

Document of
The World Bank

Report No: ICR00004103

IMPLEMENTATION COMPLETION AND RESULTS REPORT
(IDA-46080)

ON A

CREDIT

IN THE AMOUNT OF SDR 85.4 MILLION
(US\$127 MILLION EQUIVALENT)

TO THE

SOCIALIST REPUBLIC OF VIETNAM

FOR A

SCHOOL EDUCATION QUALITY ASSURANCE PROGRAM

June 23, 2017

Education Global Practice
East Asia Pacific Region

CURRENCY EQUIVALENTS

(Exchange Rate Effective May 1, 2017)

Currency Unit = Vietnamese Dong (VND)

VND 1.00 = US\$ 0.000044

US\$ 1.00 = VND 22,747

FISCAL YEAR

January 1 – December 31

ABBREVIATIONS AND ACRONYMS

BOET	Bureau of Education and Training (District level)
BTC	Belgian Development Agency
CAS	Country Assistance Strategy
CBA	Cost-Benefit Analysis
CPMU	Central Project Management Unit
CPS	Country Partnership Strategy
DFID	United Kingdom Department for International Development
DFA	Fundamental School Quality Level Audit
DGD(C)	Directorate-General Development Cooperation and Humanitarian Aid
DOET	Department of Education and Training (Provincial Level)
DPs	Development Partners
EDSP	Education Development Strategic Plan
EFA	Education for All
EGRA	Early Grade Reading Assessment
EQMS	Education Quality Management System
ETEP	Enhancing Teacher Education Program
FDS	Full-Day Schooling
FM	Financial Management
FSQL	District Fundamental School Quality Level
GDP	Gross Domestic Product
GOV	Government of Vietnam
GSO	General Statistical Office
HDS	Half-Day Schooling
ICR	Implementation Completion and Results Report
IDA	International Development Association
IEG	Independent Evaluation Group
IFR	Interim Financial Report
IP	Implementation Progress
IRR	Internal Rate of Return
ISM	Implementation Support Mission

ISR	Implementation Status Report
M&E	Monitoring and Evaluation
MDS	Mixed-day Schooling
MOET	Ministry of Education and Training
MOF	Ministry of Finance
MTR	Mid-term Review
NGO	Non-governmental Organization
NPV	Net Present Value
PAD	Project Appraisal Document
PDO	Project Development Objective
PEDC	Primary Education for Disadvantaged Children Project
PMU	Project Management Unit
RGE	Renovation of General Education Project
SEDP	Socio-Economic Development Plan
SEQAP	School Education Quality Assurance Program
TBS-EFA	Targeted Budget Support for Education for All Program
VHLSS	Vietnam Household Living Standards Survey

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SOCIALIST REPUBLIC OF VIETNAM
School Education Quality Assurance Program

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A. Basic Information			
Country:	Vietnam	Project Name:	School Education Quality Assurance
Project ID:	P091747	L/C/TF Number(s):	IDA-46080
ICR Date:	6/23/2017	ICR Type:	Core ICR
Lending Instrument:	SIL	Borrower:	GOVT OF SOCIALIST REPUBLIC OF VIETNAM
Original Total Commitment:	XDR 85.40M	Disbursed Amount:	XDR 82.70
Revised Amount:	XDR 82.70M		
Environmental Category: C			
Implementing Agencies: Ministry of Education and Training			
Cofinanciers and Other External Partners:			

B. Key Dates				
Process	Date	Process	Original Date	Revised / Actual Date(s)
Concept Review:	01/29/2007	Effectiveness:	02/17/2010	02/10/2010
Appraisal:	03/02/2009	Restructuring(s):		09/16/2015
Approval:	06/23/2009	Mid-term Review:	04/20/2013	04/20/2013
		Closing:	12/31/2015	12/31/2016

C. Ratings Summary			
C.1 Performance Rating by ICR			
Outcomes:	Satisfactory		
Risk to Development Outcome:	Moderate		
Bank Performance:	Moderately Satisfactory		
Borrower Performance:	Moderately Satisfactory		
C.2 Detailed Ratings of Bank and Borrower Performance (by ICR)			
Bank	Ratings	Borrower	Ratings
Quality at Entry:	Moderately Satisfactory	Government:	Moderately Satisfactory
Quality of Supervision:	Satisfactory	Implementing Agency/Agencies:	Moderately Satisfactory
Overall Bank Performance:	Moderately Satisfactory	Overall Borrower Performance:	Moderately Satisfactory

C.3 Quality at Entry and Implementation Performance Indicators

Implementation Performance	Indicators	QAG Assessments (if any)	Rating
Potential Problem Project at any time (Yes/No):	No	Quality at Entry (QEA):	None
Problem Project at any time (Yes/No):	Yes	Quality of Supervision (QSA):	None
DO rating before Closing/Inactive status:	Satisfactory		

D. Sector and Theme Codes

	Original	Actual
Major Sector/Sector		
Education		
Primary Education	90	90
Public Administration - Education	6	6
Water, Sanitation and Waste Management		
Sanitation	4	4
Major Theme/Theme/Sub Theme		
Human Development and Gender		
Education	49	49
Access to Education	49	49
Education Financing	49	49
Social Development and Protection		
Social Inclusion	2	2
Indigenous People and Ethnic Minorities	2	2

E. Bank Staff

Positions	At ICR	At Approval
Vice President:	Victoria Kwakwa	James W Adams
Country Director:	Ousmane Dione	Martin G. Rama
Practice Manager/Manager:	Harry Anthony Patrinos	Eduardo Velez Bustillo
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F. Results Framework Analysis

Project Development Objectives (from Project Appraisal Document)

The School Education Quality Assurance Program (SEQAP) aims to improve learning outcomes and education completion for primary education students, particularly disadvantaged primary education students, through supporting the government's full-day schooling (FDS) reform program.

Revised Project Development Objectives (as approved by original approving authority)

Not Applicable

(a) PDO Indicator(s)

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
Indicator 1:	Grade 5 students who achieved a “good” or “excellent” classroom assessment in Vietnamese as a proportion of all G5 students with test results (SEQAP schools)			
Value quantitative or qualitative)	69.60 Female-76.50	82.50 Female-88.30	N/A	83.11 Female-90.01 Source: CPMU 1/2017
Date achieved	6/30/2010	6/30/2015		6/30/2016
Comments (incl. % achievement)	Target exceeded. There was a 17.41 percent increase in the assessment results for all children in SEQAP schools and a 17.7 percent increase for girls during the project period.			
Indicator 2:	Grade 5 students who achieved a “good” or “excellent classroom assessment in mathematics as a proportion of all G5 students with test results (SEQAP schools)			
Value quantitative or qualitative)	65.70 Female-69.40	79.00 Female-84.00		85.31 Female-86.73 Source: CPMU 1/2017
Date achieved	6/30/2010	6/30/2015		6/30/2016
Comments (incl. % achievement)	Target exceeded. There was a 23.5 percent increase in the assessment results for all children in SEQAP schools and a 24.9 percent increase for girls during the project period.			

Indicator 3:	Students completing Grade 5 as a proportion of enrolled Grade 5 students (SEQAP schools)			
Value quantitative or qualitative)	96.30 Female-96.30	99.00 Female-99.60		99.80 Female-99.78
Date achieved	6/30/2010	6/30/2015		6/30/2016 Source: CPMU 1/2017
Comments (incl. % achievement)	Target met. There was a 3.65 percent increase for all children in SEQAP schools and a 3.61 percent increase for girls during the project period.			
Indicator 4:	Percentage of Grade 5 students achieving independent learner status in Vietnamese language (General, non-Kinh, Female, Urban-Rural-Remote)			
Value quantitative or qualitative)				
Date achieved	6/30/2010	6/30/2015		6/30/2016
Comments (incl. % achievement)	Indicator dropped during the 2015 restructuring. See Table 1 for additional explanation.			
Indicator 5:	Percentage of Grade 5 students achieving independent learner status in mathematics (General, non-Kinh, Female, Urban-Rural-Remote)			
Value quantitative or qualitative)				
Date achieved	6/30/2010	6/30/2015		6/30/2016
Comments (incl. % achievement)	Indicator dropped during the 2015 restructuring. See Table 1 for additional explanation.			
Indicator 6:	Grade 5 students with excellent grade in Vietnamese (General, Girls, Urban-Rural-Remote)			
Value quantitative or qualitative)				
Date achieved	6/30/2010	6/30/2015		6/30/2016
Comments (incl. % achievement)	Indicator was dropped during the 2015 restructuring. See Table 1 for additional explanation.			
Indicator 7:	Percentage of students completing primary education (general, non-Kinh, girls, urban-rural)			
Value quantitative or qualitative)				
Date achieved	6/30/2010	6/30/2015		6/30/2016
Comments (incl. % achievement)	Indicator was dropped during the 2015 restructuring. (See Table 1 for additional explanation.			

Indicator 8:	Proportion of students receiving at least 30 periods per week as a total of all students (general, non-Kinh, girls, urban-rural)			
Value quantitative or qualitative)				
Date achieved	6/30/2010	6/30/2015		6/30/2016
Comments (incl. % achievement)	Indicator was dropped during the 2015 restructuring. (See Table 1 for additional explanation.			
Indicator 10:	Early Grade Reading Assessment Survey			
Value quantitative or qualitative)				
Date achieved	6/30/2010	6/30/2015		6/30/2016
Comments (incl. % achievement)	Removed during the 2015 restructuring because the EGRA pilot was only conducted in 2013 and 2014.			

(b) Intermediate Outcome Indicator(s)

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
Indicator 1:	Students receiving at least 30 periods per week as a proportion of all students			
Value (quantitative or qualitative)	48.40	85.00		89.74 Source: CPMU 1/2017
Date achieved	6/30/2010	6/30/2015		6/30/2016
Comments (incl. % achievement)	Target exceeded with an 85.4 percent increase over the project period.			
Indicator 2:	Schools with 100% of students receiving at least 30 periods per week as a proportion of all schools			
Value (quantitative or qualitative)	30.60	75.00		77.44 Source: CPMU 1/2017
Date achieved	6/30/2010	6/30/2015		6/30/2016
Comments (incl. % achievement)	Target exceeded. There was a 153.1 percent increase over the life of the project.			

Indicator 3:	Classrooms meeting at least “house level 4” standard as a proportion of all classrooms			
Value (quantitative or qualitative)	87.90	90.00		91.57 Source: CPMU 1/2017
Date achieved	6/30/2010	6/30/2015		6/30/2016
Comments (incl. % achievement)	Target exceeded. There was a 4.17 percent increase over the life of the project.			
Indicator 4:	Grade 1 & 2 ethnic minority students in classrooms with a teaching assistant as a proportion of all G1&G2 ethnic minority students (SEQAP schools)			
Value (quantitative or qualitative)	3.50	No target identified. The increase was to be measured annually		3.78 Source: CPMU 1/2017
Date achieved	6/30/2010	6/30/2015		6/30/2016
Comments (incl. % achievement)	The project experienced an increase in the number of teaching assistants for G1&G2 ethnic minority students.			
Indicator 5:	Teachers trained to use increased instructional time effectively as a proportion of all teachers			
Value (quantitative or qualitative)	1.90	95.00		98.76 Source: CPMU 1/2017
Date achieved	6/30/2010	6/30/2015		6/30/2016
Comments (incl. % achievement)	Target exceeded by 3.76 percent.			
Indicator 6:	Head teachers and deputy head teachers trained to implement FDS as a proportion of all head teachers and deputy head teachers			
Value (quantitative or qualitative)	31.30	94.00		99.75 Source: CPMU 1/2017
Date achieved	6/30/2010	6/30/2015		6/30/2016
Comments (incl. % achievement)	Target exceeded by 5.75 percent.			
Indicator 7:	Full day schooling road map developed and adopted by MOET (Y/N)			
Value (quantitative or qualitative)	No	Yes		Yes Source: CPMU 1/2017
Date achieved	6/30/2010	6/30/2015		6/30/2016
Comments (incl. % achievement)	Target met. The roadmap was developed with a fully costed strategy to inform government policy on the implementation of 30 and 35 hrs. a week of classroom instruction. MOET is using this to guide further implementation of FDS.			

Indicator 8:	Number of additional classrooms built or rehabilitated at the primary level resulting from project interventions			
Value (quantitative or qualitative)				
Date achieved	6/30/2010	6/30/2015		6/30/2016
Comments (incl. % achievement)	Indicator was dropped during the 2015 restructuring. Under EQMS aggregate data for school construction is collected only.			
Indicator 9:	Proportion of classrooms meeting the national standard			
Value (quantitative or qualitative)				
Date achieved	6/30/2010	6/30/2015		6/30/2016
Comments (incl. % achievement)	Indicator was dropped during the 2015 restructuring. This indicator was replaced with classrooms meeting house level 4 standard.			

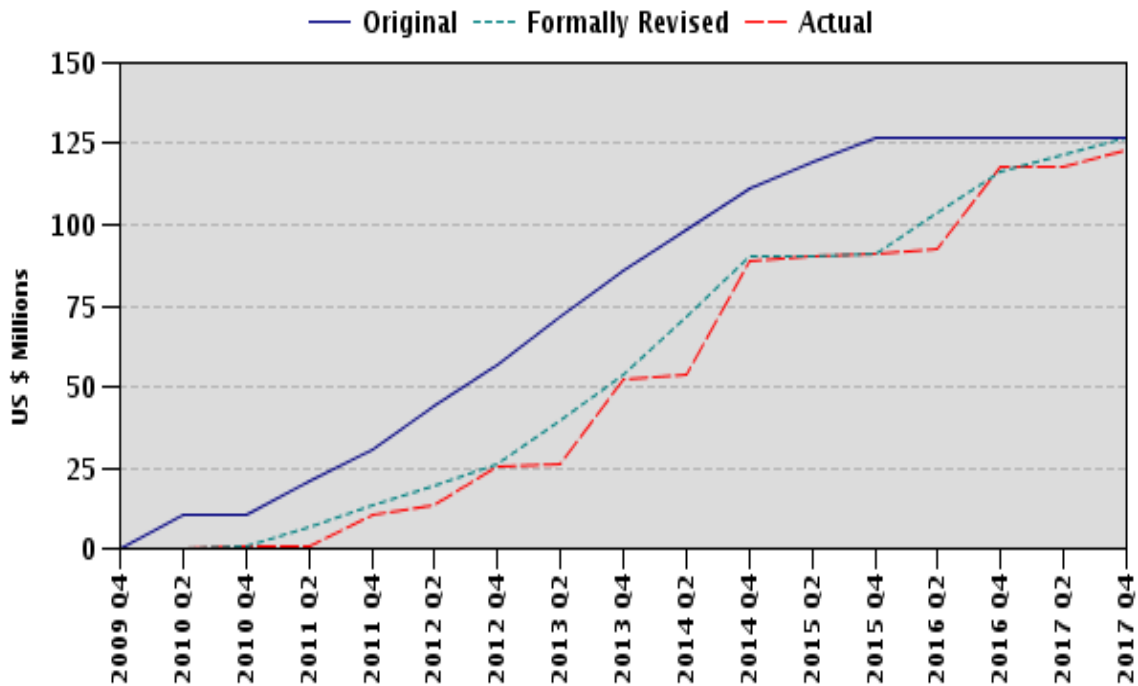
G. Ratings of Project Performance in ISRs

No.	Date ISR Archived	DO	IP	Actual Disbursements (USD millions)
1	08/24/2009	Satisfactory	Satisfactory	0.00
2	07/30/2010	Satisfactory	Satisfactory	0.50
3	06/03/2011	Moderately Satisfactory	Moderately Satisfactory	10.46
4	01/09/2012	Moderately Satisfactory	Moderately Unsatisfactory	13.14
5	07/02/2012	Moderately Satisfactory	Moderately Satisfactory	25.66
6	01/28/2013	Moderately Satisfactory	Moderately Satisfactory	26.19
7	10/10/2013	Moderately Satisfactory	Moderately Satisfactory	52.56
8	07/05/2014	Moderately Unsatisfactory	Moderately Satisfactory	88.87
9	02/06/2015	Moderately Satisfactory	Moderately Satisfactory	90.38
10	09/15/2015	Moderately Satisfactory	Moderately Satisfactory	91.16
11	06/23/2016	Moderately Satisfactory	Moderately Satisfactory	117.64
12	08/30/2016	Moderately Satisfactory	Moderately Satisfactory	117.64
13	12/30/2016	Satisfactory	Satisfactory	117.86

H. Restructuring (if any)

Restructuring Date(s)	Board Approved PDO Change	ISR Ratings at Restructuring		Amount Disbursed at Restructuring in USD millions	Reason for Restructuring & Key Changes Made
		DO	IP		
09/16/2015		MS	MS	91.16	Level 2 restructuring extended closing date, revised results framework, reallocated project funding, changed disbursement percentages, modified definition of operating costs, adjusted funding amounts from DFID and the Belgian Development Cooperation, modified some procurement procedures, changed component description and changed participating provinces.

I. Disbursement Profile



1. Project Context, Development Objectives and Design

1.1 Context at Appraisal

1. **Country Context.** In late 2007 and the first half of 2008, Vietnam was confronted with the economic overheating resulting from massive capital inflows, resulting in accelerating inflation, a ballooning trade deficit, and a real estate bubble. In March 2008, the government reacted by switching its priority from rapid growth to stabilization with a tight monetary policy and some measures of fiscal restraint. While the package worked, it also took a toll on economic activity. Gross Domestic Product (GDP) growth for the entire 2008 was 6.2 percent, approximately 2 percentage points below potential. The impact of the early 2008 stabilization effort was that the Vietnamese economy was in a better position to weather the 2008 global crisis. The rapid economic transformation and expansion of the 1990s to 2007 also had a great influence on poverty reduction in Vietnam. Household survey data from 2006 indicated that the percentage of households living below the poverty line had fallen dramatically from 58 percent in 1993 to 16 percent in 2006, or about 34 million people had escaped poverty. However, in spite of these positive trends, Vietnam development was still not inclusive. Poverty remained much higher among the ethnic minorities than among the ethnic majorities, such as the Kinh and Chinese ethnic groups, as well as in rural areas where 92 percent of the poor live. The mountainous areas were poorer than the lowlands. Additionally, progress in poverty reduction had been much slower for Vietnam's ethnic minorities, although it is encouraging that rural poverty continues to decline.

2. **Sector Context.** Vietnam was experiencing increasing pressures on its education system, mainly coming from the strong social demand for education and training from Vietnamese households; the knowledge and skill needs of a knowledge-based economy that is growing under the influence of globalization; and the risk of increasing disparities between different groups within the population, as a result of a rapidly expanding economy. The country had already made great strides in addressing some of these increasing pressures. Between 1992 and 2006, Vietnam had experienced exceptional improvements in education attainment. The percentage of the population aged 25-55 without any education had decreased from 23 percent to less than 1 percent, and primary, lower secondary and upper secondary educational attainment had increased substantially. Additionally, rural and lower income populations had benefited the most from the increase in primary and lower secondary attainment. By 2004, primary enrollments were nearly universal, and the gross enrollment rate in lower and overall secondary reached approximately 87 percent and 73 percent respectively, putting Vietnam in a favorable position vis-à-vis countries with similar income per capita.

3. Notwithstanding these major improvements, the country was still facing two notable challenges to become a high performing education system. These were: (i) increasing inequities in educational attainment beyond primary driven by higher performance of the most advantaged groups; and (ii) insufficient quality of the education system, in particular for disadvantaged groups. This was evident from the fact that rural

populations, in particular ethnic minorities and the lowest income quintiles, had not been able to go beyond lower secondary, while the upper quintile and urban populations were making great strides in secondary and tertiary education generating increasing inequities overall. These rising inequities were fueled by persistent disparities in primary completion, which were the most critical at this stage, constraining full access to lower secondary, and attendance/completion of secondary education.

4. The quality of primary education, although improved, also appeared to be an issue particularly for poor, rural and ethnic minority populations. Primary completion and learning outcome studies on Vietnam showed that the most important school related performance determinants were teachers' qualifications, subject knowledge and training, school resources and facilities, community/parental participation, and instructional time. In particular, the *Study in Grade 5 Student Achievement in Mathematics and Vietnamese Language* in the 2006-2007 school year, which is the national assessment, (herein referred to as the 2007 Grade 5 study) confirmed that there was a clear positive relationship between schools with a higher proportion of students in mixed or full-day schooling (FDS)¹ as it related to math and Vietnamese scores, and the relationship was even stronger for the low performing students and poor provinces. The positive effect of FDS was confirmed even controlling for all other factors. However, schools in Vietnam still had inequitable distribution of resources and qualified teachers as well as poor school management and insufficient community participation. Moreover, a core weakness of Vietnam education was the fact that there were less than 700 instructional hours allocated yearly at the primary school level. This ranked poorly compared to other countries in the region and outside. Ministry of Education and Training (MOET) data showed that approximately 45 percent of students were enrolled in half-day schooling (less than 30 teaching periods a week, or 20 full instructional hours a week). Low instructional time was largely due to inefficient teacher deployment and low teacher workload (low teacher utilization rate), which needed to be addressed along with the lack of school resources.

5. The government 2006-2010 Socio-Economic Development Plan (SEDP) sought to address these issues with a focus on equitable access to quality education. The MOET 2001-2010 Education Development Strategic Plan (2001-2010 EDSP) was to further expand the opportunities for universal high quality education and to improve the quality and effectiveness of each level of education. The MOET 2008-2020 EDSP explicitly provided support to move to FDS² with plans to achieve full transition to at least 30 instructional periods per week by 2020 and 35 instructional periods per week by 2025. The MOET was specifically developing a policy framework for FDS to curb the disproportional increase in private tutoring outside the regular schooling time as well as address the consensus that 23-25 instructional periods (each of about 40 minutes) per week in primary education was not enough to cover the basic primary education curriculum. This translated

¹ Students attending at least 30 periods, or 6 sessions, a week.

² The government plan was and is to move towards two main available options for transition to FDS: 30 (T30) or 35 (T35) periods per week – depending on school initial conditions - aiming at a minimum national standard of 35 periods per week (FDS) for all primary schools by 2025 (equivalent to a minimum of 800 instructional hours a year).

into a series of steps facilitating the application of FDS when possible, including a flexible curriculum framework leaving the room for additional subjects and regulations on teachers per class group applicable to FDS. However, beyond these few central norms, the move to FDS in Vietnam had been left to the discretion of the local authorities that could provide sufficient infrastructure, and parents that could contribute to cover additional teacher work involved, resulting in inequitable FDS coverage with a minimal coverage in the poorer areas. This was largely due to the lack of government resources to finance the costs implied by the extra sessions in these areas. The School Education Quality Assurance Program (SEQAP), with the financial support of the external donor partners, was to support a more equitable transition to FDS in primary education, and lay out a detailed strategy and guidelines that would allow the government policy of FDS to be applied across the nation.

1.2 Original Project Development Objectives (PDO) and Key Indicators

6. The project development objective was to improve learning outcomes and education completion for primary education students, particularly disadvantaged primary education students, through supporting the government's full-day schooling reform program. The key indicators were: (i) percentage of Grade 5 students achieving independent learner³ status in Vietnamese language; (ii) percentage of Grade 5 students achieving independent learner status in mathematics; (iii) percentage of Grade 5 students with good or excellent⁴ grades in Vietnamese; (iv) percentage of students completing primary education; and (v) proportion of students receiving at least 30 periods per week as a total of all students.

1.3 Revised PDO (as approved by original approving authority) and Key Indicators, and reasons/justification

7. The PDO was not modified over the life of the project, however the key indicators were modified on September 5, 2015 as follows:

Table 1: Key Indicators Table

Original PDO Indicator	Adjustments at the time of 2015 Restructuring
Percentage of Grade 5 students achieving independent learner status in Vietnamese language (general, non-Kinh, girls, urban-rural-remote)	Dropped because MOET changed the goal of the 2011 Grade 5 assessment to assess only the achievement of 'minimum' learning standards and therefore did not provide a valid comparison with 2001 and 2007 results. Note: During the April 2013 mid-term review, the Bank/Donors

³ An independent learner is defined as a student who is eligible to study in Grade 6 secondary school.

⁴ A mark on project papers of 7-8=Good and 9-10=Excellent (on a scale of 1-10) for Grade 5 students.

	agreed with MOET that this indicator would be replaced with another assessment of Grade 5 performance. It was confirmed in September 2013 aide-memoire that it would be partially replaced by an EGRA.
Percentage of Grade 5 students achieving independent learner status in mathematics (general, non-Kinh, girls, urban-rural-remote)	Dropped because MOET changed the goal of the 2011 Grade 5 assessment to assess only the achievement of ‘minimum’ learning standards and therefore did not provide a valid comparison with 2001 and 2007 results. During the April 2013 mid-term review, the Bank/Donors agreed with MOET that this indicator would need to be replaced with another assessment of Grade 5 performance. It was agreed that the classroom assessment would be used to assess learning.
Percentage of Grade 5 students with good or excellent grades in Vietnamese (average, girls, urban-rural)	Restated as below using the “Grade 5 classroom assessment in Vietnamese and mathematics.
	New indicator. Grade 5 students who achieved a “good” or “excellent” classroom assessment in Vietnamese as a proportion of all G5 students with test results
	New indicator. Grade 5 students who achieved a “good” or “excellent” classroom assessment in mathematics as a proportion of all G5 students with test results
Percentage of students completing primary education (average, non-Kinh, girls, urban-rural)	Dropped because the District Fundamental School Quality Level Audit (DFA), which was an education statistics database developed under the Bank-supported Primary Education for Disadvantaged Children Project (PEDC), was discontinued in 2010. EQMS, the replacement database, was being developed and was not able to provide information needed to calculate data for all of the indicator sub-sets. However, by project closing the EQMS

	was fully developed and is now able to provide this information.
Proportion of students receiving at least 30 periods per week as a total of all students (average, ethnic minorities, girls, urban-rural)	Dropped because the DFA, which was an education statistics database developed under the Bank-supported PEDC, was discontinued in 2010 and other databases could not provide information needed to calculate data for all of the indicator sub-sets.
Early Grade Reading Assessment Survey Note: This was not an original indicator at the time of appraisal. This indicator was added to the results framework and implementation status report (ISR) after the September 2013 implementation support mission (ISM) with the cautionary advice of the development partners (DPs) that there were limitations regarding measuring performance trends over time due to limitation with generalizing from the sample in the pilot activity.	Dropped during the restructuring because the EGRA pilot was only conducted in 2013 and the MOET did not repeat the EGRA in 2014 or 2015.
	New indicator added at the time of the 2015 restructuring. “Students completing Grade 5 as a proportion of enrolled Grade 5 students.”

1.4 Main Beneficiaries,

8. The Project Appraisal Document (PAD) identified the project beneficiaries as being primary school students, teachers, provincial, district and school administrators, and communities from a total of 35 disadvantaged provinces⁵. During the 2015 project restructuring, Bac Giang was added to the project bringing the total number of provinces to 36. The restructuring formalized a decision made by the DPs shortly after project effectiveness that the province met all the requirements to be a participating province. Direct project beneficiaries having benefitted from project interventions reached

⁵ Poor provinces were defined as provinces with: (a) a large share of economically and socially disadvantaged regions, specifically regions with a large share of ethnic minority groups compared to the overall population; (b) a large share of primary schools not currently employing FDS; (c) a large share of primary schools with insufficient infrastructure to teach two sessions per day (measured as on average half a classroom available per class); (d) a large share of primary schools with only one teacher per class on average. Beneficiary provinces were located in four main regions: **Mountainous Northern region (11 provinces)** (Ha Giang, Cao Bang, Yen Bai, Lang Son, Son La, Lai Chau, Dien Bien, Lao Cai, Hoa Binh, Tuyen Quang, Bac Can); **North Central Coast, South East (9 provinces)** (Thanh Hoa, Nghe An, Quang Tri, Quang Nam, Quang Ngai, Ninh Thuan, Binh Thuan, Binh Phuoc); **Central Highlands (5 provinces)** (Gia Lai, Kon Tum, Dac Lac, Dac Nong, Lam Dong); **Mekong river Delta (11 provinces)** (Ben Tre, Tra Vinh, Dong Thap, Soc Trang, Vinh Long, Bac Lieu, Hau Giang, Ca Mau, An Giang, Kien Giang, Long An).

approximately 647,117 children of which 49.2 percent were female. In addition, 147,872 teachers, 13,998 school administrators, and 300 provincial and district administrators were trained.

1.5 Original Components

9. **Component 1: Improve Policy Framework for the Implementation of Full Day Schooling (US\$6.2 million equivalent—IDA US\$3.89 million equivalent).** This was a highly strategic component that focused on completing the requirements for the transition to FDS in the 2009-2015 period, but also on building a more efficient and equitable framework for scaling-up the reform in the 2015-2025 time period. The component had national application with two sub-components. **Sub-component 1.1 Developing a Model for FDS in Vietnam.** This sub-component aimed to help complete the requirements for the application of an FDS model in 2009-2015, the program period, while laying the ground for an improved FDS model in 2015-2025. **Sub-component 1.2 Policies and Road Map for FDS implementation in Vietnam.** This sub-component aimed to support the development of the broader policy framework needed for FDS to ensure that the enabling environment, related policies, and other regulations needed to allow the successful application and improvement of the FDS model were in place for the SEQAP and post-SEQAP period.

10. **Component 2: Improved Human Resources for Implementation of Full Day Schooling (US\$34.3 million equivalent—IDA US\$31.26 million equivalent).** This component was to support the training and professional development of teachers, school leaders and education managers to successfully move to FDS in the provinces, which were beneficiaries of the program, with a focus on teaching methods, teacher standards and school management. This component had three sub-components focused on in-service training of teachers, school leaders and education managers, and the quality assurance framework for effective in-service training in the targeted provinces. The teacher training related activities were managed at the district Bureau of Education and Training level. **Sub-component 2.1 Training and Professional Development of Teachers.** This sub-component focused on supporting improved teaching methods of teachers for effective FDS, including maximizing the use of the additional and existing teaching periods, while also helping address some current gaps in the teaching of additional subjects for FDS. **Sub-component 2.2 Training of School Leaders and Education Managers.** This sub-component focused on increasing the capacity of school leaders and education managers to support effective FDS. School leaders and education managers will clearly have a key role to play in ensuring a successful transition of the school to FDS and high quality school-based training. **Sub-component 2.3 Quality Assurance of Training and Professional Development.** This sub-component was to help build the required quality assurance framework for training and professional development in the beneficiary provinces and districts, and all program and non-program half-day schooling (HDS), FDS and mix-day schooling (MDS).

11. **Component 3: Improved School Facilities and Resources for the Implementation of Full Day Schooling (US\$133 million equivalent—IDA US\$84.05 million equivalent).** This component supported the upgrade of infrastructure and facilities, and recurrent expenditures as needed in approximately 1,730 schools to successfully move to FDS, with related decentralized capacity building for effective school construction and preparation of the FDS plans. In addition, the component focused on providing a comprehensive package allowing for upgrading infrastructure and facilities, provision of teaching-learning materials and operation and maintenance, more teacher time, and complementary welfare interventions to help the most vulnerable families keep their children in school. There were four subcomponents. **Sub-Component 3.1 Upgraded Infrastructure and Facilities for FDS.** This sub-component focused on physical improvements in the beneficiary schools. **Sub-Component 3.2 Operation of FDS.** This sub-component largely focused on the development and implementation of school FDS plans and related recurrent costs incurred by the beneficiary schools for operations and maintenance, including additional teaching-learning materials, needed to maximize the effects of the transition to FDS. **Sub-Component 3.3 Additional Teacher Time for FDS.** This sub-component focused on additional salary costs for transition to FDS associated with regular teachers. As schools moved from HDS to the FDS model of at least 30 periods of instruction per week, some program schools needed to finance incremental teacher salary costs. Therefore, the sub-component was to finance incremental teacher salaries for regular teachers. **Sub-component 3.4 Demand-Side Support for Disadvantaged Students.** This sub-component financed complementary welfare interventions to help schools keep the most vulnerable children in school. The types of interventions were: (i) scholarships and funds to buy clothes and lunches and pay for local language assistants; (ii) some limited scholarships (“attendance” and “performance” rewards) and emergency clothing to help ethnic minority families and households from the poorest 20 percent income quintile keep their children in school as well as provide some funds to buy lunches; and (iii) provision for teaching assistants where the school served predominately ethnic minority populations to provide specialized communication skills and knowledge of local languages in order to facilitate learning in the first two grades for ethnic minority students whose Vietnamese language skills were minimal.

12. **Component 4: Program Management (US\$7.9 million equivalent—IDA US\$7.80 million equivalent).** This component was to support the management of SEQAP to ensure smooth implementation and results on the ground and provide support to the MOET Standing Office in key areas, as well as additional capacity building at the sub-national level in procurement and financial management. The component had three sub-components. **Sub-component 4.1 Overall Support to the MOET SEQAP Standing Office.** This sub-component provided direct support to the Standing Office for the management and oversight of SEQAP. **Sub-component 4.2 Support to Financial Management at Central and Sub-national Level.** This sub-component was to ensure that the financial management of SEQAP was properly carried out at all levels. **Sub-component 4.3: Support to Procurement Management at Central and Sub-national Level.** This sub-component was to ensure that the procurement management of SEQAP was properly carried out at all levels.

1.6 Revised Components

13. Overall the project components remained the same throughout the project period. However, at the time of the September 2015 restructuring, the description of Component 4 was modified to be able to include financial support for Department of Education and Training (DOET) (provincial level) staff. Although provincial staff were responsible for consolidating provincial results and verifying school and district progress, the original PAD had not included the needed description to ensure appropriate funds for project management.

1.7 Other significant changes

14. In January 2013, the United Kingdom Department for International Development (DFID) informed the MOET, Bank and other donors of its decision to reduce its co-financing for SEQAP by US\$8.0 million equivalent. This meant a reduction from the original US\$23.9 million equivalent to US\$15.9 million equivalent. DFID made the decision because of the fact that MOET's development projects usually experienced disbursement delays in the early years of the project cycle and that the agreed disbursement proportions among development partners was not really effective (according to the Financing Agreement, it was 80 percent for IDA, 17 percent for DFID and 3 percent for Belgium). In addition, DFID's financing period for SEQAP was only 3 years (up to December 2012). Based on this, DFID decided to shift funding of its Vietnam program to faster disbursing projects in other sectors.

15. In November 2012, the Government of Vietnam and the Government of Belgium signed a second Specific Agreement for SEQAP, increasing its contribution to SEQAP from €3,000,000 to €5,000,000⁶. In December 2012, Belgian Development Agency (BTC) informed MOET, the World Bank and other donors that the first instalment of €2,000,000 (as part of the second commitment) was already made available by Belgium.

16. On September 5, 2015 the project was restructured to: (i) extend the project closing date by 12 months from December 31, 2015 to December 31, 2016 to complete all project activities, in particular the FDS Roadmap; (ii) revise the results framework to allow for better and more accurate monitoring and assessment of project outcomes; (iii) modify the original disbursement categories in order to reduce complexity and increase flexibility, and as a consequence, reallocate remaining project proceeds to the new categories; (iv) change disbursement percentages for all new categories to 100 percent; (v) revise the DFID project co-financing allocation from £17,000,000 to £12,000,000; (vi) revise project funding from the BTC from €1,000,000 to €5,000,000; (vii) modify the definition of operating costs so as to be able to make payments to provincial staff who will contribute to implementation during the extension period; (viii) change component 4 description to reflect financial

⁶ Belgium's total financial contribution to SEQAP amounts to €5,000,000: a first commitment of €1,000,000 signed on November 29, 2010 (Specific Agreement I) and a second commitment of €4,000,000 signed on November 13, 2012 (Specific Agreement II).

support for provincial staff; and (ix) officially reflect the addition of one disadvantaged province (Bac Giang) to the project which had been agreed with all donors in September 2010, bringing the total of project disadvantaged provinces to 36.

2. Key Factors Affecting Implementation and Outcomes

2.1 Project Preparation, Design and Quality at Entry

17. **Project Preparation.** The SEQAP project was prepared as a Specific Investment Loan (SIL) given the targeted nature of program interventions related to FDS and the need for intensive capacity development to make the transition from HDS to FDS. In addition, the minimum policy framework needed for the SIL was in place to implement an investment operation, while the broader set of policy actions needed for preparing a Development Policy Lending (DPL) was not in place. SEQAP was consistent with pillar 2 of the Bank’s Country Assistance Strategy (CAS) (2006-2010) for Vietnam that aimed to enhance human resources, assets and opportunities for the poor and vulnerable, as well as the key education outcome mentioned in the CAS of “better access to and use of affordable quality basic education for all children”. SEQAP was co-financed by DFID and Directorate-General Development Cooperation and Humanitarian Aid DGD(C) and identified as an International Development Association (IDA)/multi-donor grant-funded program. It was prepared jointly with DFID, DGDC and other development partners as a part of the Government of Vietnam (GOV) Targeted Budget Support for Education for All Program (TBS-EFA)⁷. The preparation team also took lessons from other Bank and donor supported projects.⁸ The joint Bank-donor preparation and appraisal teams consisted of technical experts that were appropriate for the development of the program. Overall project preparation was completed as originally scheduled and the project was approved by the Bank Board of Executive Directors on June 23, 2009.

18. **Project Design and Quality at Entry.** The project design was aligned with the government’s SEDP Plan (2006-2010), EDSP (2001-2010) and EDSP (2008-2020) which provided the platform for overall sectoral planning and financing that included the transition to FDS in primary school. The team consulted with peer reviewers that had knowledge and experience in developing projects that supported transition from HDS to

⁷ A fully-costed National Education for All (EFA) Action Plan was approved in July 2003 by the Prime Minister and was jointly reviewed and endorsed by international partners and non-governmental Organizations (NGOs) in September 2003. The EFA Plan was deemed a credible strategic framework. The Bank-supported TBS-EFA provided support with targeted budgetary support for selected sub-components of the Educational National Targeted Program (NTP) designed to enhance the quality of basic education, and through strengthening of the administration of the Education National Targeted Program.

⁸ The project lessons were drawn from similar projects which included, but were not limited to: (i) TBS-EFA; (ii) Bank-supported Primary Education for Disadvantaged Children (PEDC), Primary Teacher Development Project (PTDP), and Program 135 (P-135); (iii) 2006 Bank Independent Evaluation Group (IEG) report “From schooling access to learning outcomes: an unfinished agenda”; and (iv) the Vietnam Belgium Teacher Training Project.

FDS as well as teacher training, and provided guidance on the project design. The program design included a quality review by peer reviewers at the concept and appraisal stage with comments that included: (i) endorsement of the project design and PDO; (ii) simplifying the results framework by reducing the number of indicators; (iii) ensuring that the grants manual was a condition for disbursements and not effectiveness; and (iv) ensuring that the on-budget and off-budget disbursement methods were clearly understood and that appropriate financial management arrangements for the two methods were finalized.

19. The original PDO was in line with the government’s priorities to improve learning outcomes particularly in the disadvantaged areas. The key indicators were appropriate for measuring progress toward achieving the PDO and were based on three established data sources: (i) the yearly primary District Fundamental School Quality Level Audit (FSQL-DFA)⁹; the Grade 5 learning assessment carried out by MOET; and the Vietnam household living standards survey data (VHLSS) undertaken by the General Statistical Office (GSO) in collaboration with the Bank every two years.

20. At the time SEQAP was designed, the goal was to devise and test strategies and procedures so that lessons learned could help MOET build an effective, equitable and sustainable policy framework for scaling up FDS by the end of the program. The design focused on approximately 1,730 schools (11 percent of all primary schools in Vietnam) with the objective of providing evidence for the policy framework and to accelerate the roll out in disadvantaged areas. The overall goal of the government was to move 100 percent of their classes to either a T30 or T35 FDS model. It was also the most decentralized education project design the Bank had undertaken with MOET. SEQAP was designed with four interrelated components with different target populations. Component 1 on policy development would have national coverage, while the “investment” components 2 and 3 would target 36 disadvantaged provinces. Within the target poor provinces¹⁰, Component 4 aimed at strengthening program management and supporting decentralization education services. The component activities would provide comprehensive advice and support to the MOET on improving the national FDS policy framework, while supporting improved teaching, school management and better facilities for transition to FDS in 36 disadvantaged provinces. These activities were both demand and supply side interventions all of which were important for ensuring that the goals of the project were met for the most disadvantaged students. (See Annex 2 for more details on achievement of project activities.)

⁹ Starting in 2004, the primary school database (DFA) was an annual school-level census that collected the FSQL input indicators for all primary schools and satellite sites in Vietnam.

¹⁰ Targeting of schools within the 36 provinces included: (i) HDS – or schools with 100 percent of students studying less than 30 periods a week – to change to FDS, such that 100 percent of students study at least 30 periods a week; (ii) mixed day schools with less than 100 percent of students with at least 30 or 35 periods a week (including main and satellites sites) to be brought up 100 percent to at least 30 periods a week; (iii) a small group of “visible” effective schools to be brought up 100 percent to 35 periods a week for demonstration effects (model schools); (iv) school leaders and teachers of the program schools (priority 1) and other schools (priority 2); and (v) all provincial and district education managers.

21. The program design included a hybrid financing mechanism that supported ‘on-budget’¹¹ expenditures to support program activities implemented at the local level (i.e. province, district, commune and school) and ‘off-budget’ expenditures using a traditional Bank project support approach for centrally-managed expenditures by MOET, including consultants, training (both international and local), goods and operating costs. This was the first education project to include the ‘on-budget’ feature and was important because the roll-out of FDS was expected to be funded by government, and the ‘on-budget’ mechanism supported a more decentralized system of education management that would ensure sustainability of SEQAP activities.

22. The implementation arrangements had five levels of responsibility, which included a mix of establishing traditional project management units (PMUs) and mainstreaming program responsibilities into the normal duties of education staff. This design was reflective of the MOET service delivery structure and appropriate for supporting the decentralized nature of the structure. The levels were: (i) a central level PMU to manage policy development activities, technical assistance and collaboration with other central agencies; (ii) provincial and district people’s committees (PC) responsible for overall program oversight, implementation and goals based on a memorandum of understanding (MOU) between MOET and donors that provided clear expectations and requirements for implementation of the program; (iii) district level PMUs within the Bureaus of Education and Training (BOET) (responsible for decentralized education administration and management) that would be the main investment decision makers for civil works (based on DPC delegation); and (iv) schools that were responsible for operation and maintenance of school facilities (and civil works depending on capacity) as well as pupil welfare activities. In addition, DOETs were responsible for consolidating SEQAP plans and reports for central level reporting on program activities, however, they did not establish PMUs with the commensurate financing to provide these services, but included them in regular duties of provincial level staff. Finally, the preparation team identified project risks and proposed adequate mitigation measures within the design. (See Section 4. Assessment of Risk to Development Outcome for further details on risks.)

23. The 2015 Level II project restructuring provided the opportunity to enhance the potential effectiveness of the project design by revising the PDO and intermediate indicators to ensure that the objectives could be measured and achieved. (See Section 1.7 for list of modifications made at the time of the restructuring.) The revision of the indicators was particularly important because two of the three data sources listed above were no longer able to provide the needed data to measure the PDO indicators, or in some cases, intermediate indicators. The main factors contributing to this were: (i) in 2012, the FSQD-DFA database was dropped because MOET was beginning to transition to online collection

¹¹ The ‘on-budget’ funding did not implement as actual GOV budget funding. It was an advance of IDA funding from MOF to provinces, and subject to Bank financial management and procurement oversight and was ring fenced into specific SEQAP budget codes down to the districts and schools.

of data through the Education Quality Management System (EQMS)¹²; and (ii) the Grade 5 study¹³ was not able to provide reliable time series results that were needed for measuring two of the original PDO indicators. In addition, inclusion of the intermediate indicator related to the development and adoption of the FDS roadmap was important for ensuring roadmap progress was monitored thereby providing the government with a way of better identifying the recurrent expenditure implications of meeting their FDS goals. These modifications are judged highly appropriate for the implementation of FDS as well as more realistic for achieving the revised results framework and design. It should be noted that the discussions for revising the results framework began as early as the April 2013 implementation support mission (ISM), however, agreement on the appropriate replacement indicator(s) could not be agreed until late-2014 due to the introduction of new database systems and modified assessments.

2.2 Implementation

24. In February 2010 the project was declared effective six months after Bank Board approval. Prior to effectiveness the MOET had already established the PMU with all the key positions filled, including director, full time administrative staff, vice directors, coordinators, and a part-time chief accountant. By September 2010, seven months after effectiveness, implementation experienced several key achievements, which were: (i) establishment of the PMU and District Project Management Units (DPMUs) in all participating districts; (ii) development of a procurement plan for recruiting 89 SEQAP-funded positions with terms of reference (TOR); (iii) completion of contracting for several of the positions; (iv) organization of workshops on ways to achieve effective coordination between MOET, DOETs, and BOETs, as well as to discuss the ethnic minority policy framework and ethnic minority plan; (v) drafting of in-service teacher training plan; (vi) developing the operational manual, Financial Management (FM) manual, and student welfare and education grant manuals; and (vii) preparing civil works and technical reports so that the construction of schools could begin.

25. Despite these implementation successes, there were also initial challenges. The PMU and districts were already indicating that the budget envelope¹⁴ allocated for construction of schools might be too small to construct the approximately 1,730 schools

¹² The MOET has upgraded their education statistical software and now maintains the EQMS. The DFA was a paper based system while the EQMS is an online system. Data for the EQMS is collected three times a year and because it is online data entry is timely with fewer errors.

¹³ In 2011, MOET changed the goal of the Grade 5 study to assess only the achievement of 'minimum learning standards'. Because it looked at 'minimum standards', which nearly all students exceed, the 2011 Grade 5 study also did not establish an adequate learning standards baseline for monitoring progress in subsequent iterations of the Grade 5 assessments. Therefore, the 2011 study could not provide a valid comparison with learning outcomes in previous Grade 5 studies (in 2001 and 2007) and was dropped from the SEQAP results framework.

¹⁴ It was agreed between the donors and PMU that the cost and square meter estimates used at the preparation stage was for reference and was the basis for the program calculations for construction. It was recognized that civil works costs would vary among localities due to many factors and that the market costs would apply once the project began.

targeted by the project. In addition, they were experiencing challenges with the ‘on-budget’ distribution of resources, which was affecting the availability of school education grants. Additionally, welfare grants were being effectively allocated to the sub-national level, but they were being kept at the district level treasuries in the BOETs’ accounts rather than being delivered to the schools.

26. Between March 2011 and September 2012, there were four additional joint ISMs¹⁵ that documented achievements as well as on-going challenges for implementation. The program was making progress related to: (i) better understanding of the program at the DOET, BOET and communities for FDS, particularly related to the lunch program and mobilization of community resources to ensure there were enough teachers for schools to implement T35, and provide school furniture for the new classrooms; (ii) pedagogical changes through the introduction of new child-center teaching methods in the in-service teacher training program, and there were examples of active teaching and learning in classrooms as well as effective use of SEQAP learning resources; (iii) alignment of the grants manuals with the FM manual to ensure smooth distribution and accounting of the grants; (iv) ensuring that the FDS school eligibility criteria, which focused on poor and remote areas, was being used for selection of program schools for construction and grants; (v) completion of the FDS policy studies on teacher deployment and workload; (vi) evidence of SEQAP teaching practices being used in non-SEQAP schools creating a spillover effect; (vii) construction of 1,628 schools; and (viii) appointment of community coordinators in 36 provinces to support communities with the implementation of the program grants as well as transitioning to FDS. However, there were also challenges during this period that led to project implementation progress (IP) being downgraded from **moderately satisfactory** to **moderately unsatisfactory**.

27. The main challenges during this period were: (i) monitoring and evaluation (M&E); (ii) limited focus on developing the FDS policy framework and road map; (iii) increase in civil works costs due to delays in civil works; (iv) delays in counterpart funds mobilization; and (v) distribution of ‘on-budget’ funding to districts and schools. Monitoring and evaluation was becoming problematic because the Grade 5 assessment, which was being used for measuring achievement of the PDO, had issues with the data collection and reporting. It was at this time that the task team introduced the idea of using the Early Grade Reading Assessment (EGRA) to complement the Grade 5 assessment because of the difficulties in getting comparable Grade 5 assessment data. There were also problems with the time-on-task study, which was part of the 12 studies commissioned under sub-component 1.2, because the domestic firm had not produced a standardized coding tool, the enumerators had not received refresher training, and there were difficulties for some of the pilot provinces in answering some core questions. Moreover, the FSQI-DFA, which provided some of the data for the project results framework, was being replaced by the EQMS, which did not include some of the needed data for monitoring project intermediate indicators. Program management had not yet begun to focus on the FDS policy roadmap, which was necessary for providing the government with the needed information and

¹⁵ All joint ISMs included DFID staff (up to DFID’s withdrawal from the project), DGD(C) representatives and BTC staff.

lessons learned for the roll out of FDS nationwide. The distribution of ‘on-budget’ resources down to the schools was still experiencing delays and having an impact on the implementation of the grants programs at the school level as well as payment of construction contracts. These delays contributed to an estimated US\$20 million shortfall in project funds because of inflation over the period. The implementation delays led to the decision by DFID to withdraw from the project and to re-allocate £5 million (US\$8 million equivalent) to other priority programs in Vietnam.

28. During the April 2013 mid-term review (MTR), the MOET and DPs confirmed their commitment to SEQAP’s key objectives, and that the project remained relevant. At this point, data from EQMS and ‘SeqapOnline’¹⁶ was showing evidence that SEQAP schools and districts had increased enrollment in FDS that was higher than non-SEQAP schools, especially for ethnic minority students. Other areas were also improving: (i) approximately 1,299 schools in 36 provinces had been selected for SEQAP inputs at this point, which was the completion of phase three out of four¹⁷; (ii) the flow of ‘on-budget’ funds to provinces, districts and schools was finally working as designed; (iii) grant funding for improving educational achievement and student welfare was flowing to schools and communities; (iv) approximately US\$38 million of the US\$46.9 million allocated for civil works had been allocated to provinces; (v) three out of four phases of in-service training for teachers and managers had been delivered, with the remaining phase to be completed in December 2013; and (vi) disbursement rates had improved with approximately 41 percent of the IDA credit disbursed. Based on these improvements, the IP rating was upgraded to **moderately satisfactory**. The MTR recommended that SEQAP re-focus on the quality objective by helping managers and teachers to use FDS more productively and work with the government to use lessons learned to rollout FDS after 2015. The decision was also made to: (i) cap school construction spending at the original allocation of US\$46.9 million; (ii) offer refresher in-service training programs for teachers and school managers; and (iii) increase the school grant allocations to allow schools to purchase more education materials and ensure 100 percent coverage of school lunches for poor children. Monitoring and evaluation continued to be a challenge for SEQAP because the PDO indicators associated with the Grade 5 assessment could not be reliably measured. As a result, the MTR recommended that the project be restructured to modify the results framework to include indicators that could be measured using the EQMS data.

29. Between September 2013 and October 2016 there were seven joint ISMs. The joint ISMs continued to work with the PMU on restructuring the project so that they could find the most appropriate and reliable indicators to measure the quality component of the PDO. By April 2015, the PMU, Bank and DPs had decided on the needed indicators, and the government submitted their restructuring request to the Bank. The final Bank approval was completed by September 2015. During this period, the program made considerable progress in all aspects: (i) SEQAP was using on-budget funding that would lead to a more

¹⁶ ‘SeqapOnline’ was a database developed by the SEQAP to disseminate information and collect data for their internal monitoring and evaluation needs. The system was user-friendly and could be used by districts and schools.

¹⁷ SEQAP schools were to be constructed in four phases during the first four years of project implementation.

decentralized system of education management to ensure sustainability; (ii) MOET was using the 12 SEQAP policy notes and studies for the preparation of FDS and ongoing reform of general education; (iii) in-service teacher training modules developed by the SEQAP were introduced into the formal in-service teacher training program; (iv) teacher training support programs were also being introduced at the school level; and (v) the consultants were hired to help develop an FDS roadmap that would provide a fully costed option for T30 and T35 FDS options going forward.

30. By December 31, 2016, all project activities had been successfully completed leading to an overall rating of **satisfactory**. The most notable achievement was the completion of the FDS roadmap, which will provide the government with fully costed options for implementation of FDS nationwide. In addition, it should be noted that 1,395 out of 1,628 SEQAP schools had 100 percent of their students accessing FDS, which meant that in the project supported provinces, approximately 94 percent of the total student body had access to FDS, and within the 1,395 SEQAP schools approximately 43.5 percent were ethnic minority students. (See Annex 2 for full details on achievement of project outputs.) During the implementation period there were 12 joint ISMs that included the Bank, DFID and DGD(C)/BTC. The makeup of the ISM teams was consistently appropriate and well balanced. Each team composition reflected the needs of the respective mission and included specialists from the areas of education, financial management, procurement, safeguards, and monitoring and evaluation as necessary. In addition, there were consistent and high levels of collaboration between the Bank and the donor community on the implementation of the project. The Bank, with strong local staff in country, was able to respond quickly to issues/challenges as they arose, further contributing to the project's implementation. By project closing, the project had disbursed approximately US\$114.4 million (equivalent), or 96.8 percent of the credit, and approximately US\$3.7 million was cancelled. Over the life of the project, there was a foreign exchange loss of approximately US\$10.5 million equivalent.

2.3 Monitoring and Evaluation (M&E) Design, Implementation and Utilization

31. **Design.** The original M&E design was threefold. The first aspect of M&E was related to monitoring and reporting overall SEQAP implementation progress. The design for this was decentralized with reporting responsibilities assigned to the executing units at each level of governance. Schools were to be responsible for reporting data related to school level activities such as the grant programs to the districts; districts were responsible for consolidating school level data as well as reporting on school construction activities to the provinces; and provinces were responsible for consolidating all district reports and sending them to the central PMU who would then report on overall program achievements. The second aspect of M&E was measuring progress of the program results framework. There were three data sources that were to be used for monitoring the results framework:

(i) the FSQL-DFA¹⁸ audit/survey which was conducted annually in primary schools nationwide, and usually available in November of each year; (ii) Grade 5 learning outcomes data which was not a regular source of data, but was a standardized assessment for Vietnamese and math that had been undertaken in 2001 and 2007; and (iii) VHLSS undertaken by the GSO in collaboration with the Bank on a regular basis (six surveys between 1992 and 2008 had been conducted). Finally, the program was to produce policy studies (see Annex 2 for full list of policy studies) that could be used to inform the development of the FDS strategy and rollout beginning in 2015.

32. **Implementation and Utilization.** As indicated above, one of the most challenging aspects of SEQAP implementation was related to M&E. With regard to the reporting requirements for monitoring program implementation, there were initial delays in the provision of progress reports. This was primarily due to capacity constraints at all levels. To overcome this, SEQAP developed ‘SeqapOnline’ to disseminate information and collect data for internal M&E of SEQAP schools. The system was user-friendly, and was widely used by districts and schools. The system was, and continues to be, an effective tool for collecting SEQAP school information. The data was used to produce information and reports on schools transitioning to FDS, and made available teaching materials developed through SEQAP. ‘SeqapOnline’ has been moved to MOET from the PMU.

33. With regards to measuring program indicators and PDO achievement, the challenges were more complex. First, in 2011, the DFA database, which was a paper-based system, had been dropped because MOET was beginning to transition to the EQMS, which allowed for online collection of data. While this change was appropriate for gathering data, it presented challenges for the project because some of the data points needed to monitor SEQAP progress and its results framework were not included in the EQMS. The donors, PMU and MOET worked to rectify the data issues, and by early 2013 data points related to instructional time, poverty, ethnic minorities, and the Grade 5 assessment were incorporated into the EQMS.

34. Second, the 2011 Grade 5 assessment, which was funded by the program and administered by the Center for Education Quality Evaluation (CEQE), assessed achievement of ‘minimum standards’ (that nearly all students exceeded), which had not been the basis for the 2001 or 2007 assessment. Therefore, the assessment could not provide reliable time series results, and led to the need to remove this PDO indicator from the results framework. In an effort to find a replacement indicator, the decision was made to introduce an EGRA assessment into the project to measure learning. In 2013, the Vietnam Institute of Education Services (VINES) conducted a baseline EGRA survey. However, it was not based on a representative sample of schools. A second iteration of the EGRA in 2014 was based on a representative sample, but because of the sampling error in the first EGRA, the two could not be used for comparison. Consequently, EGRA was not included in the final restructured results framework.

¹⁸ The FSQL were considered the first step toward achieving Vietnam’s national school standards. FSQL defined the minimum packages of inputs necessary for providing a quality education at school and the basic outcomes that are expected from schools.

35. The teams agreed that the grade 5 classroom assessment in Vietnamese and math as a proportion of all grade 5 students was measurable with comparable data. This was because teachers assess students annually, and the indicator represents a perspective on student learning from the point of view of the teachers. The team was also able to access original data files related to this indicator for comparison. Based on detailed discussions and analysis during the Implementation Completion and Results Report (ICR) mission, this indicator was judged to have been an appropriate indicator and decision, within the context of Vietnam, to include in the results framework to measure the quality aspect of the PDO. To address these M&E challenges, SEQAP undertook considerable capacity building in an effort to build a reliable assessment system. The project supported technical assistance to help the General Department for Testing and Education Quality develop a professional ‘item bank’ to ensure that the test items reflect a broad range of learning performance levels, and not only minimum standards. SEQAP performance indicators have been integrated into the EQMS, and are being used by MOET to monitor progress toward achieving nationwide FDS. In addition, the ‘item bank’ that was developed has been incorporated into the department of testing, and will be used going forward in the development of assessments.

36. SEQAP produced a total of 12 policy notes, analytical reports and studies to help inform the rollout of FDS nationwide. The main report produced by SEQAP was the FDS Roadmap that provided: (i) projections and benchmarks for meeting the government’s 2020 FDS targets; (ii) an analysis of financial requirements and funding implications of different scenarios (T30 and T35) for meeting the objectives; (iii) recommendations for monitoring and evaluating the system; and (iv) an analysis of the likely impact of the new curriculum¹⁹. SEQAP studies had an impact on the development of a human resource management circular: Joint Circular No. 21/2015/TTLT-BGDDT – BNV on “Regulations on Codes and Professional Title Standards of Public Primary Schools”. These are all significant achievements of the project.

2.4 Safeguard and Fiduciary Compliance

37. **Safeguards.** The project was rated a Category “C” operation. The indigenous peoples safeguard, OP/BP 4.10, was triggered. This required a free standing Ethnic Minority Policy Framework, which was developed through consultations with the affected groups and disclosed in country and the Bank’s Info Shop. Project safeguards were consistently rated **satisfactory**.

38. **Financial management.** Financial management (FM) ratings were **moderately unsatisfactory (MU)** or **moderately satisfactory (MS)** throughout implementation. SEQAP financial management was complex and a challenge during much of the implementation period. This was largely because ‘on-budget’ ring fenced activities were

¹⁹ The MOET will start implementing a new curriculum in school year 2018-19, which is based on a T35 model of FDS.

implemented in 36 provinces and 256 districts (each with its separate PMU), which made supervision of the expenditures difficult. This was particularly true given the limited capacity and experience at the local level with donor-funded projects. These issues made reporting difficult, which led to delays in the Central Project Management Unit's (CPMU's) ability to provide timely interim financial reports (IFR) and audit reports as required by the Bank and the project financing agreement. This issue resulted in a downgrading of financial management from MS to MU in 2011, 2013 and 2014. To assist in the reporting requirements, the Treasury and Budget Management Information System (TABMIS) was installed at the central and provincial levels. SEQAP provided training on the system, and over time, with the use of the system, reporting improved and IFRs and audit reports were submitted in a timely fashion. The other issue that created a challenge for implementation was the allocation of 'on-budget' funds from (Ministry of Finance (MOF) to the provinces. The regular budget distribution to provinces takes place annually by the end of December. However, the SEQAP distribution was often made after the December distribution, usually during the first three months of the following year. This created delays in the flow of funds for SEQAP activities. Moreover, once the funds reached the provinces there were often additional delays in passing the funds to the districts and schools. Over the life of the project, the flow of funds improved to the extent that the 36 provinces did receive funds by January or February of each year. It should be noted that SEQAP did hire the needed FM consultants for the CPMU, provinces and districts. Finally, the IFRs were usually submitted on time, and the project audit reports were unqualified.

39. **Procurement.** Procurement was consistently rated **moderately satisfactory**. The CPMU hired the needed procurement staff and appointed a procurement coordinator with previous Bank-procurement experience and capacity. This provided a solid foundation for ensuring compliance with the Bank's procurement procedures and guidelines. The procurement team was effective in providing the annual procurement plans, following the appropriate Bank and government procurement guidelines, and signing contracts for construction and consultant services. However, one of the challenges for procurement throughout the implementation period was the flow of funds issue mentioned above. Distribution of district infrastructure budgets were, at times, delayed, which slowed payments for some contracts. The Bank and CPMU worked with MOF and provinces to ensure the timely distribution of funds so that contracts could be paid. By project closing, all procurement had been completed. The Bank procurement team conducted the required prior and post reviews as dictated by the financing agreement and found: (i) procurement processes were in compliance with provisions of contract agreements; (ii) procurement filing was good; and (iii) procurement-related documents were kept as required by the Bank.

2.5 Post-completion Operation/Next Phase

40. The MOET and government are fully committed to continuing support for FDS. As indicated above, the MOET 2008-2020 EDSP explicitly states a commitment to move to FDS with plans to achieve full transition to at least 30 instructional periods per week by 2020, and 35 instructional periods per week by 2025. A major contribution of SEQAP to

this goal was the development of the FDS Roadmap, which provides costed T30 and T35 options for MOET's consideration as they continue to rollout FDS. In addition, sustainability of SEQAP activities is evidenced by the: (i) issuance of Circular No. 26/2015/TT-BGDDT on continuous professional development based on research introduced by SEQAP, and Circular No. 21/2015/TTLT-BGDDT-BNV on teacher title standards that was based on the policy study done related to teacher competencies and educational requirements for FDS teaching; (ii) issuance of Decree 116/2016/ND-CP on continuous support for general education schools and students in disadvantaged areas with rice and travel allowance; (iii) the New Rural National Target Program continuing to provide investment in sanitary facilities for schools; (iv) introduction and utilization of SEQAP FDS teaching methodology and school management materials into the in-service teacher training activities; (v) continuation of use of the FDS operation manual that helps teachers and school managers implement the transition to FDS; and (vi) recognition that onsite training at the school level shows better results. This last observation was also confirmed by the recently closed Global Partnership for Education (GPE)-supported Vietnam Escuela Nueva Project (VNEN).

41. In addition, the on-budget mechanism used in SEQAP showed the way for program financing through government systems that led to the first education sector Program for Results (PforR) lending for the new Bank-supported project Enhancing Teacher Education Program (ETEP). The Renovation of General Education Project (RGEP) and the ETEP project have both taken lessons from SEQAP in terms of the establishment of a national assessment center under RGEP as well as teacher training and development and provision of materials in ETEP and RGEP, and included them in the project designs, all of which continue to support the government's stated commitment to move to FDS.

3. Assessment of Outcomes

3.1 Relevance of Objectives, Design and Implementation

42. **Relevance of Objectives.** The project development objectives were **highly relevant** to the country's sectoral needs when the project was developed. The objectives fit into the government's SEDP Plan (2006-2010), EDSP (2001-2010) and EDSP (2008-2020) and the Bank's 2009-2010 Interim Strategy Note. The objectives continue to be consistent with the Bank's Country Partnership Strategy (CPS) (2012-2016) that focused on inequality and improving the innovation capacity and skills level of the Vietnamese labor force. They shared many common objectives related to increased access of poor and vulnerable groups to basic education services.

43. **Relevance of Design.** The project design was **highly relevant**, and again, aligned with the government's EDSP (2008-2020). SEQAP was designed to be a transition program that provided focused support for moving from half-day to full-day schooling by 2025. Through SEQAP, the donors contributed to the development of a policy framework for full-day schooling that will guide on-going policy decisions for nationwide rollout of

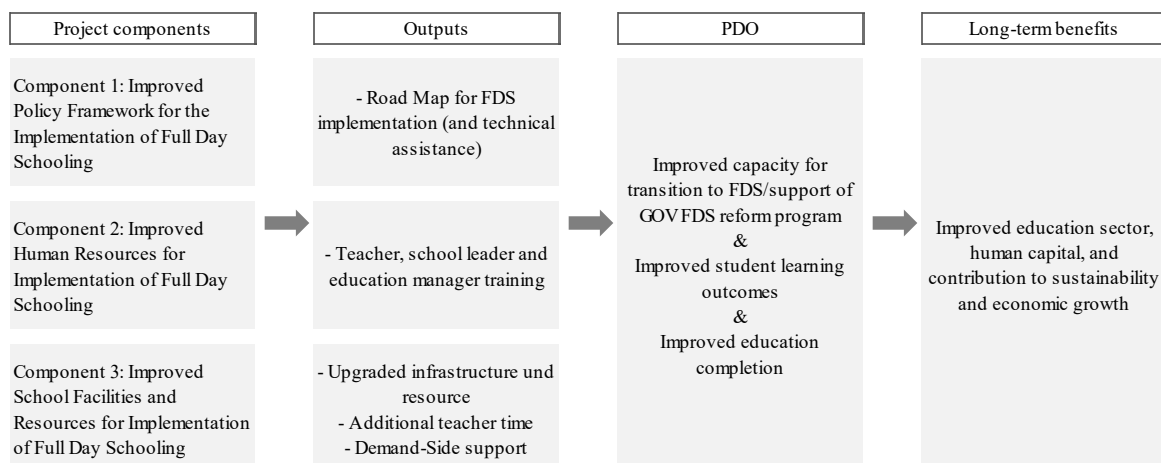
FDS. The PDO was appropriate for the program and the original PDO indicators were appropriate to measure the PDO. However, and as indicated above, circumstances beyond the control of the project led to the elimination of data sets needed for measuring the PDO indicators. The MOET, Development partners and the Bank teams were able to work together to define new PDO indicators which were introduced at the time of 2015 restructuring. The approaches to material development and teacher training to meet the needs of FDS were positive features of the design. The on-budget financing mechanism, while challenging, was appropriate for the decentralized nature of the program and contributed to capacity development at the local level related to implementation and reporting. The project risks were properly identified and mitigation measures were incorporated into the design. All-in-all, the design was **highly** relevant.

44. **Relevance of Implementation.** As indicated above, there were implementation challenges largely related to delays in distribution of resources from the MOF to the local levels and M&E. However, the CPMU, Bank and donors were able to resolve the issues and all project activities were completed.

3.2 Achievement of Project Development Objectives

45. The project development objective was to improve learning outcomes and education completion for primary education students, particularly disadvantaged primary education students, through supporting the government's FDS reform program. There were three post-restructuring PDO level indicators selected to measure achievement of the PDO and all were met or exceeded. In addition, the intermediate indicators were met or exceeded. Of particular importance was the completion of the FDS roadmap because it supports the sustainability of project outcomes by orienting policy and actions for FDS reform. This section evaluates the outcomes of the project against the results framework that was adjusted in September 2015 when the GOV requested the framework be adjusted due to the data issues discussed previously. More details on project outputs can be found in Annex 2. (See Figure 1 for the project results chain.)

Figure 1: SEQAP Project Results Chain



46. The PDO was achieved during the project period as measured by the three PDO indicators. There were two indicators used to measure improved learning outcomes. The Grade 5 students who achieved a “good” or “excellent” classroom assessment in Vietnamese language increased from the 2009/10 baseline of 69.60 percent to 83.11 percent in 2015/16, exceeding the target of 82.5 percent. The Grade 5 students who achieved a “good” or “excellent” classroom assessment in mathematics increased from 65.70 percent in 2009/10 to 81.12 percent in 2015/16 exceeding the target of 79.0 percent. The percent increase for these indicators was 17.41 percent and 23.5 percent, respectively. Education completion was measured by students completing Grade 5 as a proportion of enrolled Grade 5 students in the SEQAP schools. The target for this indicator was exceeded with the proportion increasing from 96.30 percent in 2009/10 to 99.81 percent in 2015/16, or a 3.65 percent increase. In addition to the average achievements of the PDO indicators within SEQAP schools, there were improvements in the three PDO indicators for ethnic minority students and girls. (See Table 2 for achievements.)

Table 2: PDO Indicator Achievements for Ethnic Minorities and Girls in SEQAP Schools

Population	Baseline 2009/10	Target 2015/16	Actual 2015/16	Percent Increase
Grade 5 students who achieved a good or excellent classroom assessment in Vietnamese language				
Ethnic Minorities	64.60 ¹	68.00	69.15	7.04
Girls	76.50	88.30	90.01	17.66
Grade 5 students who achieved a good or excellent classroom assessment in mathematics				
Ethnic Minorities	60.80 ¹	69.00	71.04	16.84
Girls	69.40	84.00	86.73	24.98
Students completing Grade 5 as a proportion of enrolled Grade 5 students				
Ethnic Minorities	73.50	99.00	99.65	35.58
Girls	96.30	99.60	99.78	3.61

¹ Baseline data for ethnic minorities was only available beginning school year 2013/14 for these indicators.

47. There was also an evaluation of SEQAP impacts on the country’s poorest districts listed under Resolution No. 30a/2008/NQ-CP, which was carried out based on the databases collected through the DFA and EQMS for the SEQAP results framework of the 62 poorest districts²⁰. When the SEQAP poor rural districts are compared to the national level and non-SEQAP poor districts, the improvements in learning outcomes are significant. See Tables 3 and 4 for the results.

²⁰ The list of the poorest districts has changed, however, to ensure consistent and comparable data, the analysis used the 2009 list of 62 poorest districts for data analysis over the years.

Table 3: Proportion of Grade 5 students with good or excellent learning outcomes in Vietnamese language

Population	Baseline 2009/10	Actual 2015/16	Percent Increase
National	79.5	88.47	11.3
Poor districts	39.1	54.07	38.3
Poor SEQAP districts	37.2	61.73	65.9

Source: DFA data for 2009-2010 and 2010-2011; EQMS data for 2015-2016

Table 4: Proportion of Grade 5 students with good or excellent learning outcomes in Mathematics

Population	Baseline 2009/10	Actual 2015/16	Percent Increase
National	74.3	88.21	18.7
Poor districts	33.1	52.17	57.6
Poor SEQAP districts	32.7	56.63	73.2

Source: DFA data for 2009-2010 and 2010-2011; EQMS data for 2015-2016

48. The intermediate results indicators selected were to measure how SEQAP was affecting the policy of MOET to move toward FDS in SEQAP schools. All of the indicators were met or exceeded. The indicators were: (i) increase in students receiving at least 30 periods per week as a proportion of all students; (ii) increase in schools with 100 percent of students receiving at least 30 periods per week as a proportion of all schools; (iii) increase in classrooms meeting at least “house level 4” standard; (iv) increase in grade 1&2 ethnic minority students in classrooms with language teaching assistants; (v) increase in teachers trained to use increased instructional time effectively as a proportion of all teachers; (vi) increase in the head teachers and deputy head teachers trained to implement FDS as a proportion of all head teachers and deputy head teachers; and (vii) full day schooling roadmap developed and adopted by MOET. The results are as follows:

- Students receiving at least 30 periods per week as a proportions of all students in SEQAP schools increased from the 2009/10 baseline of 48.4 percent to 89.74 percent in 2015/16, exceeding the target of 85.0 percent. This was an 85.4 percent increase over the project period.
- SEQAP schools with 100 percent of students receiving at least 30 periods per week as a proportion of all schools increased from 30.6 percent in 2009/10 to 77.5 percent in 2015/16 thereby exceeding the target of 75.0 percent. This was a 153.1 percent increase over the life of the project.
- SEQAP school classrooms meeting at least “house level 4” standard increased from 87.9 percent in 2009/10 to 91.57 percent in 2015/16, exceeding the target of 90.0 percent.
- SEQAP schools with grade 1&2 ethnic minority students in classrooms with teaching assistants increased from 3.5 percent in 2009/10 to 3.78 percent in 2015/16.
- SEQAP teachers trained using instructional time effectively as a proportion of all teachers increased from the 2009/10 baseline of 1.9 percent to 98.76 percent, thereby exceeding the target of 95.0 by 3.76 percent.

- Head teachers and deputy head teachers in SEQAP schools trained to implement FDS as a proportion of all head teachers increased from 31.3 percent in 2009/10 to 99.75 percent in 2015/16, exceeding the target of 94 percent.
- The FDS roadmap was completed and adopted by MOET. As indicated above, the roadmap included: (i) projections and benchmarks for meeting the government’s 2020 FDS targets; (ii) an analysis of financial requirements and funding implications of different scenarios (T30 and T35) for meeting the objectives; (iii) recommendations for monitoring and evaluating the system; and (iv) an analysis of the likely impact of FDS on the new MOET basic education curriculum.

49. Moreover, the data shows that the disadvantaged areas experienced substantial improvement over the life of the SEQAP. At the end of the project, 77 percent of schools in poor SEQAP districts had fully transitioned to FDS. During the project implementation period, another 37 percent of schools in non-SEQAP poor districts also fully transitioned to FDS, which speaks to SEQAP’s goal to substantially support the GOV efforts to move towards FDS nationally. (See Tables 5-7 below)

Table 5: Students receiving at least 30 periods per week as a proportion of all students

Population	Baseline 2009/10	Actual 2015/16	Percent Increase
National	61.1	74.32	21.6
Poor districts	54.2	74.34	37.6
Poor SEQAP districts	51.6	77.12	49.5

Source: DFA data for 2009-2010 and 2010-2011; EQMS data for 2015-2016

Table 6 School with 100 percent students receiving at least 30 periods/week as a proportion all schools

Population	Baseline 2009/10	Actual 2015/16	Percent Increase
National	49.2	62.42	26.9
Poor districts	39.2	64.07	63.4
Poor SEQAP districts	37.2	65.72	74.8

Source: DFA data for 2009-2010 and 2010-2011; EQMS data for 2015-2016

Table 7: Proportion of classrooms meeting at least “house level 4”

Population	Baseline 2009/10	Actual 2015/16	Percent Increase
National	92.7	94.2	1.6
Poor districts	54.7	90.0	64.6
Poor SEQAP districts	53.6	91.4	70.4

Source: DFA data for 2009-2010 and 2010-2011; EQMS data for 2015-2016

3.3 Efficiency

50. The SEQAP is expected to have a significant development impact through improving education quality. The economic benefits of SEQAP arise through improved learning outcomes and education completion, and associated higher productivity and wages for SEQAP students, by funding additional instructional time (Component 3),

upgrading school infrastructure and equipment (Component 3), providing teacher, school leader and education manager training (Component 2), as well as a welfare fund (Component 3).

51. Over the course of the SEQAP project, primary education completion rates reached over 99 percent for disadvantaged students in SEQAP schools and nationally. Additionally, a cost-effectiveness analysis (CEA) and a cost-benefit analysis (CBA) of the project were conducted. The estimated impact (effect size) of the individual components of the SEQAP project on learning outcomes are based on existing research and evidence of similar education interventions, both in Vietnam and other countries. For the CBA, earnings, based on returns to schooling, for project beneficiaries are estimated and detailed in Annex 3.

52. The results of this economic analysis demonstrate that the benefits from the SEQAP project are significant. The cost-effectiveness analysis estimates an impact of 0.06 to 0.23 standard deviations per US\$100. However, this analysis is based on a range of proxies from similar interventions and the overall effect size pertaining to SEQAP is likely to be higher per US\$100 given the interaction effect of full-day schooling, quality teaching and provision of other resources through the project.

53. The cost-benefit analysis yields an internal rate of return (IRR) between 17 percent and 26 percent, and a net present value (NPV) between US\$1,394,156,101 and US\$5,601,316,105. Even under a worst-case scenario, which assumes no increased earnings for half of the cohorts, the project still yields an IRR of 11 percent and NPV of US\$711,291,755. Annex 3 also discusses a number of additional monetary, non-monetary and social returns not captured by private monetary benefits to students, as well as long-term development impacts of the project.

54. The project was cost efficient given the comparison of unit costs of activities under the main components of the project: construction works and teacher trainings. Table 8 compares the costs of trainings under the SEQAP project with standard GOV costs expressed as daily costs per training attendee. The project delivered training for teachers, administrators and education managers in a more cost effective manner than is standard requirement for trainings as prescribed by the GOV, on all levels of training. Additionally, the actual average unit costs for construction (US\$231/m²) were lower in comparison to initial cost estimates at project design (US\$288/m²).²¹ These cost efficiencies under SEQAP can be reasonably viewed as indicative of the general cost efficiency of the SEQAP project and its relatively low costs in its efforts to achieving improved learning outcomes

²¹ When the project was designed, the construction estimates were calculated based on an average classroom size of 38m² which was the GOV norm at that time. After project effectiveness GOV norms were increased to 45m² for regular classroom constructions (TCVN 8793/2011). This also revised the sanitary facility multiplier upward from 0.25 to 0.7, to reflect actual square meter needs for those facilities. In addition, and as was stated in the PAD, the program did not finance rehabilitation and upgrading of existing classrooms in a dilapidated state, and thus construction works also had to encompass general expansion of the school premises, including building further exteriors and corridors. This further increased actual square meters needed for the construction of classrooms, sanitary facilities and multi-purpose rooms, which meant that under a capped budget envelope, less rooms could be built.

and education completion rates.

Table 8: Average unit costs for trainings delivered (US\$)

Type of training	SEQAP		GOV standard unit cost
Unit cost for all trainings per day (teachers, administrators, education managers)	US\$29		US\$49
Unit cost for training per day by target group	Teacher training (Component 2.1)	Administrator, Education Manager training (Component 2.2/2.3)	na
	US\$28	US\$41	

Source: PMU data

55. The PAD noted that “assuming a constant share of 5 percent of nominal GDP spent on education and training, we get a persistent increase in the total education budget, to an almost doubled level by 2020”.²² Public expenditure as a share of GDP increased from 4.8 percent in 2009 to 5.7 percent in 2013. With an annual GDP growth of, on average 5.7 percent, this translates into an absolute increase in government expenditure on education of US\$2.5bn (in constant 2010 US\$) or 47 percent between 2009 and 2013. The economic and financial analysis suggests that the project outputs have and will continue to generate long-term cost benefits. The efficiency of the project is rated as **high**.

3.4 Justification of Overall Outcome Rating

Rating: Satisfactory

56. The overall outcome rating of the project is **satisfactory**. The relevance of the project objectives and design were **high**. The PDO and design focused on the government’s priorities to increase access to FDS. An important design feature was the inclusion of the FDS roadmap which contributed to sustainability by allowing government to better identify the recurrent expenditures implications of meeting FDS goals and thus influencing policies to ensure that the government’s FDS goals are sufficiently financed. This was and continues to be relevant given the government’s policy to roll out FDS nationwide by 2025. Efficacy is rated **substantial** because the PDO was achieved as measured by the achievement of the PDO indicators as indicated above. Finally, the program efficiency rating is **high** based on the analysis provided above.

²² Project Appraisal Document, page 139.

Table 9: Project Rating

Original Project – 2/10/2010 – 9/4/ 2015 – 73.0 percent disbursement-net project funds¹			
Project Relevance	Achievement of PDO (Efficacy)	Efficiency	Overall Rating
High	Substantial	High	Satisfactory
Restructured Project–9/5/2015–12/31/2016–27.00 percent disbursement-net project fund			
Project Relevance	Achievement of PDO (Efficacy)	Efficiency	Overall Rating
High	Substantial	High	Satisfactory
Overall Project Ratings – 100.0 percent disbursement of net grant as of 12/31/2016			
Project Relevance	Achievement of PDO (Efficacy)	Efficiency	Overall Rating
High	Substantial	High	Satisfactory ²

¹The net amount for the total project is US\$114.4.0 million.

²Overall rating = (5)(.7300) +(5)(.2700) = 5.0

3.5 Overarching Themes, Other Outcomes and Impacts

(a) Poverty Impacts, Gender Aspects, and Social Development

57. As indicated above, the impact on poor SEQAP districts was substantial as can be seen by the improved Vietnamese and math scores as well as access to FDS. The program’s support was instrumental in providing the needed inputs to support children and families in disadvantaged areas.

(b) Institutional Change/Strengthening

58. There was institutional change related to teachers and teacher training that can be attributed to the SEQAP. First, the project supported a modification of the traditional cascade training approach through the participation of school leaders in centralized trainings, as well as by providing intensive training for teacher-on-teacher trainings. This modified cascade training resulted in most training targets being largely exceeded, especially at the school level. This training process has been institutionalized within MOET. MOET felt that the SEQAP training modules were so successful that it decided to adapt four training modules to become standard national trainings. (See Annex 2 for more details.) Second, there was strong capacity development related to the training that remains within the MOET. During the project implementation, the project management team (MOET staff) began developing a “master plan”²³ for teacher training based on central and provincial bi-annual reviews, and then continuously adopted training content and arrangement based on lessons learned during the project thereby creating a strong feedback loop for training material improvement. Finally, as indicated, there was institutionalization of a continuous professional development project with the issuance of Circular No. 26/2015/TT-BGDDT that was introduced because of the SEQAP policy study. In addition,

²³ These master plans contained training objectives, division of responsibilities, and a description of resources and milestones for all trainings and managers of trainings.

Circular No. 21/2015/TTLT-BGDDT-BNV institutionalized the teacher title standards. SEQAP FDS teaching methodology and school management materials were incorporated into the in-service teacher training activities and will be continuously reinforced through the Bank-supported ETEP project. These are all substantial contributions to the institutional changes within MOET.

(c) Other Unintended Outcomes and Impacts (positive or negative)

Not Applicable

3.6 Summary of Findings of Beneficiary Survey and/or Stakeholder Workshops

Not applicable

4. Assessment of Risk to Development Outcome

Rating: **Moderate**

59. The original project preparation identified the overall risk rating as **moderate**. The risk ratings can be summarized as: (i) moderate for the transition to FDS mostly due to the fact that it might be too costly for the country; (ii) moderate for implementation mostly due to limited capacity at the district, commune and school level to implement the project; (iii) substantial for financial management because of weak capacity related to budgeting, staffing, internal controls, and reporting and monitoring; and (iv) substantial for procurement because of lack of familiarity with Bank guidelines, weak capacity for oversight in MOET, and weak capacity at the commune and school level to undertake civil works. The overall moderate risk rating was appropriate. The program mitigation measures were well designed with the inclusion of training on both FM and procurement for all staff, development of FM and procurement manuals and sub-grant manuals, workshops, opening separate codes and sub-codes for SEQAP within the state budget lines for monitoring, and recruitment of part-time international and local procurement officers. Although there were challenges with FM and procurement during implementation, the mitigation measures played an important role in reducing the FM and procurement risks. To assist the government in mitigating the risks associated with the cost of rolling out FDS nationwide, the design included the development of an FDS roadmap with costed options for T30 or T35 so that the MOET could make an educated policy decision on how best to phase the rollout.

60. Going forward, the risk to the development outcomes remains **moderate**. This is primarily because MOET has already issued Decision No. 711/QD-TTg dated 6/13/2012 that institutionalized two sessions a day (or FDS) for primary school. In addition, the MOET has already institutionalized several aspects of the SEQAP into the education system, particularly those related to teacher training and material development for FDS. However, the government still faces budget challenges for rolling out FDS. As indicated above, the FDS roadmap will assist the government in making policy decisions related to the rollout. Moreover, achieving FDS nationwide by 2020 still remains a high priority for the government, which limits the overall risk. Finally, there is a substantial risk remaining

for the continuation of the school lunch program initiated for the disadvantaged students. Local capacity to provide the lunches has been developed and is strong, however, continued financing remains uncertain. MOET is working with the disadvantaged communities to continue the program.

5. Assessment of Bank and Borrower Performance

5.1 Bank Performance

(a) Bank Performance in Ensuring Quality at Entry

Rating: **Moderately Satisfactory**

61. The project preparation team ensured that the project design was closely aligned with the SEDP Plan (2006-2010), EDSP (2001-2010) and EDSP (2008-2020) and the Bank's 2009-2010 Interim Strategy Note. The objectives continue to be consistent with the Bank's CPS (2012-2016). The original PDO was precise and key indicators were appropriate for measuring progress toward achieving the PDO had the MOET continued using the monitoring tools used at the design phase. The restructured results framework took into consideration the availability of data within the MOET's revised databases and selected indicators that were appropriate for monitoring achievement of the original PDO. Although the restructuring of the results framework took approximately two years, both the Bank, cofinanciers, and government teams worked to find PDO indicators that were comparable, reliable and could be measured using the available databases. The original design took into consideration the recommendations from the peer reviewers and lessons learned from other Bank-supported projects in Vietnam. The design included the appropriate activities to support the government's FDS policy. The preparation team identified the appropriate risks, incorporated design features to mitigate them, and included the relevant technical specialists to develop the project. The quality at entry for the SEQAP was satisfactory.

(b) Quality of Supervision

(including of fiduciary and safeguards policies)

Rating: **Satisfactory**

62. As previously mentioned, there were 12 joint ISMs carried out by the Bank, DFID and DGD(C)/BTC, which included a MTR. The teams were actively engaged in supporting the government in its efforts to implement the program. Whenever implementation challenges arose, the teams worked with government to find appropriate solutions that would not compromise the integrity of the design. The supervision teams consistently reported on FM and procurement progress during supervision missions, and worked with the PMU team to build their capacity in these areas. They also systematically documented project progress in aide-memoires, back-to-office reports and ISRs, all of which kept Bank management informed of progress, and provided the foundation for the ICR analysis. Key to the project's achievements was the consistent supervision by the joint teams, both in-country and from headquarters that, along with DFID and BTC, had the needed technical expertise to support the MOET/PMU with implementation of the program. All-in-all, there was a high level of supervision for this project. Moreover, there was a high level of

cooperation between the Bank, DFID and BTC that led to excellent collaboration on program implementation and coordinated work with the MOET, which contributed to the many project successes.

(c) Justification of Rating for Overall Bank Performance

Rating: **Moderately Satisfactory**

63. Based on the analysis above, overall Bank performance is rated **moderately satisfactory**.

5.2 Borrower Performance

(a) Government Performance

Rating: **Moderately Satisfactory**

64. At the time of preparation, the government was fully committed to the program. The MOET worked with the Bank to design a program that would be relevant to the needs of Vietnam as they began the implementation of FDS. The MOET established the PMU prior to project effectiveness and hired qualified individuals to the required positions. The government provided the required on-budget resources, albeit later than required, in the early stages of implementation. The government worked with the Bank and development partners to ensure the on-budget program resources were ultimately delivered to the local levels in a timely fashion. It should be noted that while the delays were ultimately resolved, the early problems did lead to the reduction in DFID funds to the program. All-in-all, the government performance was **moderately satisfactory**.

(b) Implementing Agency or Agencies Performance

Rating: **Moderately Satisfactory**

65. The four levels of government responsible for the various aspects of implementation worked with the Bank and donors to successfully implement all program activities. However, as indicated above, there were challenges for all levels related to funds allocation, financial management, reporting, monitoring and procurement. When faced with these challenges, the implementing units worked with the Bank and donors to resolve them. The capacity building activities helped with implementation. However, FM did remain a challenge throughout the life of the project. After early procurement challenges, the project's procurement performance was rated satisfactory. The PMU provided program progress reports and updated the data for the results framework once the M&E issues were resolved. Based on these aspects, the implementation agency performance is rated **moderately satisfactory**.

(c) Justification of Rating for Overall Borrower Performance

Rating: **Moderately Satisfactory**

66. Based on the analysis above, overall borrower performance is rated **moderately satisfactory**.

6. Lessons Learned

67. **Lesson 1. Projects can be successful if they are aligned with governments' stated policy goals.** The SEQAP project specifically supported the government's goal of transitioning to full day schooling. The SEQAP design included many activities to support the government's policy. However, the inclusion of a roadmap that provided fully costed transition scenarios for FDS policy implementation, as well as school grants that required community participation to educate communities on the benefits of FDS, were particularly significant in supporting the FDS goals.

68. **Lesson 2. Community involvement and continuous community outreach is important when trying to affect policy change at the local level.** The SEQAP project, with the use of facilitators, worked with communities through the school education grant and school welfare grant to educate communities on the need for FDS, and help them develop plans to support the transition to FDS using the two grant mechanisms.

69. **Lesson 3. Teacher training is more effective when large numbers of key teachers are trained on subject content as well as training methodologies.** In the SEQAP project, key teachers received repeated training on content and training methods at the provincial level ensuring strong capacity for ongoing training and support. This approach led to the government issuance of Circular No. 26/2015/TT-BGDDT on continuous training. An additional benefit to using SEQAP key teachers as trainers, was that they could provide follow-up training at the school level and continuous professional support for teachers. Moreover, the training materials were sent to teachers two weeks prior to training for self-study, so they could come prepared with questions, which created for a more productive participatory training activity.

70. **Lesson 4. Project development objectives that measure quality of education need reliable assessment data for time series analysis.** The original design included the use of the standardized Grade 5 assessment as the indicator for measuring quality improvement. This indicator presented problems for measuring quality because the 2001, 2007 and 2011 assessments used were not comparable. While the project was not able to use the Grade 5 standardized assessment as an indicator to measure the PDO, it did provide technical assistance to help develop an 'item bank' that can be used to develop more reliable and comparable assessments in the future.

7. Comments on Issues Raised by Borrower/Implementing Agencies/Partners

(a) Borrower/implementing agencies

See Annex 7 for borrower portion.

(b) Cofinanciers

Comments were received and incorporated into the document.

(c) Other partners and stakeholders

Annex 1. Project Costs and Financing

(a) Project Cost by Component (in USD Million equivalent)

Components	Appraisal Estimate (USD millions) IDA	Actual/Latest Estimate (USD millions) IDA	Percentage of Appraisal
Component 1: Improve Policy Framework for the Implementation of the FDS Program	3.89	1.78	46.0
Component 2: Improve Human Resources for the Implementation of FDS Program	31.26	17.06	55.0
Component 3: Improve School Facilities and Resources for the Implementation of FDS Program	84.05	90.95	108.0
Component 4: Program Management	7.80	4.61	59.0
Total Baseline Cost	127.00	114.40	90.0
Physical Contingencies		0.00	0.00
Price Contingencies		0.00	0.00
Total Project Costs	127.00	114.40	
Total Financing Required	127.00	114.40	90.0

(b) Financing

Source of Funds	Type of Cofinancing	Appraisal Estimate (US\$ millions)	Actual/Latest Estimate (US\$ millions)	Percentage of Appraisal
International Development Association	IDA	127.00	114.40 ¹	90.1
DFID	Grant	23.90	18.13 ²	75.9
Belgian Government	Grant	3.60	6.50 ³	180.6
VN Government	Counterpart	26.90	19.86	73.8

Annex 2. Outputs by Component

71. This annex provides the output achievements by component based on the 2015 restructuring as well as on data provided by the MOET and Bank supervision documents.

72. **COMPONENT 1: Improve Policy Framework for the Implementation of the Full Day Schooling Program (US\$6.2 million equivalent—IDA US\$3.89 million equivalent).** This was a highly strategic component that focused on completing the requirements for the transition to FDS in the 2009-2015 period, but also at building a more efficient and equitable framework for scaling-up the reform in the 2015-2025-time period. The component had national application with two sub-components, consisting largely of technical assistance.

73. **Sub-component 1.1: Developing a Model for FDS in Vietnam** helped complete the requirements for the application of an FDS model in 2009-2015 while laying the foundation for an improved FDS model in 2015-2025. A variety of technical assistance products for teachers, school management and education managers were produced under this sub-component, focusing overall on the following areas: (a) guidelines for transitioning to FDS; (b) in-service training modules on school management and use of time for FDS; (c) teacher guides and learning materials for reinforcement of core subjects in T30; and (d) time schedules, criteria and detailed guidelines for implementation of T35. Table 10 provides a comprehensive list of these materials.

Table 10: List of materials developed for FDS implementation

List of Materials developed	Copies distributed*
FDS planning manual	3,718
FDS operation manual	17,016
FDS model and transition roadmap	17,016
Guideline for pedagogy, program design and time schedule of FDS	17,016
Management of teaching activities of FDS	17,205
Teacher guides for quality assurance in Vietnamese (Grades 1-5)	11,486
Teacher guides for quality assurance in Vietnamese (Grades 1-5)	11,486
Student learning materials for Mathematics (Grades 1-5)	11,486
Student learning materials for Mathematics (Grades 1-5)	11,486
Teacher guides for Vietnamese communication skills for ethnic minority students	23,500
Guidelines on organizing extracurricular activities in FDS schools	30,000
Guidelines on Musical education activities in FDS schools	30,000
Guidelines on Art education activities in FDS primary schools	28,329
Guidelines on Physical education activities in FDS primary schools	28,329

Guidelines for student clubs	8,866
Teacher guides for a student-centered teaching approach	15,000
Videos and printed Q&A materials on FDS activities	2,400
Teacher guides for all subjects (natural, social and science subjects)	2,400
Guidelines and trainings for a new pedagogical approach to FDS	500
Guidelines on improved creative activities in FDS	-

Note: *Numbers of copies distributed varies per target group (teachers, school leadership, education managers, GOV officials, etc.)

74. **Sub-component 1.2: Policies and Road Map for FDS implementation in Vietnam** aimed to support the development of the broader policy framework needed for FDS to ensure that the enabling environment, related policies, and other regulations needed to allow the successful application and improvement of the full-day schooling model were developed. The project produced 12 policy studies (see Table 10) to provide information on transitioning to FDS, as well as to assist in laying the foundation for the transition. The culmination of these policy studies, along with stakeholder consultations, was the development of a policy roadmap for the transition of primary schools from half day to full day schooling, analyzing different FDS scenarios, and resources required for each scenario. The policy roadmap was finalized by project closing thereby meeting the target for the intermediate indicator for this activity.

Table 11: Policy studies and Road Map for FDS implementation

List of Materials developed
Roadmap for the transition of primary schools from half day schooling to full day schools in the 2016-2020 period
Policy study on human resource management and related FDS implementation issues and structure
Policy study on Teacher workload, contracting and employment under FDS
Policy study on time-on-tasks and classroom observations under FDS
Policy study on teacher competencies and educational requirements for FDS teaching
Policy study on overall teacher resources and working arrangements needed for FDS
Case studies on FDS
Policy study on efficiencies of SEQAP and lessons learned
Policy study on strengthening the involvement of communities and parents to improve the effectiveness in implementation of FDS
Policy study on solutions on how to encourage participation of the community and parents in FDS activities
Policy study on non-salary recurrent costs
Policy study on Cost and Finance for FDS phase 1
Policy study on Cost and Finance for FDS phase 2

75. **COMPONENT 2: Improve Human Resources for the Implementation of the Full Day Schooling Program (US\$34.3 million equivalent—IDA US\$31.26 million equivalent).** This component supported the training and professional development of teachers, school leaders and education managers to successfully move to FDS in the provinces which were beneficiaries of the program, with focus on teaching methods, teacher standards and school management. This component had three sub-components focused on in-service training of teachers, school leaders and education managers, and the quality assurance framework for effective in-service training in the targeted provinces. The teacher training related activities were managed at the district Bureau of Education and Training level.

76. **Sub-component 2.1: Training and Professional Development of Teachers.** This sub-component focused on supporting improved teaching methods of teachers for effective FDS, including maximizing the use of the additional and existing teaching periods, while also helping address some current gaps in the teaching of additional subjects for FDS. The sub-component financed: (i) in-service teacher training for 147,872 classroom teachers, 45,776 teachers in SEQAP schools, receiving on average 18 trainings over the project implementation period, and 102,096 teachers in non-SEQAP schools²⁴; (ii) additional school-based trainings in local languages, culture and context, and life skills for 18,636 teachers in all SEQAP program schools; (iii) 4-5 month long campus-based in-service teacher training in local languages²⁵ for 201 teachers²⁶, and additional in-service teacher training for about 1,187 teachers in communication skills²⁷; and (iv) 5-7 month long pre-service training in English, Music and Art, Physical Education and Union work, and Computer Literacy/IT, for 410 bachelor degrees. This pre-service training of non-core subjects was piloted under SEQAP, and the first time specific pre-service training was offered. In addition, this sub-component also financed eight graduate studies scholarships and stipends for teachers to study Primary Education in Australia.

77. **Sub-component 2.2: Training of School Leaders and Education Managers.** This sub-component focused on increasing the capacity of school leaders and education managers to support effective FDS. School leaders and education managers played a key role in ensuring a successful transition of the school to FDS and high quality school-based training. The sub-component financed: (i) in-service training in the school-based training package for 8,217 key teachers/deputy-principals from SEQAP and non-SEQAP schools²⁸; (ii) in-service training on school management in all SEQAP program schools for 4,715 education managers²⁹, and on average, 23 trainings per trainee, as well as 9,283 education managers in non-SEQAP schools, with on average four trainings per trainee³⁰; and (iii) training of 300 provincial and district teams in school supervision and management for

²⁴ compared to an estimate of 115,000 classroom teachers at project design

²⁵ These included trainings in the H'mong language, J'rai language, Cham language and Kh' mer language.

²⁶ compared to an estimate of 150 teachers at project design

²⁷ compared to an estimate of 1,500 teachers at project design

²⁸ compared to an estimate of 2,500 key teachers/deputy principals at project design

²⁹ These included management teams within a school (about 70 percent of trainees), as well as BOET and DOET officials (about 30 percent of trainees).

³⁰ compared to in-service training planned only for SEQAP schools at project design

transition to FDS.³¹

78. A list of training modules utilized for trainings under SEQAP are presented in Table 12. The project financed the development of 16 modules, three more than planned at project design, and used two additional modules (modules 17 and 18), which were developed under previous projects.

Table 12: Training modules developed for Teachers, School leaders and Education Managers

Training modules	Description of training module
Module 1	FDS school model and transition road map
Module 2	Management of teaching activities in FDS primary schools
Module 3	Guidance on FDS planning
Module 4	Professional standards of primary teachers to be applied in FDS primary schools
Module 5	Active teaching – teaching techniques in FDS primary schools
Module 6	Pedagogical profession training for primary teachers through intensive professional meetings
Module 7	Organization of extra-curricular creative experience activities in FDS primary schools
Module 8	Teaching quality assurance (training assessment and monitoring) in Math and Vietnamese grades 1, 2, 3, 4, 5
Module 9	Workbook to consolidate skills and knowledge in Vietnamese and Math grades 1,2, 3, 4, 5
Module 10	Communication skills in local languages (Kh'mer, Ch'm, J'rai, H'm'ng)
Module 11	Organization of Art education in FDS primary schools
Module 12	Organization of Music education in FDS primary schools
Module 13	Organization of Physical education and Union Work in FDS primary schools
Module 14	Strengthening communication skills in Vietnamese for EM students
Module 15	Strengthening Knowledge and skills in local culture
Module 16	Practical FDS teaching framework/"Hands-on teaching method"
Module 17*	Vietnamese grade 1 – using Education technology
Module 18*	Student club organization in FDS primary schools

Note: *developed under previous projects

79. **Sub-component 2.3: Quality Assurance of Training and Professional Development.** This sub-component was to help build the required quality assurance framework for training and professional development in the beneficiary provinces and districts, and all program and non-program HDS, FDS and MDS schools. This sub-component financed: (i) communication and awareness raising for the implementation of teacher standards; (ii) training for 760 key MOET trainers in teacher professional

³¹ compared to an estimate of 182 teams at project design

standards³²; (iii) training of about 2,631 education managers, receiving on average three trainings on using the teacher and principal standards for annual teacher and principal performance appraisal and training need assessment³³; (iv) training of about 7,719 school principals, receiving on average three trainings, on using the teacher standards for annual teacher performance appraisal and training needs assessment³⁴; (v) training and assessment of 41,061 primary teachers against the teacher professional standards³⁵; (vi) training of nine future educators for effective trainer training; (vii) training of 10 national specialists on ethnic minority languages; and (viii) development of two new training modules on local culture and context, and professional standards and quality assurance.

80. The number of outputs related to trainings given were substantial and a major achievement of the project. The number of trained teachers, school leaders and education managers, as well as the number of training sessions provided consistently exceeded target estimates at project design³⁶. In addition, and as mentioned earlier, a substantially larger number of non-SEQAP schools also benefited from materials and trainings developed under the program.³⁷ The project modified the traditional cascade training approach through the participation of school leaders in centralized trainings as well as by providing intensive training for teacher-on-teacher trainings. This modified cascade training resulted in most training targets being largely exceeded, especially at school level, as is described above. The intermediate results indicator used to measure head teachers and deputy head teachers trained to implement FDS as a proportion of all head teachers and deputy head teachers was exceeded by 5.75 percent. In addition, MOET felt that the SEQAP training modules were so successful that it decided to adopt four training modules to become standard national trainings. At the time of project closing, training modules 2, 5, 6 and 7 listed in Table 11 above were undergoing national appraisal.

81. The SEQAP PMU continuously adopted training content and arrangement based on lessons learned during the project. For example, a training “master plan”, developed on a central and provincial level, was bi-annually reviewed based on trainings already given and specific local needs. These master plans contained training objectives, division of responsibilities, and a description of resources and milestones for all trainings and managers of trainings. The trainings were reviewed based on how they contributed to the implementation of FDS and the adequacy of the training modalities (duration and schedule of trainings, contents, objectives and scope of trainings, and evaluation of trainings). Evaluation of trainings was a major aspect of this feedback loop approach, and field studies were commissioned, resulting in a 2013 external evaluation report and the 2015 application of classroom observations. Furthermore, SEQAP mobilized national FDS teaching professionals, experts on trainings, and experienced teachers to support training design.

³² compared to an estimate of 600 key MOET trainers at project design

³³ compared to an estimate of 2,600 education managers at project design

³⁴ compared to an estimate of 3,150 school principals at project design

³⁵ compared to an estimate of 85,000 primary teachers at project design

³⁶ with the exception of two out of thirteen estimates for training participants

³⁷ These non-SEQAP schools were usually in the same provinces as SEQAP schools utilizing economies of scale.

82. **COMPONENT 3: Improve School Facilities and Resources for the Implementation of the Full Day Schooling Program (US\$133 million equivalent—IDA US\$84.05 million equivalent).** This component supported the upgrading of infrastructure and facilities, and recurrent expenditures in the 1,628 project schools to successfully move them to FDS, with related decentralized capacity building for effective school construction and preparation of the FDS plans. In addition, the component focused on providing a comprehensive package allowing for provision of teaching-learning materials and operation and maintenance, more teacher time, and complementary welfare interventions to help the most vulnerable families keep their children in school. There were four subcomponents.

83. **Sub-Component 3.1: Upgraded Infrastructure and Facilities for FDS.** This sub-component focused on physical improvements in the beneficiary schools. Overall, this sub-component financed: (i) about 2,006 additional regular classrooms; (ii) 262 multi-purpose rooms; (iii) 1,289 sanitary facilities; (iv) seven regional school construction coordinators, architectural consultant services and construction-related workshops; (v) classroom furniture to all new classrooms and multi-purpose rooms; and (vi) equipment and materials for 150 district resource centers.

84. The number of schools receiving financing to upgrade infrastructure and facilities through construction was revised to 1,628. During project preparation, it was agreed between the donors and PMU that the cost and square meter estimates used were for reference and the basis for the program calculations for construction. However, it was also recognized that civil works costs would vary among localities due to various factors, and that market costs would apply once the project began. In 2011, during the first year of implementation, the PMU and districts were already indicating that the budget envelope allocated for construction of schools was too small to fully accommodate all construction. At this time, the PMU and the project's civil works consultant estimated the actual square meters needed for construction to be higher than accounted for in project preparation. This, in combination with surging raw material prices and inflation, resulted in a revision of the number of classrooms to be constructed from 2,800 classrooms, 500 multi-purpose rooms and 2,440 sanitary facilities to 2,006 regular classrooms, 262 multi-purpose rooms and 1,289 sanitary facilities. In 2011, the GOV issued Document TCVN 8793/2011, which revised the average primary schools square meter standards and prices upwards to reflect the market situation. These standards are in line with the revised square meter estimates under SEQAP. Furthermore, as detailed in Annex 3, while the square meters per construction had to be revised upwards, absolute costs per construction did not increase proportionately, resulting in a lower average unit costs per m² compared to estimated figures at project design.

85. **Sub-Component 3.2: Operation of FDS.** This sub-component largely focused on the development and implementation of school FDS plans and related recurrent costs incurred by the beneficiary schools for operation and maintenance, including additional teaching-learning materials, needed to maximize the effects of the transition to FDS. To finance operation and maintenance, inclusive of teaching-learning materials, the program

provided a small operating grant (school education grant) to schools. The average amount of the grant was US\$1,633 every six months to the 1,628 project schools. The amounts received varied per year and the average grant amount of US\$1,633 is based on an average of total grants per year and number of schools. These grants were managed by the school principals under guidelines and procedures outlined by the program within the Grants Operations Manual. Additional teaching-learning materials (including emergency textbooks) were procured through the BOETs and delivered directly to the schools. FDS regional coordinators and part-time support to DOET made sure FDS plans were satisfactory. Overall, this sub-component financed: (i) school education grants (of US\$1,195 per semester) that were spent on eligible expenditures for 1,628 schools; (ii) additional complementary teaching-learning materials (including emergency textbooks) and equipment for poor and ethnic minority students; (iii) six regional FDS coordinators supporting provinces, districts and schools in the planning of their transition to FDS; (iv) 108 employees to provide part-time support to provincial DOET to process FDS plans and reports (including financial reporting and consolidation); and (v) provincial/district/school/community workshops on FDS planning and appraisal, and school grants.

86. Sub-Component 3.3: Additional Teacher Time for FDS. This sub-component focused on additional salary costs associated with regular teachers to support the transition to FDS. As schools moved from HDS to the FDS model of at least 30 periods of instruction per week, some program schools needed to finance incremental teacher salary costs. More precisely, half day schools with less than 1.3 teachers per class group needed to receive a salary increase corresponding to a staffing ratio of 1.3, which was used to provide a salary increase to cover the additional workload of existing teachers, rather than hiring new teachers. The additional salary costs for regular teachers were managed by the BOETs together with teacher training. Overall this sub-component therefore financed incremental teacher salaries for 7,100 regular teachers not going beyond the equivalent of a ratio of 1.3 teachers per class group.

87. Sub-component 3.4 Demand-Side Support for Disadvantaged Students. This sub-component financed complementary welfare interventions to help schools keep the most vulnerable children in school. The sub-component financed: (i) school student grants of US\$ 2,137 per semester to be spent on eligible expenditure for 1,628 schools; and (ii) salaries for 36 junior community coordinators for about two years per province, which included one more province than originally targeted.³⁸ The school student grants were jointly managed by the schools' parent associations (PA) and principals, and were an average of US\$2,137 every six months. Similar to sub-component 3.3, the amounts received varied per year and the average grant amount of US\$2,050 is based on an average of total grants per year and number of schools. Grants were managed according to the program guidelines and instructions set out in the Grant Operations Manual.

³⁸ More specifically, the interventions financed under the school student grants were: scholarships and funds ("attendance" and "performance" rewards) to buy emergency clothes to help ethnic minority families and households from the poorest 20 percent income quintile keep their children in school and lunches and pay for local language assistants that complemented supply-side interventions for ethnic minority and very poor students.

88. **COMPONENT 4: Program Management (US\$ 7.9 million equivalent—IDA US\$7.80 million equivalent).** This component supported the management of SEQAP to ensure smooth implementation and results on the ground and provided support to the MOET Standing Office in key areas, as well as additional capacity building at the sub-national level in procurement and financial management. The component had three sub-components.

89. **Sub-component 4.1: Overall Support to the MOET SEQAP Standing Office** provided direct support to the Standing Office for the management and oversight of SEQAP. It financed the following: (i) a program coordinator and eight international consultants on FDS program design, FDS financing, FDS planning, M&E, FDS road map, and assessment of Grade 5 students; (ii) five national level program officers in main areas (planning and implementation of FDS, staff training for FDS and professional standards, and school grants); (iii) one procurement officer, three accountants and five support staff; (iv) 79 national program workshops between 2010 and 2016; (v) limited equipment, furniture and vehicles; and (vi) bi-annual, mid-term and implementation completion reviews.

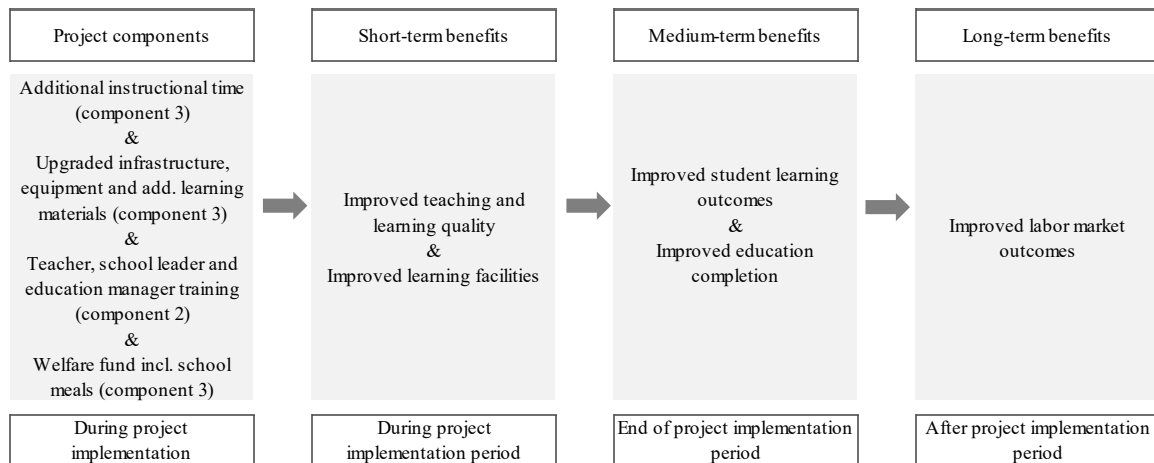
90. **Sub-component 4.2: Support to Financial Management at Central and Sub-National Level.** This sub-component ensured that the financial management of SEQAP was properly carried out at all levels. It consisted of four main groups of activities: (i) technical assistance for MOET, provinces, districts and schools to improve the effectiveness of program expenditure, which included five international and one national consultant, tasked with providing technical assistance to the standing office, particularly for program monitoring, budgeting and budget allocation, reporting, auditing, and contracted accountants (accounted under sub-component 4.1) to assist MOET in implementation of FM work for the off-budget expenditure, and part-time support in all provincial DOET to help districts with financial reporting and reconciliation (accounted under sub-component 4.1); (ii) FM training/workshop to be held at least on an annual basis, province by province, to foster best FM practices; (iii) the preparation of a total of five SEQAP financial management guidelines (on SEQAP funds generally, financial management, school grants, and student grants); and (iv) annual independent audit and tracking studies.

91. **Sub-component 4.3: Support to Procurement Management at Central and Sub-National Level.** This sub-component was to ensure that the procurement management of SEQAP was properly carried out at all levels. It consisted of four activities: (i) technical assistance to specifically assist MOET, DOET, BOET, districts authorities, communes and schools to improve the effectiveness of Program procurement, which included one international adviser on procurement matters based within the standing office in MOET for SEQAP, and six national consultants, each of which worked with the provincial governments, DOETs, BOETs, districts, communes and schools; (ii) 36 procurement training/workshops, on average 7 trainings/workshops per year, province by province, to share best practices in procurement; (iii) preparation of SEQAP procurement guidelines; and (iv) an annual independent audit.

Annex 3. Economic and Financial Analysis

92. **SEQAP is expected to have a significant development impact through improving education quality.** The PDO was to improve learning outcomes and education completion for primary education students, particularly disadvantaged primary education students, through supporting the government's FDS reform program. The economic benefits of SEQAP arise through improved learning outcomes and education completion, and associated higher productivity and wages for SEQAP students, by funding additional instructional time (Component 3), upgrading school infrastructure and equipment (Component 3), providing teacher, school leader and education manager training (Component 2), as well as a welfare fund providing for school meals (Component 3). The framework of economic benefits is shown below in Figure 2.

Figure 2: Framework of learning and economic Benefits from the School Education Quality Assurance Program



93. **Improved Education completion (PDO): Over the course of the SEQAP project, primary education completion rates reached over 99 percent for disadvantaged students in SEQAP schools and nationally.**³⁹ For the past ten years, gross enrollment rates have been consistently above 100 percent with net enrollment rates around 98 percent.⁴⁰ In the first year of project implementation (school year 2009-2010), primary education completion rates stood at 96 percent nationally and for SEQAP schools, but only at 82.2 percent and 73.5 percent for ethnic minority students, nationally and for SEQAP schools respectively. Over the course of the SEQAP project, primary education completion rates for ethnic minority students converged, and over the last three school years of the SEQAP projects, completion rates for ethnic minority students, female students and students in rural areas were consistently above 99 percent (see Table 13).

³⁹ Measured as students completing Grade 5 as a proportion of enrolled Grade 5 students, PMU data (based on DFA and EQMS), disadvantaged measuring ethnic minority students and students from rural areas.

⁴⁰ WDI World Development Indicators, April 2017, <http://data.worldbank.org/data-catalog/world-development-indicators>.

Table 13: Primary education completion rates for the last three years of project implementation

SEQAP schools	2013-2014	2014-2015	2015-2016	All schools	2013-2014	2014-2015	2015-2016
All students	99.6	99.7	99.8	All students	99.8	99.8	99.9
Ethnic Minority students	99.2	99.5	99.7	Ethnic Minority students	99.5	99.3	99.4
Female students	99.5	99.8	99.8	Female students	99.8	99.9	99.7
Students in rural areas	99.6	99.7	99.7	Students in rural areas	99.8	99.7	99.8

Source: EQMS (PMU data collection)

94. **Improved Student learning outcomes (PDO): Indicative findings and M&E data show improved learning outcomes under SEQAP.** The 2007 grade 5 study by the MOET based on the grade 5 classroom assessments, found a positive relationship between the number of students achieving a “good” or “excellent” assessment mark in mathematics and Vietnamese with a high proportion of students in mixed or FDS.⁴¹ The positive relationship was even more pronounced for low performing students and students from poor provinces. The SEQAP project specifically targeted disadvantaged students. While there are no similar, or recent studies that would elicit the effect size of FDS on cognitive skills attainment⁴² for SEQAP school students, data collected as part of the Project’s results framework, points at large improvements in the Vietnamese and mathematics classroom assessment marks of SEQAP school students.⁴³ Comparing the grade 5 marks in Vietnamese (PDO Indicator 1) and mathematics (PDO Indicator 2) for SEQAP schools to the national average marks shows that, while on a national level more students were achieving a “good” or “excellent” mark, SEQAP schools had larger relative increases in the number of students achieving those high marks (see Tables 14 and 15 below).⁴⁴

Table 14: Percentage of Grade 5 students who achieved a “good” or “excellent” classroom assessment in Vietnamese (PDO Indicator 1)

	National average			SEQAP schools		
	2009-2010	2015-2016	% change	2009-2010	2015-2016	% change
All students	79.5	88.47	11%	69.9	83.11	19%
Ethnic Minority students*	na*	70.35	na	na*	69.15	na
Female students	84.1	95.02	13%	76.5	90.01	18%
Students in rural areas	75.1	87.17	16%	68.5	85.11	24%

Source: DFA and EQMS (PMU data collection) * Disaggregated data by ethnic minority students was only

⁴¹ the 2007 grade 5 study

⁴² As measured by classroom assessments or other assessment tools

⁴³ measured as the proportion of students achieving a “good” or “excellent” classroom assessment

⁴⁴ A more rigorous analysis, using standardized assessments, would be needed to calculate the effect size of SEQAP activities/components on student learning outcomes.

collected under EQMS beginning with school year 2013-2014.

Table 15: Percentage of Grade 5 students who achieved a “good” or “excellent” classroom assessment in Mathematics (PDO Indicator 2)

	National average			SEQAP schools		
	2009-2010	2015-2016	% change	2009-2010	2015-2016	% change
All students	74.3	88.21	19%	65.7	81.12	23%
Ethnic Minority students*	na*	69.73	na	na*	71.04	na
Female students	77.2	92.71	20%	69.4	86.73	25%
Students in rural areas	73.7	84.32	14%	64.9	82.32	27%

Source: DFA and EQMS (PMU data collection) * * Disaggregated data by ethnic minority students was only collected under EQMS beginning with school year 2013-2014.

95. **Additional instructional time, specifically full-day schooling, together with teaching quality, leads to higher learning outcomes.** The main activities under project components 2 and 3 aimed at strengthening teaching quality, through teacher, school leader and education manager training, as well as providing necessary infrastructure, resources and teacher salaries to increase instructional time to full-day schooling. While indicative findings and M&E data indicate improved learning outcomes, the estimated impact of the project individual components on learning outcomes used for this analysis are based on existing evidence and research. Nguyen et al (2010) analyzed the 2007 national year 5 survey of student achievement in Vietnam and found that student enrollment in full day school programs contributed to differences in mathematics achievement. This finding is in line with Tam et al (2015), who find that “full-day schooling improves student learning progress” utilizing the Young Lives School Survey 2011 data. Nguyen et al (2010) also highlight the positive impact of teacher feedback and teacher subject knowledge on student achievement.⁴⁵ Recent research on Full-day schooling programs in Mexico by Padilla-Romo (2016) and Cabrera-Hernandez (2015) also indicate significant impact of FDS programs on mathematics and Spanish test scores, with the effect size growing with years of implementation.⁴⁶

96. **The estimated impact of the SEQAP project components on learning outcomes can be proxied by existing evidence of similar education interventions.** Table 16 presents a summary of estimated impacts for selected education interventions that are relevant to activities under SEQAP project components. These include specific research on Vietnam, full-day schooling and teacher quality as described in para. 95. In addition, estimated intervention effect sizes from research of Kidron et al (2014), Lavy (2015), and Krishnaratne et al (2013) are used as a proxy to measure the impact of SEQAP activities pertaining to expanded learning and instructional time. Estimated average intervention effect sizes from meta-analyses by Krishnaratne et al (2013) and McEwan (2015) are used as proxies for SEQAP’s other activities, such as upgraded infrastructure, additional

⁴⁵ On teacher subject knowledge also see Hungi (2008).

⁴⁶ Padilla-Romo (2016) finds that adoption of full-day schooling improves student achievement by a 5 percent of a standard deviation one year after adoption and by 15% of a standard deviation four years after adoption.

learning materials, school meals, and teacher and administrator/manager training. Overall, the statistically significant estimated impacts of interventions range from 0.010 to 0.383 standard deviations increase in student test scores.⁴⁷ Based on this evidence and observations from the project’s results framework, we can reasonably expect the SEQAP project to have a similar range of impacts on student learning outcomes.

Table 16: Recent studies on impact on student learning outcomes relevant to SEQAP components

Authors (Year)	Category of intervention	Effect Size (SD)	Relevant SEQAP components
Nguyen et al (2010)	Enrollment in full-day schooling program	0.10**	Component 2 & 3
	Teacher quality: Teacher feedback	0.09**	Component 2
Hungi (2008)	Teacher quality: Teacher subject knowledge	0.16**	Component 2
Padilla-Romo (2016)	Enrollment in full-day schooling program	0.15***	Component 2 & 3
Cabrera-Hernandez (2015)	Enrollment in full-day schooling program	0.11***	Component 2 & 3
Kidron et al (2014)	Additional learning/instructional time	0.07*	Component 3
Lavy (2015)	Additional learning/instructional time	0.124**	Component 3
Krishnaratne et al (2013)	Additional teachers/teaching time	0.284**	Component 3
	Infrastructure of buildings and classrooms	0.383**	Component 3
	Learning materials	0.160***	Component 3
	School meals	0.060	Component 3
	School based management	0.227***	Component 2 & 3
McEwan (2015)	Additional instructional materials	0.078***	Component 3
	Teacher quality: Teacher training	0.123***	Component 2
	School meals	0.035*	Component 3

Notes: *p<0.1, **p<0.05, ***p<0.01, Note: School Based management (Krishnaratne et al, 2013) is used to proxy the summative effect of training provided to school administrators and community and parental involvement in school decision making.

97. **Increased learning outcomes can be compared to project costs through a cost-effectiveness analysis.** The purpose of cost-effectiveness analyses in education is to ascertain which program or combination of programs can achieve particular objectives at the lowest cost.⁴⁸ Typically, student learning outcomes are used as the respective measure of effectiveness (Bray, 2008) and compared to costs per student that are directly related to

⁴⁷ Please note that while Table 15 also reports intervention with effect sizes less than 0.10 SD, we follow the generally accepted rule of only considering effect sizes at or above 0.10 SD as important.

⁴⁸ <http://www.c3l.uni-oldenburg.de/cde/econ/readings/levin95.pdf>

student learning.⁴⁹ With the objective of providing a conservative cost-effectiveness measure, we include all costs pertaining to components 2 and 3. In order to compare the cost-effectiveness of SEQAP to other interventions, the impact is presented using the widely accepted ratio of standard deviations per US\$100. The total number of student beneficiaries was 647,117 students, and costs per student US\$167. Utilizing the range of estimated impacts of SEQAP on learning outcomes (0.010 – 0.383 SD increase, see Table 15), the impact of SEQAP ranges from 0.06 to 0.23 standard deviations per US\$100. The cost-effectiveness analysis is based on effect size proxies for individual aspects under SEQAP. Thus, the overall effect size of SEQAP, combining quality teaching, access to full-day schooling and other access to other resources is likely to be higher, due to interaction effects that are not captured by this analysis.

98. **Increased private earnings, as a result of increased learning outcomes, can be compared to project costs through a cost-benefit analysis.** Additionally, to the cost-effectiveness, a cost-benefit analysis (CBA) of the project was conducted estimating private monetary returns to schooling based on: (i) benefits from similar education interventions; (ii) project costs; and (iii) projections on earning differentials for the beneficiaries. This presents more long-term analysis of private monetary benefits years after the program as a result of increased learning.

99. **Cognitive ability matters for earnings attainment.**⁵⁰ The link between earnings and school quality, as measured by cognitive skills attainment, has been analyzed in a research review by Patrinos and Psacharopoulos (2010). The authors find that a standard deviation increase in cognitive ability corresponds to approximately 17 to 22 percent higher earnings on average (Table 17). Relating this increase in earning, on average 20 percent, to an estimated impact range under SEQAP of 0.035 to 0.383 standard deviations, predicts a 0.7 to 7.7 percentage increase in earnings as a result of the SEQAP project.

Table 17: Estimated returns to a standard deviation increase in cognitive skills

Country	Estimated Effect	Source
Chile	0.17	Patrinos and Sakellariou (2007)
Ghana	0.14–0.30	Glewwe (1996)
Ghana	0.05–0.07	Jolliffe (1998)
Kenya	0.19–0.22	Boissiere et al. (1985), Knight and Sabot (1990)
Pakistan	0.12–0.28	Alderman et al. (1996)
Pakistan	0.25	Behrman et al. (forthcoming)
South Africa	0.34–0.48	Moll (1998)

⁴⁹ For example, MacDonald et al (2017) estimate annual operating costs for an intervention on Early Grade Reading in Tonga, based on expenditure during the first year, exclude one-time costs related to the design of the program and materials. However, with the objective of providing a conservative cost-effectiveness measure, we include all costs pertaining to components 2 and 3.

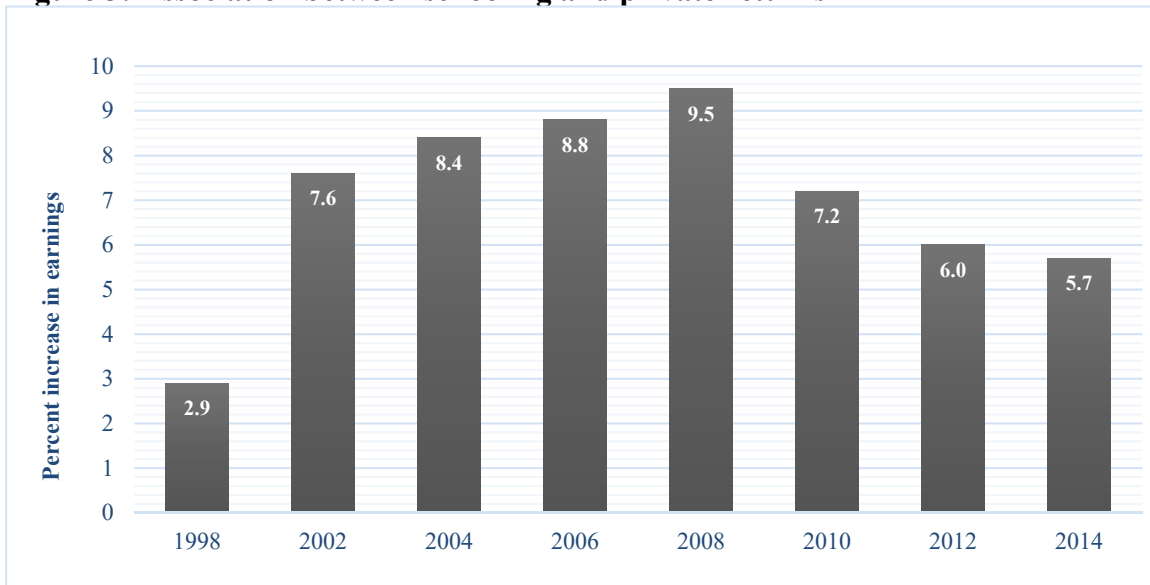
⁵⁰ Leuven et al. (2004)

Tanzania	0.07–0.13	Boissiere et al. (1985), Knight and Sabot (1990)
Average	0.17-0.22	

Source: Patrinos and Psacharopoulos (2010)

100. **Earning differentials can be explained as a function of schooling and labor market experience.** Broadly speaking, they represent the value the labor market places on education as well as incentives for individuals to invest in education. In terms of private returns to schooling, the opportunity cost of one additional year of schooling is represented by foregone future earnings (Acemoglu and Autor, 2011).⁵¹ Doan et al (2016) find that one additional year of schooling corresponds to 5.7 percent higher earnings in their latest estimate (VHLSS 2014), which is below the regional East Asia & Pacific average of 9.2 percent.⁵² Figure 3 gives an overview of the estimates of the private rate of return to another year of schooling from 1998-2014 for Vietnam, based on the VHLSS data.⁵³ Montenegro and Patrinos (2014) find a declining trend in returns to schooling, rising average levels of schooling attainment, and increased skill supply suggesting an increasing world demand for skills.

Figure 3: Association between schooling and private returns



Source: Doan et al (2016) using VHLSS rounds from 1998-2014, numbers represent the private rate of return, as a percentage increase in earnings to another year of schooling.

101. **Future increased earnings, as a result of the SEQAP project, can be estimated using Mincer earnings equation.** Based on Doan et al. (2016) estimate of 5.7 percent higher earnings corresponding to one additional year of schooling, and recent enrolment and graduation data for Vietnam, we estimate the direct beneficiaries' future annual

⁵¹ Acemoglu and Autor (2011), Lectures in Labor Economics, manuscript, MIT

⁵² World Bank, Education Global Practice – EAP, internal memo (July 2016)

⁵³ Doan et al (2016)

earnings.⁵⁴ We then calculate the annual increase in future earnings as a direct effect of the SEQAP project using a lower-end estimate (2.0 percent increase), a middle estimate (4.9 percent increase), and a high-end estimate (7.7 percent increase). In a final step, the stream of increased earnings for the direct beneficiaries (students), which represents the additional private return incurred through the SEQAP project, are compared to the total project costs to calculate net present value (NPV) and internal rate of return (IRR) (Table 18). Within the range of estimated percentage increases in earnings, based on the returns to individual project components, the SEQAP project yields an IRR between 17 percent and 26 percent, and a NPV between US\$1,394,156,101 and US\$5,601,316,105. Even under a worst-case scenario, which assumes no increased earnings for half of the cohorts, due to the comparatively short exposure to SEQAP, and only 0.7 percent increased earnings for retained cohorts, the project still yields an IRR of 11 percent and NPV of US\$711,291,755.⁵⁵

Table 18: Summary of Cost-Benefit Analysis for direct beneficiaries

Direct beneficiaries	<i>High returns (7.7%)</i>	<i>Medium returns (4.9%)</i>	<i>Low returns (2.0%)</i>	<i>Worst-case* (2.0%)</i>
NPV	US\$5,601,316,105	US\$3,501,420,131	US\$1,394,156,101	US\$711,291,755
IRR	26%	22%	17%	14%

Source: Author's calculations, Assumptions: 5% discount rate (WB/IMF standard), exchange rate as stated in ICR, inflation rates by GSO, further assumptions on cost/benefit modelling, all NPV's in 2010 figures (project start)

102. There are a number of additional monetary, non-monetary and social returns not captured by private monetary benefits to students. Dang (2013) finds that in 2006, 32 percent of primary education students attended private tutoring classes, and across all educational levels, households spent, on average, about 1-5 percent of household expenditure on supplementary education, with households in the richest consumption quintiles spending almost double than households in the poorest quintile.⁵⁶ The focus of the SEQAP project on disadvantaged primary education students, increasing instructional time will most likely have a long-term development impact on inequality by offsetting socio-economic disadvantages as well as reducing the financial opportunity cost of private tutoring. Another expected benefit includes lower dropout and repetition rates at lower and upper secondary level as a result of improved learning outcomes, as well as the provision of school meals, which effectively reduce the opportunity cost of attending school. These factors have not been incorporated in the above analysis, however are likely to lead to even

⁵⁴ For the Mincer earnings function, no earnings are assumed before age 15 and after age 60. For the purpose of creating a conservative benefit estimate, we only assume cohorts in school at the time of project implementation (2010-2016), and no future cohorts, that would have access to long-term benefits from FDS, as direct beneficiaries of the project. We estimate the number of student beneficiaries according to the rolling-out of the project, which reached the total number of beneficiary schools (1,628 schools) by the end of the third year of project implementation.

⁵⁵ All Net Present Values and Internal Rate of Returns are calculated to the project start date in 2010 and are represented in US\$ 2010 figures. Inflation rates are based on historical figures and GSO projections.

⁵⁶ Private tutoring is defined as any private lesson purchased by households to provide supplementary instruction to children in subjects that they study in the mainstream education system.

higher earnings. Finally, the overall benefit of the project will likely be even higher, if we account for general social returns such as productivity spillovers and reduced crime rates (Moretti 2005).

103. **The SEQAP project has been cost efficient based on the comparison of unit costs of goods and services procured under the project.** Component 3, specifically sub-component 3.1 “Upgraded infrastructure and facilities needs for transition to FDS”, constitutes the largest investment under SEQAP. Under this component, funds are provided for the construction of classrooms, multi-purpose rooms, sanitary facilities as well as equipment to accommodate the demand for additional space of FDS. As detailed in Annex 2, the number of construction works had to be revised downwards over the course of the project. When relating the construction costs to the number of original and actual construction works, we find that, while the square meters per construction had to be revised upwards, absolute costs did not increase proportionately. This lower average unit costs per m², points at strong cost efficiencies of the SEQAP project. Table 19 summarizes the unit costs (US\$/m²) per type of construction.

Table 19: Unit costs of construction works for FDS (US\$/m²)

Construction	Planned		Actual	
	# of rooms	Unit cost (US\$/m ²)	# of rooms	Unit cost (US\$/m ²)
Classrooms	2800	US\$209	2006	US\$226
Multi-purpose rooms	500	US\$263	262	US\$225
Sanitary facilities	2400	US\$393	1289	US\$242
Average unit cost (US\$/m ²)	US\$288		US\$ 231	

Source: PMU data

104. **Similarly, the project delivered training for SEQAP teachers, administrators and education managers in a more cost effective manner than is standard requirement for trainings as prescribed by the GOV.**⁵⁷ The provision of teacher training falls under Component 2, the second largest component of the SEQAP project. The overall unit cost for all trainings (teachers, administrators and education managers) was on average US\$29 per day under SEQAP, while the same cost for teacher training funded by the GOV is US\$49. These costs include overall training costs and are presented in Table 20.⁵⁸ Both, teacher trainings (sub-component 2.1) as well as administrator and education manager trainings (sub-components 2.2 and 2.3) were significantly lower than the GOV standard unit cost, pointing at a consistently efficient use of resources of the project to fund training activities.⁵⁹

⁵⁷ Based on Circular No. 139/2010 / TT-BTC dated 09/21/2010 and Circular No. 97/2010 / TT-BTC dated 6/7/2010, prescribing the unit cost of trainings funded by the Vietnamese government.

⁵⁸ Costs include per diem, transportation and accommodation costs and other administrative expenses.

⁵⁹ School level/Decentralized training costs tend to be lower due to the reduced costs in accommodation and transportation, compared to central and cluster level trainings.

Table 20: Average unit costs for trainings delivered (US\$)

Type of training	SEQAP		GOV standard unit cost
Unit cost for all trainings per day (teachers, administrators, education managers)	US\$29		US\$49
Unit cost for training per day by target group	Teacher training (Component 2.1)	Administrator, Education Manager training (Component 2.2/2.3)	na
	US\$28	US\$41	

Source: PMU data

105. The PAD noted that “assuming a constant share of 5 percent of nominal GDP spent on education and training, we get a persistent increase in the total education budget, to an almost doubled level by 2020”.⁶⁰ Public expenditure as a share of GDP increased from 4.8 percent in 2009 to 5.7 percent in 2013. With an annual GDP growth of, on average 5.7 percent, this translates into an absolute increase in government expenditure on education of US\$2.5bn (in constant 2010 US\$) or 47 percent, between 2009 and 2013 (see Table 21).⁶¹ Government expenditure per primary education student generally increased from 2009 to 2013 from 19.0 percent of GDP per capita to 20.9 percent of GDP per capita. The GOV slightly decreased expenditure on primary education as a percentage of total education expenditure from 30.9 percent in 2009 to 29.7 percent in 2013. During this time expenditure on tertiary education increased, while expenditure on secondary education decreased from 2009 to 2013.

Table 21: Comparison of education spending in Vietnam 2009 – 2013

Public Expenditure on Education in Vietnam	2009	2010	2011	2012	2013
Public expenditure on education (% of GDP)	4.8	5.1	4.8	5.5	5.7
Public expenditure on education (constant 2010 bn US\$)	US\$5.25	US\$5.96	US\$5.93	US\$7.17	US\$7.72
Public expenditure on education (% of total government expenditure)	15.2	17.1	17.9	18.8	18.5
Government expenditure per student, primary (% of GDP per capita)	19.0	19.4	17.4	20.6	20.9
Expenditure on primary (% of government expenditure on education)	30.9	30.0	29.0	29.8	29.7
Expenditure on secondary (% of government expenditure on education)	43.2	42.2	41.2	40.1	39.6
Expenditure on tertiary (% of government expenditure on education)	13.6	14.5	15.7	14.8	15.0

Source: World Development Indicators (2017)

⁶⁰ Project Appraisal Document, page 139

⁶¹ The latest available public expenditure figures for Vietnam are from 2013 (WDI 2017).

Annex 4. Bank Lending and Implementation Support/Supervision Processes

(a) Task Team members

Names	Title	Unit	Responsibility/ Specialty
Lending			
Agnes Albert-Loth	Sr Financial Management Specialist	GGOGI	Financial Management
Carol Chen Ball	Consultant	GEDDR	Operations
Emanuela Di Gropello	Program Leader	AFCC1	Education
Thanh Thi Mai	Senior Education Specialist	GED13	Education
Hoi-Chan Nguyen	Consultant	OPSVP	Operations
Linh Van Nguyen	Program Assistant	GEN03	Administrative
Hiet Thi Hong Tran	Senior Procurement Specialist	EASRP-HIS	Procurement
Binh Thanh Vu	Senior Education Specialist	GEDDR	Education
Jeffrey Waite	Adviser	GEDDR	Education
Supervision/ICR			
Emanuela Di Gropello	Sr. Education Specialist\	AFCC1	Team Leader
James Stevens	Sr. Education Specialist	GEDDR	Team Leader
Michel Welmond	Sr. Education Specialist	GEDDR	Team Leader
Carol Chen Ball	Consultant	GEDDR	Operations
Peter Brook	Equitable and Sustainable Financing Consultant	DFID	Safeguards
Sophie Cerbelle	Education Policy Consultant	GEDDR	Education
Pham Van Cung	Sr. Financial Management Specialists		Financial Management
Donatella Di Vozzo	Education Specialist (Brussels)	BTC	Education
Vo Kieu Dung	Sr. Education Specialist	GEDDR	Education
Elsa Duret	Budget Support Advisor	BTC	Education
Julie Hertsens	Operations Advisor (Brussels)	BTC	Operations
Thu Ngo Huong	Attaché-adjoint Belgian Embassy	Belgian Embassy	Development Cooperation
Hans Lambrecht	Budget Support Advisor	BTC	Education
John Leigh	MDG Advisor	DFID	Education
Thanh Thi Mai	Senior Education Specialist	GED13	Education
Anh Thuy Nguyen	Senior Operations Officer	GHN02	Operations
Hoai Van Nguyen	Senior Procurement Specialist	GGO08	Procurement
Vank Kien Nguyen	Climate and Environment Adviser	DFID	Safeguards
Le Toan Thang	Procurement Specialist		Procurement
Quynh Xuan Thi Phan	Financial Specialist	GEFPO	Financial Management

Hiet Thi Hong Tran	Senior Procurement Specialist	EASRP-HIS	Procurement
Thu Hang Tran	Sr. Program Officer	DFID	Operations
Annelies Van Bauwel	Governance Expert (Brussels)	BTC	Governance
Binh Thanh Vu	Senior Education Specialist	GED02	Education
Sophie Waterkeyn	Education Expert (Brussels)	BTC	Education
Gert Janssens	Education Expert (Brussels)	BTC	Education
Maureen Wilson	Social Equity Consultant	DFID	Social Protection
Sandra Beemer	Consultant	GEDDR	ICR Co-Author
Elisabeth Sedmik	Consultant	GEDDR	ICR Co-Author

(b) Staff Time and Cost

Stage of Project Cycle	Staff Time and Cost (Bank Budget Only)	
	No. of staff weeks	USD Thousands (including travel and consultant costs)
Lending		
FY06		37.59
FY07		55.75
FY08		99.15
Total:		192.49
Supervision/ICR		
Total:		0.00

Annex 5. Beneficiary Survey Results

Not Applicable

Annex 6. Stakeholder Workshop Report and Results

Not Applicable

Annex 7. Summary of Borrower's ICR and/or Comments on Draft ICR

PROGRAM OVERVIEW

106. SEQAP's short-term objectives are to develop the policy framework for FDS, to pilot FDS options, and to create necessary conditions for the successful and equitable transition to FDS in the selected provinces and to evaluate those conditions. Its long-term objective is to determine the necessary conditions for the GOV goal that 90 percent of primary schools nationwide will move to FDS by 2020 as stated in the 2011-2020 Educational Development Strategy approved by the Prime Minister under Decision No. 711/QĐ-TTg dated 13/6/2012.

PROGRAM PERFORMANCE RESULTS

I. Component 1: Improve the Policy Framework for the Implementation of FDS

1.1. Develop FDS models and relevant guidelines/learning materials

107. SEQAP introduced the definition of FDS. FDS provides an increased instructional and educational time in a primary school, with a revised and extended timetable, with an aim to help all students achieve knowledge and skill standards.

108. FDS students have more time for studying and participating in educational activities, they have opportunities to exchange and share ideas and to develop their social relationships, life-skills, independence and autonomy, which in turn helps improve the quality of primary education.

109. FDS provides children, especially disadvantaged, EM and female students, with learning opportunities in favorable conditions. It contributes to the equity in education for children from different socio-economic areas.

110. The FSD model developed under SEQAP is an evolving one. It meets the practical needs of different categories of schools and the pedagogical requirements and it can be used as a guided model for primary schools when moving to FDS;

111. This FDS model, after 6 years of piloting under SEQAP, has changed the perception of a primary school and of the primary education in the whole system and in the society, especially parents and communities in remote, disadvantaged and EM areas. The model allows education management to have a unified direction regarding the national implementation of FDS.

1.1.2. Develop guidelines and process for the transition to FDS

112. SEQAP developed documents and guidance materials for the selected schools to move to FDS, including: FDS model and transition roadmap; FDS planning manual; and FDS operation manual. These are fundamental guidance documents that help schools in the implementation of FDS. Guidance on the transition from HDS to FDS is detailed in

manuals distributed to education managers and primary schools.

113. Not all primary schools moved to FDS immediately. Some schools have a small number of students or their students live in a scattered manner and far from school, which causes difficulties in the implementation of FDS. Therefore, SEQAP set out some criteria to guide schools wishing to move to FDS: at least 200 students and no more than 10 satellite sites; a minimum of 1.3 teacher/class ratio; a minimum of 0.8 classroom/class ratio.

114. Of 1628 SEQAP schools, 52.6 percent are under T30 and 47.4 percent under T35. However, there are still some classes and some satellite sites in disadvantaged areas yet to move to FDS. Of 647,117 students under SEQAP, there are 281,781 EM students (43.5 percent); 319,641 female students (49.2 percent); 606,229 FDS students (94.0 percent); 270,941 EM-FDS students (96.2 percent of all EM students).

115. Quality of FDS implementation: School education quality is a key objective that SEQAP strive for. SEQAP has focused on guiding schools to pay attention to the following issues when move to FDS: (i) assure the quality of teaching in order to help students achieve knowledge and skill standards as stipulated in Decision No.16/2006/QD-BGDDT dated 5/5/2006 of MOET; (ii) improve the quality of FDS planning and implementation; (ii) innovate teaching techniques and methods and professional meetings; (iii) organize clubs and experience and creativity activities.

116. In terms of primary education completion: 94.6 percent in SY 2011-2012; 99 percent in SY 2012-2013; 99.4 percent in SY2013-2014; 99.6 percent in 2014-2015 and 94.4 percent in SY 2016-2017. In terms of quality: in SY 2014-2015: 99.4 percent of the students meet the quality standards (94.1 percent for EM students), 99 percent of the students meet competency standards (93 percent for EM students), 98.3 percent and 98.5 percent of the students passed Vietnamese and Mathematics subjects respectively (90.5 percent and 92.4 percent for EM students respectively).

117. The development and finalization of the FDS transition process and the guidance documents is a big and positive contribution of SEQAP to the transition from HDS to FDS of primary education. The quality of education in schools has been strengthened and improved. FDS model is highly appreciated and supported by localities, regarding its impacts toward the education quality in all areas, especially disadvantaged areas.

1.2. Develop policies and roadmap for the implementation of FDS

1.2.1. Develop policies

118. SEQAP successfully conducted studies related to FDS, with focus on 3 main aspects:

119. The transition from HDS to FDS is not simply the increase in the instructional time, the timetable arrangement of a school day and a whole school week also changes significantly. The transition leads to the fundamental changes in school education activities and management and teaching practices. SEQAP conducted several studies, including *Teacher workload and deployment, Minimum non-salary recurrent costs and effective use*

of teachers and classrooms when primary schools move to FDS and Issues related to primary teacher workload and deployment in the transition to FDS.

120. The studies analyzed and assessed the actual situation of teacher deployment and proposed some recommendations in the context of the transition from HDS to FDS. SEQAP worked with MOET/Functional Departments and MOHA to finalize a proposal on employment positions, number of working staff, working regimes of teachers, education managers and staff in FDS primary schools.

121. Based on Decree No.41/NĐ-CP dated 08/5/2012 and Circular No.14/2012/TT-BNV dated 18/12/2012 of MOHA, the studies proposed some amendments and supplementations to the working regimes of primary teachers. Currently, MOET is working with relevant agencies regarding Draft Circular “*Regulation on list of working positions and staffing norm in public general education institutions*”

122. SEQAP conducted studies on facilities requirements for primary schools: *Defining the requirements and estimating the cost of facilities and equipment for FDS primary schools*. According to the study in 2014, 90 percent of SEQAP schools have sufficient teaching space and at least one meeting room and one resting room for teachers. Of 259 SEQAP schools surveyed, 80 percent meet the facilities and equipment requirements. The study also presented national statistics and an analysis of minimum requirements for facilities, for example kitchens and lunch provision arrangements.

123. SEQAP also conducted practical studies to determine financial requirements for the national roll-out of FDS, focusing on non-salary recurrent costs and cost projections, recommending that grant funding in the remote and rural areas should be higher than that in the urban areas; and that the teacher/student ratio in a school should be considered when financial support to each is estimated.

1.2.2. FDS implementation roadmap

124. SEQAP developed a FDS Roadmap to support the GOV goal that by 2020, 90 percent of all primary schools nationwide implement FDS.

125. Based on the other studies conducted under SEQAP, the roadmap covered the following themes: (i) a plan for schools that yet to move to FDS; (ii) FDS costed options: T30, T33, T35 or a mix of them; (iii) facilities requirements at two levels “must have” and “should have”; (iv) resources allocated to schools; (v) teacher workload and deployment; (vi) must-have support for disadvantaged areas; and (vii) socialization to have additional support to FDS.

126. In consideration of the national roll-out of FDS, and SEQAP experience and studies, it can be learned from the reality that FDS can still be carried out without optimal conditions. For example, some schools with insufficient classrooms or teachers and without SEQAP trainings or manuals still managed to move to FDS.

127. The FDS Roadmap is SEQAP's key legacy to the primary education policy development in the direction of Resolution No.29/NQ/TW on fundamental and comprehensive reform of education and training.

1.2.3. Involvement of communities and parent representative board (PRB)

128. SEQAP conducted a study on *Strengthening the involvement of communities and parents to improve the effectiveness in implementation of FDS*, that identified the following areas as critical for FDS success: (i) raise the awareness of the communities, Parent Representative Boards and parents; (ii) Mobilize the financial contributions from parents and communities; (iii) mobilize socialization activities; (iv) involve communities and PRB in planning and decision-making related to the transition to FDS.

129. The study showed that even in disadvantaged and EM students, once having understood the benefits of FDS, parents and communities will actively contribute to help schools sustain FDS.

II. Component 2: Improve Human Resources for the Transition to FDS

2.1. In-service training of teachers and education managers

2.1.1. Develop training materials for teachers and education managers

130. The number of training materials/modules developed under SEQAP exceeded the target (16/13 training materials/modules). SEQAP also provided 63 provinces with training materials and videos of two training modules issued by MOET. Contents of these training modules/materials have met the requirements of building the capacity of education managers and teachers for the implementation of FDS model in schools located in disadvantaged or EM areas. Schools are guided to self-develop theme-based training modules. Peer training is quite effective under this type of training

2.1.2. In-service training of core trainers of SEQAP provinces (TOT training)

131. The CPMU developed training plans and selected the target participants, who are excellent teachers and BOET and DOET technical officers. TOT training was conducted in all SEQAP and non-SEQAP primary schools that implement FDS. 8,217 core trainers are trained about 20,250 turns of core trainers/18 modules. A specialized and stable force of core trainers was developed under SEQAP, which shows the relentless effort of SEQAP over the past 7 years of implementation. The notable point is that SEQAP focused on innovating in-service training delivery method, changing it to on-site coaching, on-the-job professional meetings and self-learning and self-training guiding (by providing materials on SEQAP Online –based Digital Library).

2.1.3. In-service training of teachers and education managers

132. From 2010 to 2015, based on the master and annual training plans approved by MOET, in-service training was delivered in two levels: (i) at Central level, SEQAP master trainers deliver trainings to core trainers and at local level, core trainers redeliver trainings to teachers and education managers in SEQAP and non-SEQAP schools in their own

localities. Most DOETs delivered training to education managers and specialist teachers. The total numbers trained are: SEQAP schools (1628 schools with 713,826 teachers and 110,561 education managers trained); and Non-SEQAP schools (4263 schools with 250,460 teachers and 36,388 education managers).

133. The CPMU also instructed DOETS to deliver intensive trainings for teachers and education managers. Number of education managers trained in SEQAP schools: 4,715 people (110,561 turns). Number of teachers trained: 147,872 people (1,111,235 turns).

134. The trainings encouraged teachers to self-learn, self-develop, and innovate their teaching and professional meetings. Improved the professional capacity and teaching methods for primary teachers and education managers, promoted the sense of self-studying to strengthen knowledge, skills, and pedagogical practice.

2.2. Additional training of teachers

135. SEQAP introduced and piloted trainings for special subjects (Arts, Music, PE cum Union work, Foreign Language, Computer Science and 4 EM language). SEQAP collaborated with pedagogical universities/colleges to deliver these short-term and face-to-face trainings with an aim that these teachers will become core trainers and help other teachers in the implementation of FDS. After those pilot training courses, the education colleges/universities revised the training programs for 4 specialized subjects and 4 languages. In 2015 and 2016, these programs were appraised and accepted by MOET for mass use in the next period. SEQAP exceeded the targets set in the FA, both training of specialist teachers (410/400) and of EM language teachers (201/150).

136. SEQAP financed eight graduate studies scholarships for students to become primary education experts. As of 2015, all these 8 students graduated with excellent results and returned to work in Vietnam.

III. Component 3: Improving infrastructure and other recurrent resources for transition to FDS

3.1. Improvement in infrastructure and facilities for FDS

3.1.1. Capital construction and facility supply for schools

137. Primary schools to selected were be located in poor areas; with low percentage of FDS students but high percentage of students in ethnic minority groups; the teacher-to-class ratio of at least of 1.2; the classroom-to-class ratio of at least of 0.6 while the total number of students was more than 200. The total number of classrooms built and furnished is 2006; the total number of restrooms built is 1289; the total number of multi-purpose rooms built is 262. SEQAP also invested in resources and equipment for 150 Education and Training centers.

138. Originally, the construction was expected to be completed in 2010-2013. However, due to many reasons it was not until 9/2016 that SEQAP construction was completely

finished. SEQAP had provided quality evaluation criteria to localities for constructions. Furthermore, it meets national standard on new rural construction.

3.1.2. Construction funded by non-SEQAP resources

139. Many provinces mobilized their own resources to support the construction investment into schools, total value is even up to hundreds of billion dong and millions of labor days. Good examples: Lao Cai, Nghe An, Lang Son, etc.

140. CPMU mobilized and collaborated with some International Non-government Organizations (NGOs) and Local NGOs to additionally construct hundreds of classrooms and toilets for primary schools in remote and EM areas in order to expand the implementation of FDS, with total value of over 40 billion dong (i.e: Kon Tum, Quang Nam, Tuyen Quang, etc.)

3.2. Implementation of FDS

3.2.1. School Education Grant and Student Welfare Grant

141. The transition from HDS and FDS means students have little time at home to support their families (especially students in rural, mountainous areas), that they need to spend more money (on school supplies, meals, tuition for 2 sessions/day), which leads to difficulties for families, many of which cannot afford FDS, especially poor and EM ones. The *Student Welfare Grant* provided additional funds to help the poorest and most disadvantaged students. These included Student lunch, LTAs, rewards for students with good academic performance; reward for student attendance; Provisions for food/clothes/etc. Under this fund, 578 LTAs were recruited to assist early grade EM students in need of language assistance.

142. For schools, the shift to FDS means the increase in recurrent expenditures (electricity, water, stationery, textbooks, learning aids ...) while the State budget for such expenditures is quite limited and just sufficient for HDS. Under SEQAP, the *School Education Grant* provided additional recurrent expenditures for educational activities under FDS, which included additional funds for essential conditions (telephone/electricity); additional textbooks; learning materials (posters, books, ..); classroom supplies (notebooks, pencils, paper, chalk, ...); disseminating information about FDS; maintenance and minor repairs; hiring someone to work part time to cook lunch for students and to manage students during the mid-day break (if any); educational activities outside classroom hours.

143. Financial support was provided to reach the ratio of 1.3 teachers per class, by pay for overtime of teachers (incremental salaries), overcoming the shortage of teachers.

IV. Component 4: Program Management

144. The PMU was established on 21/8/2009 under Decision No. 5398QD-BGDĐT of the Minister of Education and Training, with Dr. Tran Dinh Thuan being the Director. The

PMU is responsible for implementation of the program according to the objectives, progress, quality and resources outlined in the PAD approved by the Minister of Education and Training and in accordance with ODA agreements with the DPs. MOET issued Decision No. 2125 / QD-BGDDT 27.05.2010, issuing regulations on organization and operation of the CPMU, which facilitates the stable operations of the CPMU. A new feature of the CPMU is RBCs to assist and support local authorities in FDS planning, FDS implementing, construction and procurement.

Evaluation

145. SEQAP is the first project under MOET that applied the new management mechanism where one part of the program funding (13 percent) is managed as *project type* by CPMU and the other part (87 percent) is managed as *program type*, and channeled to local budgets and managed in accordance with DPs' regulations and Vietnam existing legal regulations.

146. Fund allocation by the central level is often on schedule, but from the provincial to the district and school levels is slow, causing many difficulties. Some provinces misused SEQAP funds for ineligible purposes, which were addressed and corrected. Some primary schools had yet to be given the financial autonomy in accordance with Decree No.43/2006/ND-CP dated 25/4/2006 of the government. Thanks to the intensive efforts and close monitoring of the PMU as well as the effective collaboration with MOET/Department of Planning and Finance, Department of Debt Management and External Economic Relations, the State Treasury of the Ministry of Finance and the related parties, the difficulties and problems have been solved gradually. The PMU has been quite innovative in management and placed strict sanctions to accelerate the implementation SEQAP, for example, to cut down funding of 2 DoETs that failed to comply with the regime of financial plan development and reporting. Thanks to that, the PMU's management has become more and more effective and, as a result, targets are not only reached but exceeded.

SOCIO-ECONOMIC EFFECTIVENESS

147. SEQAP made important contribution to improve quality and effectiveness of primary education in primary schools, better student's learning outcomes and training results, significantly decrease repetition rate, drop-out rate, improve management capacity for primary schools and education managers. It is important that success is achieved even in areas with disadvantaged socio-economic conditions and incidence of EM students. SEQAP contributed to promote socialization and combination of family education and community education, which serves as basis to ensure the feasibility of FDS after the end of SEQAP.

148. The most important contribution made by SEQAP to non-SEQAP schools is guidance to develop FDS implementation and planning relevant to actual condition. From that, education managers in provinces have actively scaled up the model, promoted the exchange of experience, expanded training for teachers and education managers, promoted

effectiveness of manuals. Thus SEQAP has promoted the scale-up of FDS nationwide.

149. The road map helps management unit work out policies, legal frameworks, supplement conditions necessary for teaching and learning; develop medium-term and long-term plans to improve primary education quality nation-wide. FDS road map is also important solution to achieve target of 90 percent two sessions/day primary schools by 2020 regulated in education development strategies period 2011-2020. The road map is not only practical for disadvantaged socio-economic conditions but also for non-SEQAP provinces, serving as guidance essential for improving FDS effectiveness in other areas and urban areas.

III. Impacts of SEQAP

3.1. Impacts on management system of primary education

3.2. Impacts on SEQAP beneficial

150. Under SEQAP, Learning outcomes are better and more equal, ratio of students completing primary education continuously increases over years and achieves more than 99 percent. EM students, female students and students with disadvantaged conditions have more chances to improve their learning obtainment, decrease quality gap with other population. Especially, for EM students who are going to grade 1 but not proficient in Vietnamese, they are provided with effective language support. This result creates foundation to develop policies for this problem sustainably.

151. Teaching staff and education managers have better and clearer understanding of their roles and responsibility regarding FDS implementation. Communities and parents are involved more in school activities, see the improvement of pedagogical environment and their children are better cared, therefore, they have better and self-conscious collaboration with schools. Many EM parents go to school to cook, contribute food, rice to improve meal quality for students, many parents make contribution of sleeping mat, blanket, pillow and bedding materials.

IV. Pervasion and sustainability of SEQAP

1. Pervasion

152. During implementation procedure, some specific activities under SEQAP are applied in other primary schools by education manager units. SEQAP effectiveness is step by step scaled up out of SEQAP provinces. According to summary reports of 36 provinces, lessons learned on FDS implementation and organization are applied and implemented by more than 6,000 non-SEQAP primary schools with flexible options. Details as:

a) FDS planning in “manual on activities in FDS primary schools” is fully complied and creatively applied.

b) Training for teachers, education managers on FDS management and application of active teaching methodologies and techniques through material training: some DOETs have applied SEQAP experience to scale-up training in all primary schools of the province. For example: DOETs of Hoa Binh and Lao Cai provinces

c) Management of school education grant and pupil welfare grant in SEQAP's manuals together with the involvement and monitoring of commune authorities and parent board is an effective way learned and applied by non-SEQAP schools.

d) Curriculum and extra-curriculum education activities of SEQAP schools are good and diverse, which helps promoting teaching-learning movement, development creativeness experience and has pervasion to non-SEQAP localities.

e) Primary schools and education management units have clearer consciousness of their roles in socialization work during FDS implementation, thus they scale up in many other localities.

It is proved that even primary schools in disadvantaged, EM areas can implement FDS, primary schools in better advantaged conditions can better implement FDS.

2. Sustainability

153. It is shown through reports and actual surveys that SEQAP's sustainability is reflected by:

a). Some active results under SEQAP are institutionalized under regulations of legal documents and directing documents applied in primary education management (contribution to issue Circular 26/2012/TT-BGDĐT dated 10/7/2012 "*regulations on regular training for kinder-garden teachers, general teachers and regular education*" and Joint circular No. 21/2015/TTLT-BGDĐT-BNV dated 16/9/2015 of MOET and Ministry of Home Affair "*regulation on code, criteria of titles and profession of public primary teachers*". It is noted that manuals under SEQAP are issued together with Decisions by MOET to ensure the implementation effect and also serves as basis to continue the institutionalization of regulations.

b) To implement Resolution No. 29-NQ/TW on basic and comprehensive education reform, the government continues to issue new policies to make primary education and lower secondary education compulsory since 2020 when Vietnam basically becomes industrial countries toward modernization. In this context, application of FDS in primary education will support more for investment policies of the government, which is long-term potentials to develop initial contribution made by SEQAP regarding solutions to implement FDS.

c) With positive results contributed to improve primary education quality in SEQAP schools, SEQAP contributes to improve belief, support of education managers, teachers, students, parents, and communities to FDS implementation. From that, socialization has been promoted, collaboration among schools, families and community is promoted, more resources are promoted to address disadvantages which should not be waited from government investment.

d) SEQAP beneficial all obtain progress of primary education quality, even in disadvantaged communes and villages; however, learning time and lunch provision are still maintained for students, which is the reflection of SEQAP sustainability.

e) Teacher and education managers fully trained are developed through FDS implementation is concrete and long-term foundation for moving primary schools to 2 sessions/ day and full day school at nation-wide scale.

f) The sustainability and strength of FDS model in SEQAP primary schools result in better education quality and effectiveness, which shows that it is essential to continue maintaining this model in a long-term and strategic manner.

Part IV CONCLUSION AND RECOMMENDATION

1. General conclusion

154. FDS in primary education is relevant to the requirements and objectives of comprehensive and basic education reform. SEQAP provided significant support for policy development to successfully implement Resolution 29-NQ/TW on comprehensive and basic education reform.

2. Lessons learned

a) SEQAP focused on urgent and long-term needs set forth for primary education, which is to step by step apply FDS, gradually decrease HDS to improve quality and effectiveness of primary education. The most significant contribution made by SEQAP is the implementation road map, supporting finalization of the policy framework and pedagogical orientation for FDS application. FDS transition is a part of the overall solution to make primary education and lower secondary education *compulsory* since 2020 according to the spirit of Resolution No. 29-NQ/TW of the Central Party regarding basic and comprehensive education reform.

155. Key objectives of FDS are to increase learning time at schools for students to meet requirements of quality improvement and effectiveness of primary education. It can't disregard the awareness enhancement of parents and community about FDS. It should be patient to overcome the initial indecisiveness of parents and community to implement FDS. Careful plans should step by step mobilize socialization to have more resources and increase the support of parents and community to implement FDS, which creates foundation to maintain and develop FDS sustainably. Successful FDS implementation will be different at each primary school, locality because it bases on effectiveness of the application of the above solutions beside other objective factors.

b) While managing program/ project implementation, it should follow objectives set forth with necessary adjustment needed: (i) The government issues new relevant policies; (ii) Define arising needs or find the weakness of initial design.

156. Since the government issues Resolution No. 44/NQ-CP dated 09/6/2014 regarding SEQAP activities, the government and MOET leader issues action plan for that Resolution

under Decision No. 2653/QĐ-BGDĐT dated 25/7/2014 to implement Resolution No. 29-NQ/TW of the Central Party regarding basic and comprehensive education reform, these policies should be updated to cover awareness enhancement of community about FDS implementation.

157. After the government issues multi-dimensional poverty standard applied for period 2016-2020 under Decision No. 59/2015/QĐ-TTg dated 19/11/2015, criteria of poor households is increased. When these standards are applied starting from early 2016, it is related to FDS implementation and planning.

158. Since the issuance of Decree 116/2016/NĐ-CP dated 18/7/2016 on “*regulations on supporting policy for students and schools in especially disadvantaged villages and communes*” which takes effect (from 01/9/2016) in replacement of previous policies, it needs necessary guidance to implement and propagandize community awareness of FDS.

c) CPMU always grasps local status, listen to and follow opinions submitted by localities and schools to work out solutions. This management methodology results in outstanding performance of SEQAP primary schools, district project management unit and SEQAP DOETs including FDS planning and transition road map for each school; changes of school pedagogy environment and appearance; promotion of teacher training regarding teaching methodologies, professional meetings renovation, professional training, organization of education activities in FDS schools, management of Education grant and Pupil welfare grant and other activities to develop languages for EM, disadvantaged students, creating education equity.

d) Through SEQAP implementation process, many precious lessons learned on procurement management, fund allocation and disbursement are drawn and timely applied, which speeds up implementation progress.

3. Recommendation

a) For World Bank and Vietnam government:

159. *Programs/ projects financed by international organizations are used as additional resources in combination with national resources to pay attention to the implementation of the most important policies of the government.* Through SEQAP implementation, it is necessary to continue supporting development of policies on FDS in primary education. Thus, it is needed to maintain programs/ projects with an aim to support disadvantaged areas to improve quality and effectiveness of primary education, creating platform for implementation of education universalization, illiteracy elimination following Decree 20/2014/NĐ-CP dated 24/3/2014 of the government regarding moving primary education and lower secondary education to be *compulsory* under spirit of Resolution 29-NQ/TW on basic and comprehensive education reform.

160. In the education field, improving effectiveness and quality of primary education is meaningful not only to promote human resource development but also decrease expenditure resulted from consequences of weak capacity human resources (for example

expenditure to eliminate illiteracy, prevent social evils, and address challenges of human resources development, etc.).

161. Improve program/ project implementation capacity for management levels from central to local level. More flexible mechanism should be applied for programs/projects; autonomy and self-responsibility should be given to Ministries, departments so that disbursement activities can timely satisfy program/project activities. Program/ project M&E should be strengthened to ensure that disbursement-linked indicators (DLIs) meet Donor's requirements, ensuring disbursement progress as planned, promoting effectiveness of fund utilization. Discipline of budget compliance of localities should be promoted, beneficial should be given budget estimation as regulated in State budget law in a sufficient, full and timely manner. It is proposed that State management units of ODA should fast track procedure to revise, extend program/ project to ensure maximized disbursement of ODA fund, prevent fund losses due to late approval of program revision and extension.

b) For MOET:

162. Study results and practical summary results worked out by SEQAP and other programs/ projects should be used in institutionalization, policy development to serve management work. Thus, there should be many forms of workshops to exchange rationale results and summarize practical results among government agencies and PMU of project/ program.

163. Step by step institutionalize FDS road map in primary education, apply in government management work to ensure sustainability of this correct orientation nationwide.

164. Through SEQAP implementation, it should be defined in detail the notion of "2 sessions/ day" referred in education development strategies period 2011-2020 approved by Prime Minister under Decision No. 711/QĐ-TTg dated 13/6/2012 so that it is relevant to education management practices. Through field survey conducted in primary schools, 2 notions "2 sessions/ day" and "Full Day Schooling – FDS" can't be identical, which should be detailed by specific regulations of weekly learning duration at school (minimum and maximum standard) and students eating and resting at school or not. Such regulations will increase the feasibility, and avoid following achievements, not promoting FDS effectiveness to increase education quality.

c) For education management units and local authorities:

165. Movement of primary schools to 2 sessions/ day and Full day schooling is considered as management and leadership mission of their level, creating favorable conditions for schools to meet new requirements aiming at "standardizing" and improving education quality.

166. SEQAP develops the most important result which is FDS transition road map and prove the feasibility of road map implementation in the disadvantaged socio-economic conditions.

167. FDS application should be combined with development of national standard schools and new rural development to mobilize more resources.

168. The prompt provision of counterpart fund is also important to implement program/project on schedule.

d) For primary schools:

169. Pay much attention to propaganda to improve awareness and change behaviors of parents and community when a new policy is implemented.

170. Flexibly and creatively apply options, modes, contents, and methodologies in organizing 2 sessions/day and FDS following SEQAP manner to improve primary education quality. Especially, quality of teacher staff and education managers should be improved to meet requirements of new period.

171. SEQAP's final target is to improve education quality. Primary schools need to detail FDS development road map relevant to their specific conditions, calculating proper steps from lower to upper level toward improving primary education quality. Regarding enhancement of awareness and changing behaviors about FDS, specific achievements and progress should be used to strengthen belief of teachers, parents and community.

Annex 8. Comments of Cofinanciers and Other Partners/Stakeholders

The Belgium co-financier comments have been received and incorporated into the main document. There was no separate document or Annex for their comments.

Annex 9. List of Supporting Documents

Project Appraisal Document, World Bank, 2009

Aides-memoire and Implementation Status Reports 2009 – 2016

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