
			Supporting 100% fee of training for specific skills and political knowledge for ethnic minority officers with high prestige involving in government		as above	
			Raising proportion of officers being ethnic minority, priority to female and young officers to join in agencies and organizations in the political system in all level		as above	
11.2	Supporting those targets without production capacity	Stablizing life	Raising the benchmark to define a regular subsidiary at 70% of the currnt poverty standard		The target group without production capacity	CEM and MOLISA coordinating
12	Protecting ecological environment and preserving living space of the ethnic minorities					
12.1	Efficiently managing and using sloping ground	Efficiently using sloping ground	Providing budget for a planning and protecting sloping land properly		Ethnic minority areas, especially geographically extreme hardship areas	CEM coordinating with related ministries

12.2	Recovering detrograded ecological system	Protecting ecological environment	Allocating budget for defining list of detrograded ecological area to add to list of investments incentives		as above	
			Raising investment for protection and rehabilitation natural reserves, national forest protection forest		as above	
12.3	Recovering ecological environment in ore mines	Protecting ecological environment	Allocating budged for defining list of recovery needed area in the ore mining fields and add to list of investment incentives		as above	
12.4	Enhancing the monitoring and controlling of waste treatment from enterprises and ore mining businesses	Protecting ecological environment	Increasing budget for controlling and monitoring waste treatment from ore mining businesses and other businesses		as above	
12.5	Recovering and protecting living space of ethnic minority	Ensuring equality, preserving national characters and social security	Raising budget for research and development of projects to protect, recover and develop living space of ethnic minorities		as above	
13	Building and connecting plans					

13.1	Planning social and economic development at province/district level	Connecting social-economic development with poverty reduction in ethnic minority areas together with general social-economic development plan			Ethnic minority areas	MoPI implementing, CEM supervising
13.2	Planning priority agriculture production area	Defining commodity production area in region with good conditions			as above	MARD implementing, CEM supervising
13.3	Quy hoạch vùng sản xuất sản phẩm hỗ trợ dịch vụ công	Xác định vùng sản xuất sản phẩm hỗ trợ dịch vụ công			như trên	MoIT implementing, CEM supervising
13.4	Planning residential area	Defining urban zones, centralized residentials and sedentary areas			as above	MARD implementing, CEM supervising

Annex 4: Content and steps to simulate specialized policies

Seq	Targeted results	Preferential content	Recommended policies	Targeted audience	Involved parties
1	Livelihood development	Creating sustainable livelihood, increasing income from agriculture activities	Forming priority agriculture production area with connection to market. Forming development center of each region to be the core of development for the total area	The ethnic minority in group 1 in area with good condition for agriculture production	Involved ministry and industry such as MARD, MoIT and MoPI
			Appropriate land planning for agriculture production	as above	CEM supervising and assessing
		Creating sustainable livelihood, increasing income from agriculture activities	Forming priority agriculture production area with connection to market	The ethnic minority in group 1 having traditional non agriculture industry or in good condition to develop non-agriculture industry or service	
			Appropriate land planning for non-agriculture production	as above	
		Creating sustainable livelihood, creating income from public service	Developing public service into a career by paying for ethnic minority in public services	Ethnic minorities in group 2 especially in Northern mountainous area and Central Highland	

			Implementing policies to allocate land and forrest under the management of ethnic minority community for planting, caring, protecting and developing properly.	as above	
			Implementing policy to reclaim land for agriculture production	as above	
		Improving production practices	Building a model for introduction and practice of new and effective cultivation practices, appropriating to the education and real condition of each ethnic minority and area	DTRINs	
		Ensuring minimum income for minority	Social security programs are allocated sufficient resource, well and efficiently implementation such as health insurance and regular settlement allowance	DTRINs	
2	Completing essential infrastructure	Infrastructure meets the agriculture production	Completing infrastructure for priority agriculture production area such as irrigation system, transport system and market	Ethnic minority in group 1 in area with good condition for agriculture production	Involved ministries such as MARD, MoC, MoT
		Infrastructure meets the non-agriculture production	Completing infrastructure for industrial zone, industrial group such as electricity, transporation system.	The ethnic minority in group 1 having traditional non agriculture industry or in good condition to develop non-agriculture industry or service	CEM supervising and assessing

		Infrastructure meets basic needs in life and production	Building small scale hydro power for households and commune without electricity network	Ethnic minorities in group 2 especially in Northern mountainous area and Central Highland	
			Investing to build water supply center and dispense system for civil life	as above	
			Building embankment to protect river and spring from natural calamity	as above	
			Improving irrigation system to meet production needs	Minorities in group 2 especially in Mekong Delta	
			Building flood residential clusters, creating a safe and settled for residents	Minorities in group 2 especially in Mekong Delta	
3	Vocational training	100% high school graduated students in demand having vocational training	Fee exemption, raising support for learners being ethnic minority	The ethnic minority in group 1 having traditional non agriculture industry or in good condition to develop non-agriculture industry or service	MOLISA implementing

		50% labor after training having job	Vocational training together with creating job	as above	CEM supervising and assessing
			Appropriately selecting a job matched to education, demand and job seeking ability after training	as above	
			Building and equipping for vocational schools	as above	
4	Education and Training	100% children in kindergarden age are able to go to school and completing elementary school	Exemption of fee and other contribution in all the school grade	DTRIN	MoET implementing
		Having sufficient teacher for training	Appropriate treatment policy for teachers who are DTRIN and teaching in ethnic minority areas	DTRIN	CEM supervising and assessing

Annex 5: Ethnic minorities database

Seq	Ethnics	Population	Seq	Ethnics	Population	Notes
1	Kinh	73594427	28	Mạ	41405	
2	Tày	1626392	29	Giẻ - Triêng	50962	
3	Thái	1550423	30	Co	33817	
4	Mường	1268963	31	Chơ Ro	26855	
5	Khmer	1260640	32	Xinh Mun	23278	
6	Hoa	823071	33	Hà Nhì	21725	
7	Nùng	968800	34	Chu Ru	19314	
8	Mông	1068189	35	Lào	14928	
9	Dao	751067	36	La Chí	13158	
10	Gia Rai	411275	37	Kháng	13840	
11	Ê đê	331194	38	Phù Lá	10944	
12	Ba Na	227716	39	<i>La Hủ</i>	<i>9651</i>	<i>DTRIN</i>
13	Sán Chay	169410	40	<i>La Ha</i>	<i>8177</i>	<i>DTRIN</i>
14	Chăm	161729	41	<i>Pà Thẻn</i>	<i>6811</i>	<i>DTRIN</i>
15	Cơ Ho	166112	42	<i>Lự</i>	<i>5601</i>	<i>DTRIN</i>
16	Xơ Đăng	169501	43	<i>Ngái</i>	<i>1035</i>	<i>DTRIN</i>
17	Sán Dìu	146821	44	<i>Chứt</i>	<i>6022</i>	<i>DTRIN</i>
18	Hrê	127420	45	<i>Lô Lô</i>	<i>4541</i>	<i>DTRIN</i>
19	Raglay	122245	46	<i>Mảng</i>	<i>3700</i>	<i>DTRIN</i>
20	Mnông	102741	47	<i>Cơ Lao</i>	<i>2636</i>	<i>DTRIN</i>
21	Thổ	74458	48	<i>Bố Y</i>	<i>2273</i>	<i>DTRIN</i>
22	Xtiêng	85436	49	<i>Cống</i>	<i>2029</i>	<i>DTRIN</i>
23	Khơ Mú	72929	50	<i>Sì La</i>	<i>709</i>	<i>DTRIN</i>
24	Bru-Vân Kiều	74506	51	<i>Pu Péo</i>	<i>687</i>	<i>DTRIN</i>
25	Cơ Tu	61588	52	<i>Rơ Măm</i>	<i>436</i>	<i>DTRIN</i>
26	Giáy	58617	53	<i>Brâu</i>	<i>397</i>	<i>DTRIN</i>
27	Tà Ôi	43886	54	<i>O'Đu</i>	<i>376</i>	<i>DTRIN</i>

Seq	Region	Total population (ppl)	Ethnics (ppl)	Ethnics in the region /total population in the region (%)	Ethnics in the region/Total ethnics (%)
1	Whole country	85846997	11429499	13	100
2	Red River Delta	19584287	293737	1	3
3	<i>Northern mountainous area-minority ethnic area</i>	<i>11053590</i>	<i>6002001</i>	<i>54</i>	<i>53</i>
4	<i>Central area - minority ethnics</i>	<i>18835154</i>	<i>1788061</i>	<i>9</i>	<i>16</i>

	<i>area</i>				
5	<i>Central highland- minority ethnic area</i>	<i>5115135</i>	<i>1781417</i>	<i>35</i>	<i>16</i>
6	South East	14067361	361562	3	3
7	<i>South West - Minority Ethnic area</i>	<i>17191470</i>	<i>1202721</i>	<i>7</i>	<i>11</i>

Source: Population and Housing census 2009 (GSO)

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EMPCD Project, 18 Ly Van Phuc, Dong Da, Ha Noi, Viet Nam
Tel: (04).37349.600 | Email: empcd@cema.gov.vn